

# 1. Introduction

In March 2020, with the health crisis originating from Covid-19, the Spanish Red Cross started up the Red Cross RESPONDS Plan, the greatest mobilisation of our resources, capacities and people in more than 150 years, to respond to the needs derived from the pandemic.

return to index

In addition to maintaining our usual intervention with the vulnerable people with whom we work, the Red Cross RESPONDS Plan against COVID-19 has taken care of more than 3,500,000 people in one year. In this unprecedented situation, Spanish society also responded in an exemplary manner, mobilising more than 57,000 people to volunteer, wanting to contribute their time and solidarity. Fifty percent of the people who requested to become volunteers in the Spanish Red Cross had not had any previous contact with the Organisation.

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Therefore, the Red Cross RESPONDS Plan is a challenge for us, combining the efforts, not only of our emergency teams that respond in these types of situations, but also the entire Organisation, which is giving a comprehensive response to the people.

"Everybody turned upside down into a single team, lending a hand where it was necessary...

In the Spanish Red Cross we have a feeling for it" (Provincial Coordination. Spanish Red Cross)

After the first wave of Covid-19 and the lockdown, we began an analysis of the Red Cross RESPONDS Plan and an unprecedented massive entry of volunteers. For this, we decided to analyse the experiences of the different stakeholders and thus obtain their perspective of the phenomenon. Included in this study were the volunteers that were already part of the Spanish Red Cross, those people who approached the Organisation to become volunteers for the first time, the employees in charge of the co-ordination and management of the volunteers in the whole of Spain, other Red Cross and Red Crescent National Societies, and other organisations of the Third Sector in Spain, who were experiencing a similar situation.

Analysing the phenomenon from different perspectives, we could identify the true factors that triggered this massive influx and study how we managed it, and, more importantly, it would give us keys to improve our response in facing the future, learning from our mistakes and identifying those actions that facilitated really effective management. Our intention, therefore, was to study what had occurred, and use the experience to be able to deal with future massive entries of people prepared to become volunteers, and to help in these types of situations.

We also thought that this analysis ought to be carried out by an external specialist company, to contribute rigor and objectivity, to extract those lessons from which to go forward in a stronger position to face future situations.

# 2. Methodology and sample

The study was developed by means of two simultaneous investigations:

#### 1) Qualitative listening by means of in-depth interviews

- Area leaders of the Spanish Red Cross: 20 interviews.
- Leaders of the Spanish Red Cross in the Central Office: 8 interviews.
- National Societies of the Red Cross and the Red Crescent: **3** interviews, Mexico, France and Switzerland.
- Third Sector Organisations in Spain: 4 interviews.

The interviews had an average duration of 60 minutes.

All the people interviewed were invited to participate in the investigation by the Spanish Red Cross.

To a large extent, the field work was carried out during the months of August and September of 2020 and was closed in the first week of November.

#### 2) Survey of Spanish Red Cross volunteers

This was carried out in a sequence of two steps:

- Step 1: between 17 and 26 July, a micro questionnaire of open questions to a sample of **185** volunteers was made, with the purpose of obtaining reference points to design the main questionnaire that we applied in the next step.
- Step 2: between 13 and 26 August, 4,980 volunteers participated in the main questionnaire. Of those, 3,381 were active volunteers who had been able to assess all the experience of their participation in the Red Cross RESPONDS Plan.

Both questionnaires were answered online, after a prior invitation to participate, sent in an email message in the name of the Spanish Red Cross.

The micro questionnaire took an average of 6 minutes, and the main questionnaire about 18 minutes.

The present document includes the main findings revealed in this study, and concludes with the key lessons to improve the response of the Spanish Red Cross, in future situations.

Additionally, there is a **base document** that presents much broader and detailed information about the present study, which can be consulted by contacting the Volunteer Department and Organisational Development of the Central Office of the Spanish Red Cross.

# 3. Main findings of the investigation

During the qualitative listening phase, 35 leading figures in humanitarian action were invited to express their own account of the pandemic, their own personal journey. Thanks to this, material of great value was accessed to understand what the transition, from a previous state of normality to a pandemic and confinement situation in just a few weeks, meant for these people. Also to understand what affected, both their condition as experts in humanitarian action, as well as their condition as human beings, who also experienced the consequences of the pandemic in their daily lives.

"The day came when we had to rise to the high profile challenge and within our territory we had to organise ourselves to be faster (Regional Manager of Volunteers. Spanish Red Cross)

"I had planned to travel to Japan on 14 March to begin a new cycle in my life. I decided to cancel everything because I didn't feel calm about it" (Local Manager of Volunteers. Spanish Red Cross)

Below is a review of the most noteworthy aspects from their discourse:

The pandemic found a Spanish Red Cross that was trained and prepared to adapt to the needs, in its eagerness to be ever closer to the people, and on this occasion to be able to deal with two massive influxes that converged simultaneously: that of the volunteers, and that of the beneficiaries, and to be able to connect them.

The action to connect them consists of responding to these three questions:

#### How many? / Who? / For what?

During the months of March to June, the Spanish Red Cross provided 12.5 million responses to 1.2 million people, thanks to the collaboration of more than 49,000 volunteers. This was the magnitude of the initial challenge - so much, in so little time, something unprecedented in the history of the Organisation.







# How was the incorporation of so many new volunteers made possible?

In that context, the protocols and procedures generated through years and years of previous experience **were interpreted flexibly**, mainly with respect to the training of the volunteers, thereby providing an agile response, without decreasing the rigor. This flexibility made it possible to channel the participation of new volunteers who approached the Spanish Red Cross for the first time and who, a priori, did not come with idea of maintaining their voluntary action, for the long term, but who wanted to contribute in the emergency situation.

"It was something natural, integrating the new volunteers with the experienced, generating joint growth" (Local Presidency. Spanish Red Cross)

Thus, due to Covid-19, we have verified the push of a type of volunteering that contributes its support, without the idea of a continuous volunteering commitment, but rather of a discontinuous and even occasional, or one-off, type. It is a volunteer service for which the Spanish Red Cross had been preparing and, in line with a society in constant change, in which people change jobs with greater flexibility, and in which there is greater mobility of the population, thus provoking a general trend towards commitment, directed at a specific and limited period of time.

Simultaneously, when the pandemic broke out in Spain, in the first days of the crisis, **a very direct dialogue** was established between the Spanish Red Cross and the people responsible for the different levels of the State, regional and local Administrations. The Public Administrations saw the Spanish Red Cross as a benchmark entity for humanitarian action, and this gave full meaning to its mission of helping and complementing the State in its direct intervention with civil society, where it cannot act, or only with difficulty.

Considering the magnitude of the crisis, the Spanish Red Cross was responding in a very short period of time, supporting millions of people by co-ordinating their volunteers. In contrast, and as a consequence of the security and Public Health protocols, other partner organisations of the Third Sector in Spain found it difficult to intervene, in person, while the Public



Administrations had to reduce their provision of services considerably. All of this represented an incentive to respond to the emergency

Nevertheless, it all represented a challenge, since the **person who gave** assistance, was as vulnerable as the person who received it.

"They have been very hard months, with much uncertainty, doubts, fear, concern, not knowing what to do, but we have had such wonderful moments! We are reinventing ourselves, we had not been so aware of what we achieve and the value we have to people"

(Local Manager of Volunteers. Spanish Red Cross)

The Spanish Red Cross was prepared and trained to face an extremely exceptional situation, and it did not take long for pride and enthusiasm to appear, through being part of an organised movement which was responding, without neglecting its constituent Principles.

"Feeling that you form part of the Red Cross, empowers you" (Regional Secretary. Spanish Red Cross)

Three key aspects have been made clear in the success of the operations:

- The permanent co-ordination between the central and regional offices.
- The integration-co-operation of **veteran and new** volunteers.
- The technology-digitalisation, providing an important leap forward in the adoption of tools that have allowed better coordination, communication and provide remote care to be given to thousands of beneficiaries.

Covid-19 highlighted the opportunities offered by technology and digitalisation to achieve greater growth of the Spanish Red Cross and, consequently, achieve more impact with its mission.

However, in this context, it should be recognised that not all were successful actions. In fact, in those first months, the Organisation was not able to assign an activity to 24% of those who wanted to volunteer, which indicated an area for improvement that must be worked on from now on.

"I believe that there were many people who called us and whom we could not attend to at that time. At the Co-ordination level, in those days, nothing was known, in the initial moments, there were a few weeks that it went as anticipated, we had to agree on the activity of many departments and, finally, we registered everything in the RESPONDS Plan, we were learning! "

(Regional Co-ordination Manager. Spanish Red Cross)

After those first months of learning, and the creation of the Red Cross RESPONDS Plan against the health and social emergency, the Spanish Red Cross was aware that the pandemic was not over. Nevertheless, a period of recovery and readjustment was also necessary, to be able to confront the situation that was coming.

"We are in a process of working on emotions, venting them, purifying them" (Local Manager of Volunteers. Spanish Red Cross)

From the account of the health crisis experiences in other National Red Cross and Red Crescent Societies, three key aspects stand out:

 In the Mexican Red Cross, actions to protect and support volunteers and their families were launched. A look at who cares for those who care.

"The volunteer base to serve the volunteers'
own families grew such a lot.
Today we realise that we are as vulnerable
as the people we serve"
(Mexican Red Cross)

10





 The French Red Cross highlights as a relevant fact, its vision on the impact of Covid-19, not only at the socio-health level, but in terms of a social crisis with serious consequences for the economy and people's daily lives.

> "We have to address the social crisis ... and if we do not begin to discuss this crisis, we will not be able to face it and, above all, we have to put it into action." (French Red Cross)

Regarding the Swiss Red Cross, it is noted that, at the base of its society, citizens are very experienced in organising themselves voluntarily from the local level, and projecting this aspect to the national level. At the beginning of the pandemic, it was the citizens themselves who organized a platform of volunteers who later made themselves available to the Swiss Red Cross to attend to the emergency.

"It is also interesting that the Hilf Jetzt (HJ) platform contacted us offering use of their helpline at no cost, so we did. This platform is composed of approximately 50,000 people. We also have to learn from that and now we are also supporting informal volunteering and managing that HJ platform."

(Swiss Red Cross)

With respect to that expressed by the other companion organisations of the Third Sector in Spain, it was highlighted that:

• During the pandemic, the Spanish Red Cross was perceived as a **benchmark organisation**, given the scope of what was achieved.

"Fortunately for everybody, when this alarm was raised, when there was a real drama, the Red Cross was able to raise and channel the entire social response of the solidarity movement"

(Third Sector Organisation in Spain)

• The crisis derived from Covid-19 has made the need to articulate the **co-operation between organisations** even clearer.

"In cases of vulnerability, we have not worked together beyond being conscious in the sphere of social assistance. And, I think that, if, even among member organisations of the Third Sector, we are not capable of having a shared understanding of the social reality, nor a co-ordinated vision that provides strong initiatives, it is even more difficult to make Public Institutions do so..."

(Third Sector Organisation in Spain)

 Neighbourhood community support projects have emerged, which, on the one hand bring together the most positive aspect of a solidarity, woven from close relationships, and, on the other, the inconveniences of a limited scope, the difficulties of assembly-based governance in emergency contexts, and the exhaustion and fatigue involved in making up for the lack of structure and resources with voluntary actions "based on putting in hours and hours of work".

"People were included in the organisation to help out in many more things. We offered what we had, it was very important. There was also resistance, there are people who impose, who do not have confidence in delegating to others. Conflicts have come from that, but that does not take away the satisfaction in what we have done".

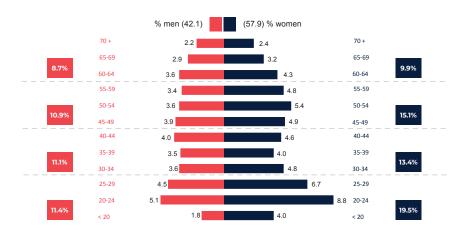
(Solidarity Network in Spain)

In addition to listening to the stories of those 35 leading figures, a survey was carried out of more than 5,000 volunteers who had expressed their point of view on their experiences in the Spanish Red Cross, during the Spring of 2020.

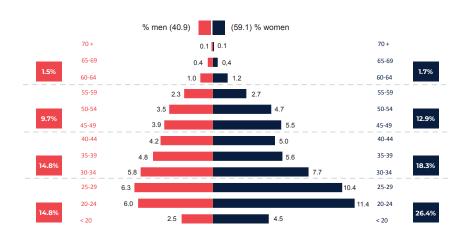
Of the more than 49,000 volunteers who responded to the call of the Red Cross RESPONDS Plan, during March to June, 50% were veterans and the other half were people who participated for the first time as volunteers with the Spanish Red Cross.

- In both veteran and new volunteers, there was more female presence than male.
- The new volunteers are, on average, younger than the veterans.

#### Veteran volunteers



#### **New volunteers**

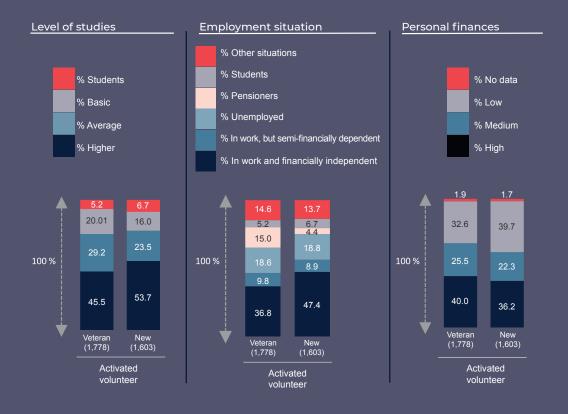


There are some small differences of profile between the new and veteran volunteers, regarding their level of training, their employment situation and personal finances.





Thus, the people who were new volunteers presented a greater proportion of university degrees. Regarding the employment situation, there was a greater proportion of pensioners among the veterans. Regarding personal finances, there was greater economic capacity among the veterans, due to that greater proportion of pensioners.



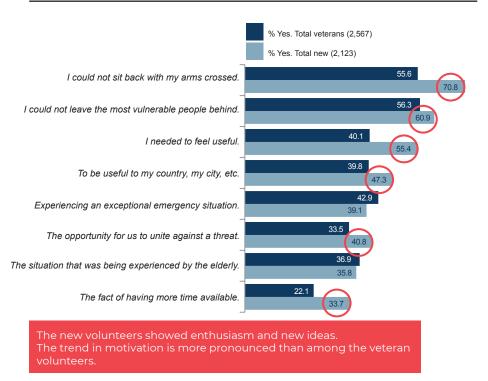
What motivated these people to want to take the step **to contribute as volunteers** during the pandemic?

We found eight main motivations in their responses:

- I could not sit back with my arms crossed.
- I could not leave the most vulnerable people behind.
- I needed to feel useful.
- To be useful to my country, my city, etc.
- Experiencing an exceptional emergency situation.
- The opportunity for us to unite against a threat.
- The situation that was being experienced by the elderly.
- The fact of having more time available.

The research revealed that these motivations were more intense among the new volunteers than among the veterans, which indicates that the Covid-19 crisis has brought the incorporation of, not only new profiles, but also more motivated people and with new ideas.

"Were any of these reasons decisive in you helping out during the pandemic?"

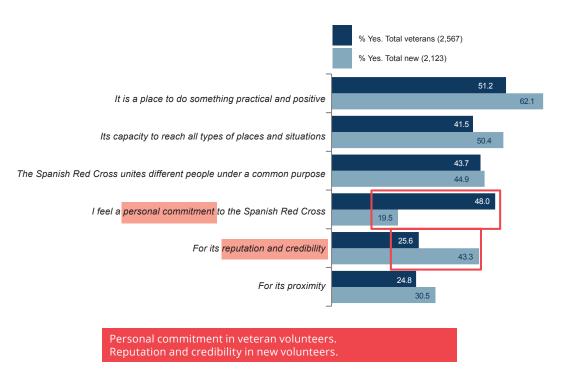




# And what were the reasons to choose to volunteer for the Spanish Red Cross?

- The fact of doing something. The Spanish Red Cross does things, concrete things.
- Attend to all kinds of situations, anywhere in the territory. This extensive geographic presence endows it with universality, that is, it is really difficult not to find a project nearby in which to collaborate.
- It unites different people under a common purpose.
- Especially in veterans: To feel a personal commitment to the Spanish Red Cross.
- Especially in new people: For its reputation and credibility.

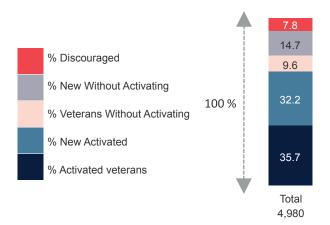
"Were some of these reasons decisive in deciding, at that time (March, April and May), to volunteer for the Spanish Red Cross?"



However, not all the people who wanted to participate in the Red Cross RESPONDS Plan were able to do so. Specifically, 68% could and 32% could not. Among this 32% who could not undertake voluntary action:

- 8% could not participate through being in an at risk group (reflected in the graph with the term "advised against").
- The other 24% could not participate due to the inability to assign them to an activity.
- Of those 24 %, 15 (63%) were new volunteers.

#### Types of Participants



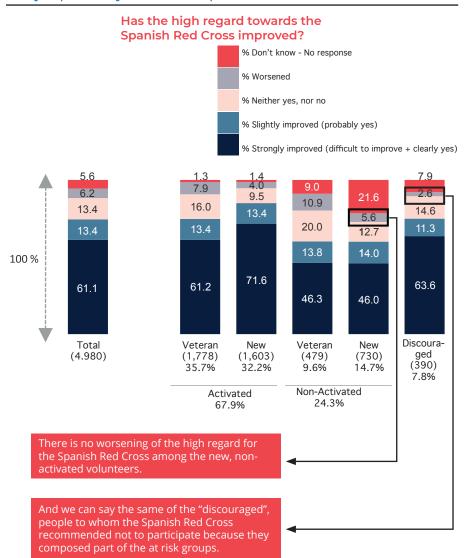
There was concern within the Organisation for these new volunteers who could not be assigned an activity in which to participate.

It was thought that they may have been left with an unfavourable or negative feeling in their first contact as volunteers with the Spanish Red Cross.

However, as a result of the present investigation, it has been found that, fortunately, the respect towards the Spanish Red Cross, by these people who could not be activated in the first wave of the pandemic, has not worsened.

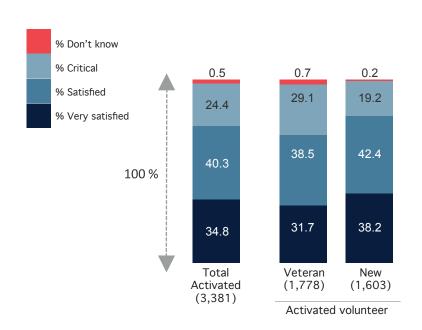
Similarly, this empathy and understanding towards the Organisation was also maintained among the people who were part of the at risk groups, whose participation was discouraged.

Has what you have experienced as a volunteer during the pandemic improved, or is improving in any way, the high regard that you personally have for the Spanish Red Cross?"



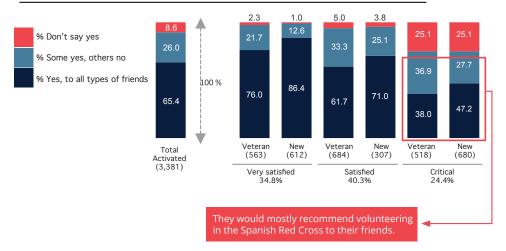
As for the people who were activated within the Red Cross RESPONDS Plan (68% of the people who volunteered), it was observed that 3 out of 4 were satisfied, or very satisfied, with the experience, while **1 in 4 expressed a feeling of criticism**, which was more pronounced among veteran volunteers (29%) than among new ones (19%). These data show this increase in the veterans' level of demand of the Spanish Red Cross.

# Satisfaction with the Experience Red Cross Responds



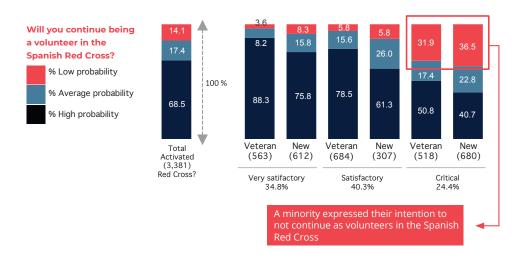
However, it should be noted that, despite expressing a sense of criticism, it is a muted criticism, as the vast majority would recommend volunteering in the Spanish Red Cross to their family and friends.

# Would you recommend volunteering in the Spanish Red Cross to your friends?



In addition, among these people critical of the Spanish Red Cross, a minority expressed their intention not to continue being Spanish Red Cross volunteers in the near future.

"Thinking about the next twelve months, will you still want to collaborate with the Spanish Red Cross as a volunteer?"



Highlights among critics of the Spanish Red Cross after their experience in the Red Cross RESPONDS Plan:

Within this critical sector, the following aspects are indicated to implement improvement actions:

- The Spanish Red Cross <u>does not know how to use my talents</u>, it is as if it did know not enough about me. Consequently, they assign me activities that do not match what I consider to be my potential.
- Despite being an organisation that is very emergency prepared, <u>it has</u> been slow in contacting me and assigning me an activity in the Red Cross RESPONDS Plan
- <u>There is a coldness in the relationship</u> between the volunteers (veteran and new) and the contracted personnel.
- I do not feel well co-ordinated or supported by the backup of colleagues with more experience.

According to this most critical sector, what has been experienced during the implementation of the Red Cross RESPONDS Plan has led to resentment against the fundamental principle of the Voluntary Character of the Organisation.

Regarding the most positive aspects highlighted by the volunteers activated in the Red Cross RESPONDS Plan, it is worth highlighting:

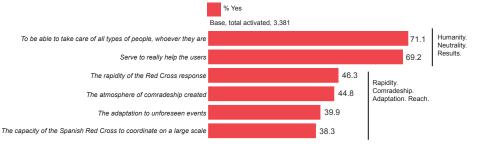
- 1) What they found **admirable** about the Spanish Red Cross during the pandemic:
  - Serves all kinds of people, whoever they are.
  - Gives real help to the users.
  - The speed of mobilisation of the Spanish Red Cross.
  - The atmosphere of companionship
  - Adaptation to unforeseen events.
  - Scope: ability to co-ordinate on a large scale.

22



# "Now we want to ask you for the **most positive** aspects of the experience."

We will show you some opinions of other volunteers on the best thing that they have seen in the Spanish Red Cross during the pandemic, please indicate to us if you agree with them, or not." (\*)

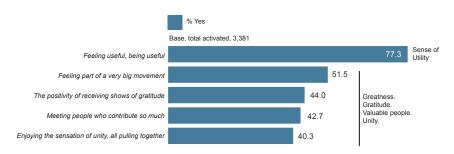


(\*) the items of the question were written after the qualitative analysis of the answers to the open questions formulated in the micro-questionnaire of the starting phase

### 2) **The personal reward** when participating in Red Cross Responds:

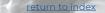
- Feeling useful, being useful.
- Feeling part of a very big movement.
- Receiving displays of gratitude.
- Knowing people value me.
- Enjoying the sensation of unity, all pulling together.

# "Have you experienced some of these positive personal experiences" (\*)



(\*) the items of the question were written after the qualitative analysis of the answers to the open questions formulated in the micro-questionnaire of the starting phase.





# prestativen credibility collaboration care

# 4. Lessons for improvement

"The Covid-19 crisis confirms that we were sleeping. The Covid crisis shows that we must not only speak of a natural or technological disaster, but we must also speak of a social crisis (...), an economic crisis, and we must commit ourselves, whatever the nature of the crisis. What type of lesson can we extract? We have extracted an alternative lesson from the lack of knowledge of how to manage a social crisis of this calibre (...) a crisis that will not pause (...) the health crisis has finished, but we must expect the social crisis... and if we do not begin to discuss that crisis we will not be able to confront it."

French Red Cross

"It is not an emergency as we have known in the past, like those we usually manage: earthquakes, floods, fires, famines... This is a crisis in which those who help are as vulnerable as those who receive assistance."

One of the important findings of the qualitative investigation made by the Spanish Red Cross





The Covid-19 crisis has produced important consequences at the social level, placing us in a situation of vulnerability in fields such as:

- Health.
- Education.
- Elderly care.
- Business activity, employment, household consumption, investment.
- The consequent cut in State income and increased public debt.
- The impact on Public Services.
- · Daily life.
- · Politics.

This has important consequences such as:

- Awareness of the dependency on innovation, technology and the huge gap between nations in this respect.
- The adaptation of the employment situation to a digitised socioeconomic environment: telework, tele-education, artificial intelligence, automation, etc.
- The growth of inequality and, consequently, the increased number of families in situations of vulnerability and at risk of exclusion.
- The production of an important change in daily life: mobility, leisure, culture, coexistence at home, etc.
- Climate of tension-disagreement between those who have to govern.

In short, the Covid-19 pandemic created an atmosphere of **generalised uncertainty** regarding the future situation. Society has become aware of its fragility, beyond the existence of vulnerable groups.

# The vulnerability is collective.

Hence it follows that the Spanish Red Cross, being a humanitarian volunteer movement made up of people who care for people, **this vulnerability affects not only the people who receive the voluntary action, but also those who carry it out**. In this framework, the following question is formulated:

# What can be done to improve?

The answer is based on a meta-learning:

# Support the volunteers in coming to terms with their own vulnerability.

This meta-learning is embodied in **eight concrete fields**.

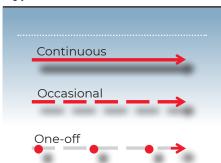
# 1) Support with EFFECTIVENESS

"Know me better, assign me better and faster co-ordinate me better, I will feel better supported."

This is one of the messages that comes from the volunteers very clearly. That "**know me better**" appeals to the talents, the abilities, the interests, the availability, the motivations, the level of commitment with the Spanish Red Cross, the family situation, the employment situation, the digital skills, the needs, the fragility, etc.

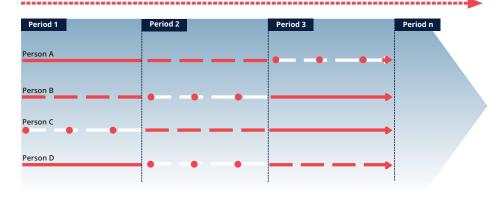
By improving the knowledge about the people who wish to become volunteers it will be possible to design new formats of collaboration that adapt better to the plurality of personal situations: **continuous**, **occasional and one-off** volunteers.

#### Types of collaboration



We have learned to understand that each volunteer goes through **different phases of bonding** that depend on the vital moment they are going through and the specific conditions of their life. The methods and technologies used in that process of knowledge have to be sensitive to the fact that people can change, based on their circumstances and those of their surroundings. They will not remain in the same state in perpetuity, and hence the importance of knowing that this process, of getting to know the volunteers, must be continuous and flexible.

#### Timeline



# 2) CARE support

"Who takes care of the caregiver, and how?"

"... maintaining that for a while always generates a certain wear and tear. So of course we did have to take great care of the technical staff and volunteers who were working, because it is very important, because, if not, without everyone's collaboration this does not go forward, but it is true that we must take a lot of care that we are well and that we are able to cope... "

(Local Head of Volunteering. Spanish Red Cross)

Volunteers and their families require care that alleviates the physical and emotional fatigue which comes from facing the vulnerability of others, from the awareness of their own vulnerability.

# 3) Support with RESOURCES

The scope and productivity of each act of volunteering must be increased, from which the strategic importance of digital technologies emerges.

"Now we know where we have to go (...) the pandemic has shown us that many jobs that were not tele-workable before, now are. We thought that many of our applications worked perfectly, but of course when thousands of demands are produced it shows that this application is not prepared. So, we already have many clues as to where we have to work so that in the future things can be different (...) they can be even more efficient."

(Regional Secretary)

# 4) Support with COLLABORATION

Finding and applying a more harmonious relationship between **the volunteers and paid staff**, paying special attention to smoothing over the tension that sometimes arises between these two groups.

# 5) Support with NARRATIVE

Accentuate, promote, remember and value what makes the Spanish Red Cross **admirable** in the eyes of volunteers.

30

(31)

An Organisation with more than 150 years of history that remains in full force today, putting volunteers at the centre, guided by solid constituent principles that give meaning to its **LO-BAL** work.



#### REMARKABLE

An Organisation with more than 150 years of life that remains contemporary, putting volunteering at the centre of the civic movement, guided by solid constituent principles that give meaning to its LO-BAL



Feeling part of the Spanish Red Cross empowers, because it feels that you are part of a large movement, not only because of size, but also because of the **greatness of purpose**.

"... Everyone knows what the principles are, the methodology of the Institution (...) we have all had the feeling that we are in a very large and powerful institution. I think we have always had that, but now that feeling has become more established."

(Regional Co-ordination Manager. Spanish Red Cross)

"When it comes to new volunteering, changing our language to address our new volunteers. They have known a part of us, our emergency, now they have a more in-depth knowledge of the Organisation." (Local Manager of Volunteers. Spanish Red Cross)

# 6) Support with **CREDIBILITY**

The reputation of the Spanish Red Cross is a **heritage with the credibility** to attract the desire to support from four areas that are key to carrying out the mission of serving a vulnerable society:

- Citizenry.
- · Administrations.
- Companies.
- Organisations of the Third Sector.

For all these areas, the Spanish Red Cross must continue to be a benchmark where **your trust can be placed.** 

"And to take advantage of this wave of solidarity of the citizenry, we must have well-oiled instruments of co-operation and collaboration of people who want to volunteer, and for that we look to the Red Cross" (Organisation of the Third Sector in Spain)

# 7) Support with PREPARATION

The Spanish Red Cross must remain **ready and trained** to act in any situation where vulnerability and its consequences are manifested, whatever the magnitude and the way in which it appears: in emergency mode, or in continuous daily mode.





In times of polarization, of tension between opposites, the narrative must reinforce that the Spanish Red Cross unites different people, in a **common purpose**, understanding this as:

Addressing vulnerability through voluntary action in a citizen movement, respecting the human being for the fact of being human, without distinction of race, gender, nationality, ideology, etc., without taking sides in hostilities or controversies, and with the independence to resist any interference by political, business or other interests.

"I am overwhelmed by the human warmth, the strength that humanity has, what we can achieve by working as a team, and as with humanity we have the ability to reinvent ourselves."

(National Management. Spanish Red Cross)





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