



FEDERATION INTERNATIONALE DES SOCIÉTÉS DE LA CROIX-ROUGE ET DU CROISSANT-ROUGE  
INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES  
FEDERACIÓN INTERNACIONAL DE SOCIEDADES DE LA CRUZ ROJA Y DE LA MEDIA LUNA ROJA  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

*Cc. Pentti Haapiseva*

Mr. Aleixo Agostinho Gonçalves  
Secretary General  
Angola Red Cross  
Av. Hoji Ya Henda 107, 2 Andar  
Caixa Postal 927  
**LUANDA**  
Angola

Re. CONSULTANCY MISSION FOR THE  
REVIEW OF THE STRUCTURE OF THE  
ANGOLA RED CROSS SOCIETY

Dear Sir,

Please find enclosed the Portuguese version of the **Consultancy Mission for the Review of the Structures of the Angola Red Cross Society**, by Mrs Anja Toivola and Mr. Joao Zita.

Your comments and suggestions on this document would be greatly appreciated.

Thanking you in advance for your kind cooperation we remain,

Yours sincerely,

*fm*   
Pentti Haapiseva  
Programme Officer

Encl.



Adresse  
17, chemin des Crêts  
Petit-Saconnex  
Genève

Adresse postale:  
Case postale 372  
CH - 1211 Genève 19  
Suisse

Adresse bancaire:  
Union de Banques Suisses GE 364 500  
Société de Banque Suisse GE 128.346

Téléphone (022) 730 42 22  
Téléc 412 133 FRC CH  
Téléfax (022) 733 03 95

INTERNATIONAL FEDERATION OF THE RED CROSS  
AND RED CRESCENT SOCIETIES

CONSULTANCY MISSION  
FOR THE REVIEW OF THE STRUCTURE OF  
THE ANGOLA RED CROSS SOCIETY

By Anja Toivola and Joao Zita  
25 April - 6 May, 1994

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## **I. SUMMARY**

The purpose of the Consultancy was to review the structure and the constitution of the Angola Red Cross (ARCS) in order to recommend the necessary alterations to enable the Society to best respond to humanitarian needs in Angola. The mission looked into the socio-economic situation of the country and the operational structure of the ARCS in that context.

### **Main findings:**

The mission found that the country is in a crisis of multiple nature. The long-standing conflict has during the last two years become devastating, resulting in overall destruction and large numbers of displaced persons. At the same time the political and economic system is undergoing change from a socialist to a multiparty system and a free market economy, causing hyperinflation and a total loss of purchasing power for the population. The humanitarian needs are important.

The ARCS has inherited its structure and fashion of operating from the period of the socialist regime. It has a rather important infrastructure, consisting of buildings, a vehicle fleet and a large number of staff with modest qualifications. However, it is a stagnant organization which is not able to define its programme priorities nor is it actively looking for service opportunities. It has very few volunteers, and its organization and activities, defined by the statutes, do not correspond to the present reality. It is dependant on the government and external aid for funding. Due to the current economic crisis it is barely surviving. Outside assistance in form of emergency programmes and large bilateral projects has not contributed to its institutional development. Its statutory bodies have not met for several years.

### **Main recommendations:**

1. The ARCS should urgently revise its statutes, based on the proposal dating from 1991. Key points to include are: separation of governance and management, including the functions of the President and the Secretary General, and introduction of the function of Vice-President; removal of the HQ organization from the statutes; decentralization of decision-making, giving more room for initiative to local level; and active recruitment of members and volunteers, removing present restrictions to membership.

2. The ARCS statutory bodies should be convened as soon as possible in order to revive the organization especially on local level. If the conflict situation does not allow for normal meetings countrywide, it is recommended that meetings be organized on a

provisional basis where possible, in order to elect office holders, discuss statutory reform and priorities for action. Decisions thus taken would be confirmed or revised once normal meetings can be organized.

3. The organization of the National Headquarters should be revised to the effect that three departments be formed as follows: one covering all service programmes (all health programmes, social assistance, relief, preparedness etc); one covering all supporting services (financial and human resource development, branch development, membership recruitment, and information); and one covering finance and administration (planning, budgeting, accounting, logistics etc). These departments should be led by competent professional full-time staff.

4. The Federation should actively support the institutional development of the ARCS in order to enable it to gradually take over the administration of programmes initiated with external support, and to undertake new ones based on identified humanitarian priorities. The Federation support should be both technical and financial, and extend over five years. It should cover salary support to the key staff members and technical support in form of a development delegate, whose function would be to assist the ARCS in developing its organizational structure nationwide and to define its priorities for action in a development plan.

## II. BACKGROUND AND PURPOSE OF MISSION

A Federation Mission carried out in February 1994, constituted by the Head of Africa Department and the Head of the Regional Delegation for Southern Africa, identified together with relevant authorities of the Angola Red Cross Society (ARCS) an "urgent need to review its structure and constitution". Both organisms acknowledged "the rapidly changing political and social environment of the country, and its currently limited capacity to operate effectively to help meet the enormous humanitarian demands existing at present".

The Consultancy Mission was carried out between 25 April and 6 May, 1994, by Anja Toivola, Acting Head of Americas Department at the Federation Secretariat in Geneva, and Joao Zita, Federation Development Delegate based in Malawi.

The purpose of the Consultancy was to review the structure of the Angola Red Cross Society and recommend the necessary alterations to enable the Society to best respond to humanitarian needs in Angola.

The Mission considered the present and possible future social, economic and political situation, as well as the cultural and physical natures of Angola, within the context of the Fundamental Principles of the Red Cross Movement, the Mandate of the

Federation, and the Federation's Strategic Work Plan for the Nineties. Assessment of the capabilities and capacities of the staff and volunteers of the Angola Red Cross Society was outside of the mandate of the Mission.

The expected outcome of the Consultancy was to have recommendations on the following issues: governance, executive functions and structures of the Society, including office holders; minimum number of permanent staff positions; roles, responsibilities and main functions of each committee and each staff position, including job descriptions; exemptions and restrictions for disqualifying office holders, staff and committee members; and necessary changes in the Society's Constitution. The Mission was also asked to define the process and establish a time-tabled action plan for the implementation of the recommendations. (See Annex I: Terms of Reference for the Consultancy Mission).

### III. METHODOLOGY

The Consultancy methodology consisted of:

1. Background reading material on the Society, made available in Geneva, Harare and Luanda, consisting of mission reports, different versions of ARCS statutes and other documents, as well as publications on the country's economic and political situation, and United Nations emergency and development programmes.
2. Interviews and discussions with relevant personalities in Angola:
  - a) Within the Red Cross: Executive Committee Members (Direccao Central), Secretariat at Headquarters (Secretary General, Heads of Department and other staff), Provincial Secretaries, staff and volunteers (Luanda and Benguela); Staff, volunteers and beneficiaries in the Primary Health Care Centre of Kikolo; Representatives of the Dutch and the Swedish Red Cross in the Orthopedic Centres of Viana and Neves Bendinha in Luanda; Head of the ICRC Delegation; Head and members of the Federation Delegation; and the Federation Regional Delegate for Southern Africa.
  - b) Outside the Red Cross: the Minister of Health, the Minister of Welfare and Social Reintegration, the Secretary of State for War Veterans, the Deputy Governor of Benguela Province, the Ambassador of Sweden, the Representative of ASDI, the Programme Officer of UNICEF, the Directors of Orthopedic Centres of Viana and Neves Bendinha, the World Lutheran Federation Representative. (See Annex II: List of persons met).
3. Visits to Angola Red Cross Headquarters, Primary Health Care Centre of Kikolo and Health Posts in Luanda. Visits to the Provincial Red Cross Headquarters and Health posts in Benguela and Lobito, and to the Centre of Displaced people in Dam-Maria (Benguela).

#### IV. FINDINGS

##### 4.1 Socio-economic and political situation of the country

Angola has a total population of 12,178,000 according to UN assessment of January 1994. The country is divided into 18 Provinces, the most populated of which is Luanda with 2,450,000 people, Benguela with 1,400,000, Huila with 1,400,000 and Kwando Kubango with 1,100,000 people. Forty five per cent of the population is under fifteen years of age.

The country is beset by war and conflict since 33 years, of which 14 of national liberation and 19 of internal conflict opposing the government and UNITA. However, the two years of the new surge of warfare after the elections in 1992 are said to have been twice as harmful to the Angolan society as the previous 17 years of internal conflict. These two years coincide with a transition to a multi-party political system and introduction of a free market economy, including a severe adjustment scheme. All this has contributed to a state of economic collapse, where basic services in the health, water and education sector are at a near standstill and the agricultural production is almost halted. Some 3.3 million Angolans are estimated to be in need of emergency assistance. The affected population can be classified in four categories:

- a) **Conflict-affected:** persons dependent on emergency aid as a result of war, market collapse and agricultural shortfall: 2,110,000;
- b) **Displaced:** people removed from the resources of their place of origin and consequently dependent on emergency aid: 950,300;
- c) **Drought affected:** victims of the direct and indirect consequences of drought: 112,000;
- d) **Returnees:** repatriated Angolans without sufficient support structures: 112,000.

In the current stage of the Angolan conflict, the war has largely shifted from the countryside to the cities, causing widespread destruction to urban infrastructures. The large numbers of displaced fleeing to the cities have put additional pressure on their overstrained services, posing enormous problems of health, food supply, environmental degradation and security.

It is estimated that as a consequence of many years of conflict there are around 150.000 disabled persons in the country, out of which 50.000 are amputees. There are approximately 12 million mines planted in the ground, which makes about one mine per person in Angola. This is one of the highest figures in the world, and means that many more people will in the future be victims of these mines.

The purchasing power of a normal Angolan citizen in the capital is almost non-existent. The average monthly salary of a clerk is around five to six US\$, and of a Minister about US\$ 30. Almost all products, including food, are imported and excessively expensive. According to an estimate from December 1993, a five-member Angolan family needs US\$ 488 to buy food for one month. This calculation does not take into account items such as rent, soap etc. At the arrival of the Consultancy team into the country, the exchange rate of the Kwanza was one US\$ = K130,000. One week later it had risen to 145,000. It is very difficult to understand how people survive. Most resort to having several jobs, many to selling in the streets. The crime rate has gone up dramatically. The social units of kin and community that normally support Angolan households have deteriorated, leaving vulnerable groups such as children, women, the elderly and disabled to fend for themselves.

The intense fighting that has characterized most of the country has decreased since October 1993 and allowed new routes of access to many locations, especially besieged cities such as Kuito, Huambo, Malanje and Menongue, that had remained entirely inaccessible for months at a time.

According to UNICEF classification from early 1994 three different categories of Provinces can be distinguished:

- a) **Accessible and stable Provinces:** Benguela, Luanda, Huila, Kunene, Namibe, Kuanza Sul, Kuanza Norte and Bengo.
- b) **Newly Accessible Provinces:** Cabinda, Moxico, Lunda Sul, Lunda Norte, Malange and Kuando Kubango.
- c) **Provinces in Transition:** Huambo, Bie, Uige and Zaire.

Emergency requirements in the country are immense. Assessed needs by the UN Agencies in every sector are dramatic and widespread. There are in Angola 107 ONGs working in partnership with the UN Agencies and the Government.

#### **4.2 Situation of the Angola Red Cross**

In order to understand the Angola Red Cross, one has to look at it in a historical perspective and in a socio-political context. Three main periods are to be considered:

##### **a) First period: 1982 - 1991**

The Angola Red Cross was created and nourished by a one party state government of Marxist orientation. The resources were almost all given or paid by the government. These included a National Headquarters building and 18 Provincial office buildings with health posts, as well as a large number of residential houses, a budget allowance for all core-costs and salaries at national and



local levels for a total number of about 550 people. The President and the Secretary General were nominated by the government.

During this period some quite relevant service centres with important expertise were established, namely the Kikolo Primary Health Care Centre, and the Orthopedic Centres of Viana and Neves Bendinha in Luanda, in cooperation with the Federation, the Dutch Red Cross and the Swedish Red Cross respectively.

The cooperation with the ICRC at Headquarters level was not particularly close, but ARCS personnel worked in the field in ICRC led operations. During this period an arrangement was also made for the Angola Red Cross to pay some expenses of the ICRC in Angola in local currency, against similar amount to be made available to the ARCS outside the country in hard currency.

Another characteristic of this period is the large number of volunteers available throughout the country. An important group consisted of blood donors, then encouraged by certain advantages like free medical consultations for themselves and their families, and the right to a card to buy some basic food items at a cheaper price in the local market normally not accessible to ordinary citizens. A further advantage of the system for the Red Cross at this time was the easy mobilization of party members and population to do voluntary work.

The Society's present Statutes reflect this period of the Angolan Red Cross Society, emphasizing aspects of control and centralized management at the cost of local initiatives and decentralized planning and decision-making. This is also the perspective in which one can understand how the ARCS became a rather bureaucratic organization, made up mostly of staff, most of whom with modest professional qualifications, headed by a nominated President and Secretary General, and exercising strict control of the members to join the Society. According to the statutes two persons, already members of the ARCS, are required to recommend a new member, who is also expected to have a clean record from administrative, military and criminal infractions.

#### **b) Second Period: 1991-1992.**

This is a period of relative peace in the country, leading to general multiparty elections of September 1992. Intense political activity of mass mobilization by different parties was taking place.

The Red Cross lost some of its privileges from the previous period, mostly on the subsidy side. In order to survive, it decided to use the Society's funds deposited in the exterior to buy trucks, pick-ups and jeeps for Provincial headquarters. The Health Centres started lacking basic medicines and not attracting people. The number of blood donors declined to almost 1/10, mainly due to lack of incentives.

### c) Third Period: 1993-1994

#### Governing structures

The ARCS structures are presently not functioning according to the statutes. On national level the General Assembly, which is supposed to meet every three years, was last held in 1986, and the Central Council, which should meet every six months, met last in 1991. The Executive Committee, however, meets regularly, but the majority of its members are staff: it is chaired by the Secretary General in his capacity of the substitute of the President (who died in 1991), and comprises one clerk from the National HQ, a Provincial Secretary (from Luanda) and two Volunteer members.

On Provincial and local levels the respective Councils and Committees do not exist, and the activities are carried out by the staff according to instructions from the National HQ in Luanda. Due to the conflict situation the ARCS has very little contact with its Provincial delegations in the UNITA controlled territory, as it is impossible for Angolan nationals to travel across the conflict lines.

The ARCS present leadership maintains that it is willing to organize proper meetings of its statutory bodies as soon as the conflict situation allows. To prepare for this, a proposal for a new version of the Society's statutes has been prepared, and was presented to the Consultancy mission.

#### Financial resources

The intensification of the conflict and the economic collapse referred to above have also affected the ARCS resource base. The subsidy from the government has sharply declined. It was US\$ 6,000 in 1993, which made up almost 80% of the ARCS annual budget. The 1994 subsidy had not been announced yet (in May 1994). Many of the Society's provincial delegations have lost their vehicles, and their newly acquired radio communications equipment has been destroyed. In order to cope the Society has resorted to reducing its staff by half, and to renting out its trucks and other vehicles (with Red Cross emblems on them) in order to raise funds.

The Society's 1993 accounts show that the practical totality of the ARCS budget was consumed by salaries, communications and other core-costs. No services were contemplated. The image conveyed is of a rather modest input leading to hardly any output.

It must be recognized that the level of ARCS salaries is extremely low, and does not permit the individuals in question to live on their salaries. The average monthly staff salary is around two US\$, while the Secretary General earns some US\$ 40. There is one notable exception, namely the activities supported by the Federation (the Kikolo health center and recent emergency related activities). This creates a rather awkward and unequal situation, where persons employed in these projects receive, in addition to their basic salary of some five US\$, an addition in one case of CHF 400, and in most cases between 50 to 20 US\$.

The ARCS has its National Headquarters in an apartment building, which is in a rather deplorable condition. The Luanda Provincial Headquarters, which also has a health post, is in an individual house at a central location in Luanda, and is presently being renovated with the help of the Federation. The ARCS is making an effort to have title deeds to all the buildings previously donated by the government. It also still has a vehicle fleet of more than 50 units, among them trucks, pick-ups, and ambulances. To service these it has a vehicle workshop, which is presently in a run-down state, but will be looked into by a consultant. The ARCS has only recently constructed, with assistance from Sister Societies, a two-story training centre at the outskirts of Luanda, which is empty and without use, ostensibly for security reasons.

### Activities

The ARCS activities are defined by the Statutes, which also establish the organization of the National Headquarters. This allows for little flexibility in defining priorities for action in a changing situation.

The regular activities seem to be reduced to distribution of medicaments (at health posts) and relief items, made available by the government or by aid agencies. The Kikolo Health Center in Luanda, supported by the Federation, is also doing preventive health care and health and nutrition education. Similar activities are now being set up with Federation help elsewhere. Tracing is carried out in cooperation with the ICRC. Transport, food and accommodation of patients for the two orthopedic workshops has been defined as the ARCS role in tripartite agreements with the Ministry of Health and the Dutch and Swedish Red Cross Societies. It is, however, quite clear that the ARCS does not presently have the capacity to carry out this role properly. The staffing of these orthopedic workshops is provided by the Ministry of Health and the technical training and supervision by the respective Sister Societies.

The Society has recently started to carry out emergency activities in favour of displaced persons. These activities, which seem to be mostly conceived and led by the Federation through its delegation in Luanda, focus mainly on the health sector and include distribution of relief items.

### Human Resources

The ARCS continues to be a staff organization, geared towards carrying out tasks defined by tradition rather than perceived needs. There is very little own initiative or capacity at the ARCS to identify service opportunities for the Red Cross. Volunteers who would carry out such service programmes are almost non-existent, and those contacted are not ready to work without "incentives". The overall approach of the Society is rather that of a governmental office attending to clients than of an organization reaching out for the people who need its services.

There is a critical lack of professional leadership at the ARCS headquarters. There is no middle level management able to take charge of programme priorities or the administrative and financial planning. Consequently the staff and the few remaining volunteers are not receiving adequate training and other support to enable them to deal with a new and demanding situation.

#### Cooperation with other agencies

Because of the political and military situation, many NGOs are working hand-in-hand with the UN agencies in a coordinated and integrated UN-NGO approach to the emergency programme. The ARCS has only recently signed a limited agreement of cooperation with UNICEF and another one with the World Food Programme. A more active approach concerning cooperation with other agencies would enable the ARCS to benefit from the expertise and resources available through those channels.

#### 4.3 Expectations of governmental authorities and other agencies concerning the ARCS role

It is quite clear that the governmental authorities would like to see a change in the present situation of the ARCS. They would welcome a strong and more independent Red Cross Society, capable of acting on its own in disaster situations and capable of complementing governmental services in normal times. The UN agencies again look for a reliable implementing agency or a local partner in their emergency and development programmes.

The Minister of Health, while appreciating the present efforts of the ARCS through its health posts, the Kikolo Health Centre and the Orthopedic Centres, called for an expansion in this network to places where these services do not exist, and for a stronger role in preventive health care, health education and disaster preparedness, including setting up of relief teams. The Secretary for War Veterans also saw a possibility of expanding the ARCS services to helping the large number of immobilized war veterans in their daily tasks.

The Minister for Social Affairs particularly welcomed a stronger and more independent Red Cross, which would have the capacity to take own initiatives and to look for its own resources. He saw a role for the ARCS in fields such as preventive health, sanitary education, water and relief.

UNICEF work in Angola is focused on health, nutrition, water and sanitation, and education. In the implementation of its programmes it cooperates with local NGOs. It would welcome a cooperation with the ARCS, but the Society seems not to have shown an active interest. UNICEF would also be willing to provide technical and financial assistance in developing training programs and material. As an example of existing possibilities, the agency is developing as part of its peace-time scenario a "mine awareness campaign", here it would also welcome an ARCS participation.

#### 4.4 Federation role in Angola

The Federation's permanent presence in Angola dates back to 1977, when a country delegation was established. The relations between the Delegation and the ARCS seem over time to have varied considerably, often affected by individual delegates' way of working or behaviour, oscillating from practically no contact at all to an almost total assimilation. This experience marks to a certain extent the relations still today, and calls for both organizations to adopt an attitude of mutual confidence and respect, turning their sights from the past towards the future, with a view of strengthening the Angolan Red Cross to become a viable organization in its country.

The role of the Federation in Angola has mainly focussed on the important relief needs in the country, with an aim of assisting the ARCS in alleviating the suffering of the population through its services. This has in practice taken the form of channelling relief items and of strengthening the health services of the ARCS. The Kikolo Health Center is an example of such support. Similar efforts have also been undertaken by Sister Societies on bilateral basis, among them especially the Dutch and the Swedish Red Cross, who have been responding to the need of orthopedic services in Angola by setting up such centres.

These projects, which are clearly beneficial for the population, and have also brought important skills to the ARCS staff involved in them, have also proved problematic in some respects. An example is the lack of balance in the salary scale of the ARCS, created by the (necessary) salary support included in the Kikolo Health Center project. This is one issue that needs to be solved in long term, so as to avoid an unjust situation, but without hampering the on-going activities.

Large projects like the ones mentioned above also put a strain on the administrative capacities of the ARCS. It has become quite clear to the Consultancy team that the National Society currently lacks the capacity to administer the two Orthopedic Centres, should such a request be put to it. A hand-over of these activities to the ARCS can only take place in a successful fashion once the overall structure of the Society has been sufficiently strengthened. This will require a few years of active support by the Federation, hopefully assisted by these Sister Societies.

An example of the lack of present organizational capacity of the ARCS is its inability to start using the Viana Training Centre, the construction of which was made possible by support from Sister Societies. There is no doubt about the necessity of having such a centre, as the need for every kind of training for the staff and the volunteers of the ARCS is obvious. However, a certain institutional capacity is needed, before such resources can be properly utilized.

## V RECOMMENDATIONS

### 5.1 General recommendations emanating from an analysis of the ARCS against the Characteristics of a Well Functioning National Society

Concerning foundation, a special effort should be made to:

- a) clearly define and widely disseminate the mission of the ARCS, reflecting the Mission of the Red Cross and the challenges of the Federation's Strategic Work Plan for the Nineties, with the focus on the most vulnerable;
- b) to avoid a perception of compromising the Principles of the Movement, in particular independence, neutrality, voluntarism and humanity; to find the right balance between autonomy and the auxiliary role in relation to the government;
- c) to update the ARCS Constitution for it to be relevant for today's Angolan society; the revision undertaken in 1991 should be shaped up according to recommendations of this report and provisionally approved as soon as possible;
- d) to respect the present Statutes by holding as soon as possible, even if provisionally, the General Assembly and Central Council meetings, and of forming an Executive Committee made up of non-staff members, with the exception of the Secretary General;
- e) to use the emblem in conformity with the Geneva Conventions; misuse by the ARCS itself should especially be avoided (for example, of ARCS vehicles with the emblem on);
- f) to acquire widespread and popular membership, covering where possible the different Provinces and Municipios; focusing on youth;

Concerning capacity, efforts are needed:

- g) to distinguish between leadership structures of governance and management in order to avoid the existing confusion, created mainly due to the composition of the Executive Committee (Direccao Central) and the powers of the Secretary General, who is also acting President;
- h) to decentralize and delegate authorities and responsibilities in order to avoid the domination of the governing bodies by one person and of the country by Headquarters;
- i) to provide access for volunteers to decision making at all levels;
- j) to provide leadership training in order to equip the governing bodies, volunteers and staff with the knowledge and the abilities required to perform their tasks;

**Concerning human resources, efforts are needed:**

- k) to optimize the relation between numbers of paid staff and volunteers, actively increasing volunteer participation in programmes and decreasing staff;
- l) to define policies for recruitment, training, appraisal and reward of volunteers; to find forms of organizing and training all volunteers for specific service functions;
- m) to set up a staffing plan for ARCS main programmes, including qualifications, training scheme and salary scales;
- n) to seek professional advice and expertise beyond Red Cross membership;

**Concerning financial resources, efforts are needed:**

- o) to plan and budget all activities with maximum involvement of implementors and beneficiaries;
- p) to minimize dependence on foreign and government assistance for core-costs and activities; to expand ARCS own fundraising efforts by seeking a broad support within the community and diversification of funding sources.
- q) to actively promote a stronger image of the ARCS among the general public and the business community: to inform the membership and the public regularly about use of funds;

**Concerning material resources, efforts are needed:**

- r) to maintain ARCS material resources such as office buildings, health posts, and residences as well as the vehicle fleet in good condition and to use them as much as possible for service programmes;

**Concerning organization, efforts are needed:**

- s) to create a flexible organization capable of responding immediately to disasters and of identifying changing needs; to adopt a community approach to service programmes;
- t) to ensure adequate support by the Headquarters to local branches; encourage local initiatives in planning and implementing service programmes and in fund-raising;
- u) to incorporate all levels of the organization in planning for future activities; to prepare a Development Plan for the ARCS
- v) to increase and improve working relations with other organizations and agencies, including Sister Societies; and to prepare a Framework for Development Cooperation.

## **5.2 Specific Recommendations concerning the ARCS governing and management structures:**

### **a) Governing structures**

The implementation of the following governing structures is recommended:

#### **i) National Level: General Assembly, Central Council and Executive Committee.**

The **General Assembly** should meet every two years. As it has not met since 1986, it should be organized and held as soon as possible, even if provisionally, in 1995, as to legitimate the office holders and reinvigorate the Society. This can be done under Article 32 no.5 of the present Statutes (1986).

The **Central Council** (Conselho Superior) should meet every six months. As it was held last time in 1991, should meet again regularly with representatives of the Provinces that can meet taking into account the military situation of the country, and carry on its statutory mandate.

The **Executive Committee** (Direccao Central) should meet at least once a month. It should not be composed by Angola Red Cross paid staff as it is today, in violation of Article 37 no.1 of the present Statutes.

#### **ii) Provincial level: Provincial Assemblies, Councils and Committees**

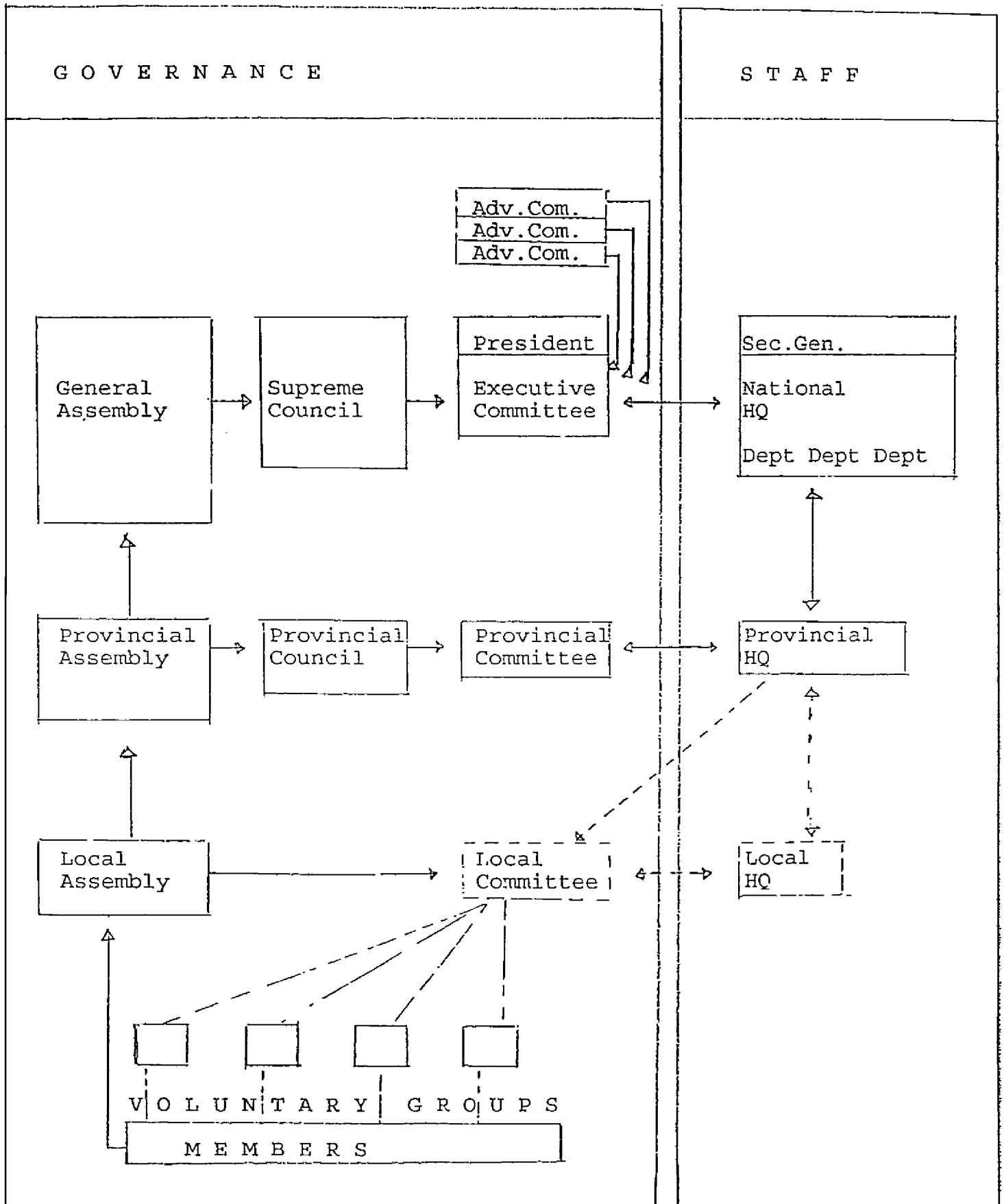
#### **iii) Municipal level: Municipal Assemblies and Committees**

The **Municipal General Assembly** should be composed of all local Red Cross members, active and contributing. The **Committee** could be composed of representatives of different Red Cross local groups in working and residential areas and be structured as follows: Chairman, Vice-Chairman, Treasurer, Secretary, Coordinator of First Aid and Primary Health Care, of Information and dissemination, of Red Cross Youth, of Women in development, of Social affairs, and of Fundraising activities.

#### **iv) All governing structures may create the **Advisory Commissions** they deem necessary, for example: Finance and Fundraising Commission, Health and Social Commission, Red Cross Youth Commission and Women Affairs Commission. The Commissions will be working tools of the Executive, Provincial and Local Committees.**

SEE CHART A





## **b) Management Structure (Staff):**

### **At national level:**

An important strengthening of the Secretariat is recommended. It should be headed by the Secretary General and three well qualified and professional Heads of Departments. These should have professional staff in charge of different functions, as well as the necessary support staff.

The immediate creation of the following three Departments is recommended (SEE CHART B):

#### **1.. Administration and Finance Department**

The functions of this department include: Planning, Budgeting, Accounting, Personnel Administration, Transport, Vehicle Workshop and Warehouses.

#### **2. Service Programme Department**

The functions of this department include all Service Programmes, such as Health (Primary Health Care, Blood donor recruitment, Orthopedic workshop, Medicaments etc), Social Assistance, Tracing, Disaster Relief and Preparedness, and any other Service Programmes that the ARCS decides to take up.

#### **3. Support Services Department**

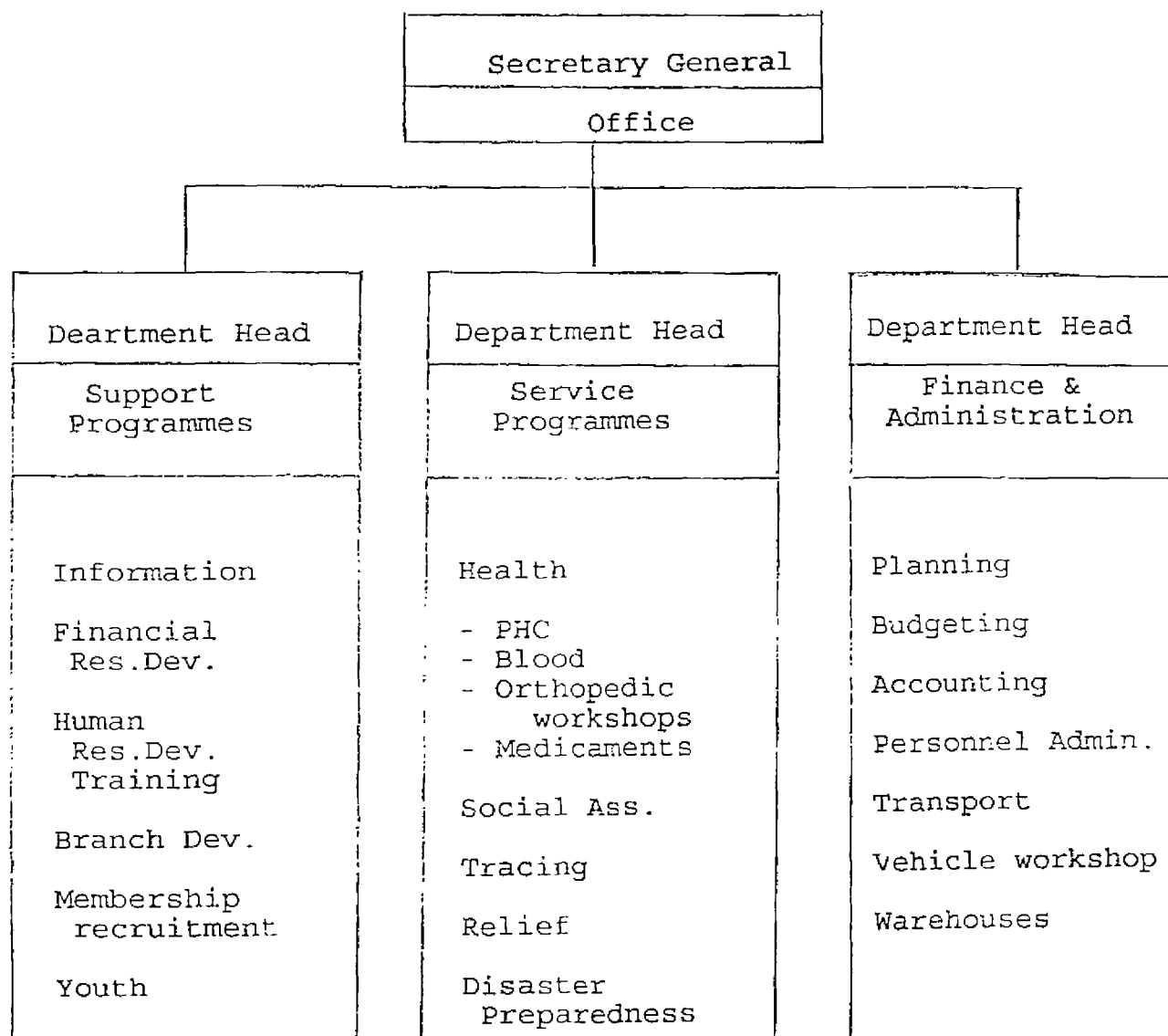
The function of this department is to ensure that the Service Programmes can be carried out properly with the right kind of resources and adequately trained personnel. It also includes the function of the institutional strengthening of the ARCS nationwide. It is suggested that the department comprises the following functions: Information, Financial and Human Resource Development, including Training, Branch Development, Membership Recruitment and Youth.

### **At local level:**

It is recommended to have a Provincial Secretariat headed by a Provincial Secretary and supported by qualified staff in the areas of Administration and Finance, Programmes and Supporting Services.

The Provincial secretariat should support the Municipal Committees and Red Cross groups.

# S T A F F   S T R U C T U R E



### **5.3 Recommendations for Federation support**

It is recommended that the Federation actively support the institutional development of the Angola Red Cross Society in order to enable it to play a viable role in emergency and development assistance for its people. This support should be planned for a five-year period, with specific commitments from both the Federation and the ARCS, with an aim of:

- a) identifying a clear role and mission for the ARCS in the country's context;
- b) defining priorities for service programmes and other activities based on assessed needs of the most vulnerable;
- c) strengthening its administrative capacity to execute such programmes; and
- d) developing its organizational structure on provincial and local level based on volunteers, with staff assuming a support function.

To this end the Federation should:

- a) provide technical assistance in form of a Development Delegate with relevant experience of institutional development; such assistance should cover at least two years;
- b) ensure financial assistance to enable the ARCS to recruit competent staff to strengthen its organization; this assistance should cover the whole five-year period on a decreasing scale;
- c) participate in the definition of the qualifications and terms of employment as well as in the selection of such staff;
- d) seek assistance from and coordinate with Participating Societies in order to ensure appropriate gradual hand-over of hitherto bilaterally supported activities.

### **5.4 Plan of Action for institutional recuperation**

In order to initiate the process of institutional recuperation it is recommended that during a one-year period a step-by-step approach be adopted ensuring the necessary actions. The following time-frame is suggested:

- a) The Consultancy report be sent to the ARCS by end of May, for comments by end of June;
- b) Job descriptions for the the Heads of Departments at National Headquarters and corresponding pay scale be prepared by the ARCS in consultation with the Federation by end of July;

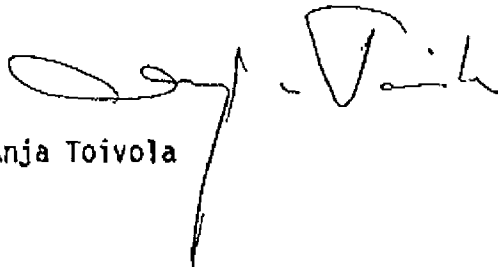
- c) Heads of Departments recruited by end of August;
- d) Development Delegate be recruited by end of August;
- e) After initial period of introduction the three Heads of Departments together with the Secretary General and the Development Delegate work on restructuring the Headquarters during the remaining months of 1994;
- f) The focus of organizational development will be on provincial and municipal structures during spring of 1995;
- g) Preparation of a Development Plan will start; all levels of organization will be involved;
- h) Statutory meetings, in some cases provisional, will take place in the spring: local level in February, Provincial level in March and National level in May.

(SEE CHART C)

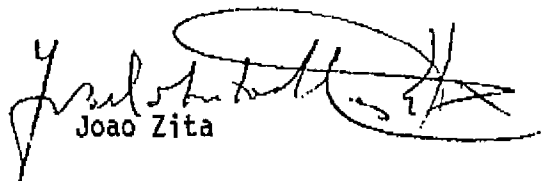
The Consultancy team would like to express its sincere appreciation for the cooperation it received from a large number of individuals and organizations, who volunteered their time and experience to assist in its difficult task. A special word of thanks goes to the Angola Red Cross leadership, staff and volunteers for their confidence in this work, which we hope will prove beneficial for the ARCS.

Geneva and Harare, May 1994

Anja Toivola



Joao Zita



# PLAN OF INSTITUTIONAL RECUPERATION: ANGOLA RED CROSS

CHART C

MAY JUN JUL AUG SEP OCT NOV DEC JAN FEB MAR APR

