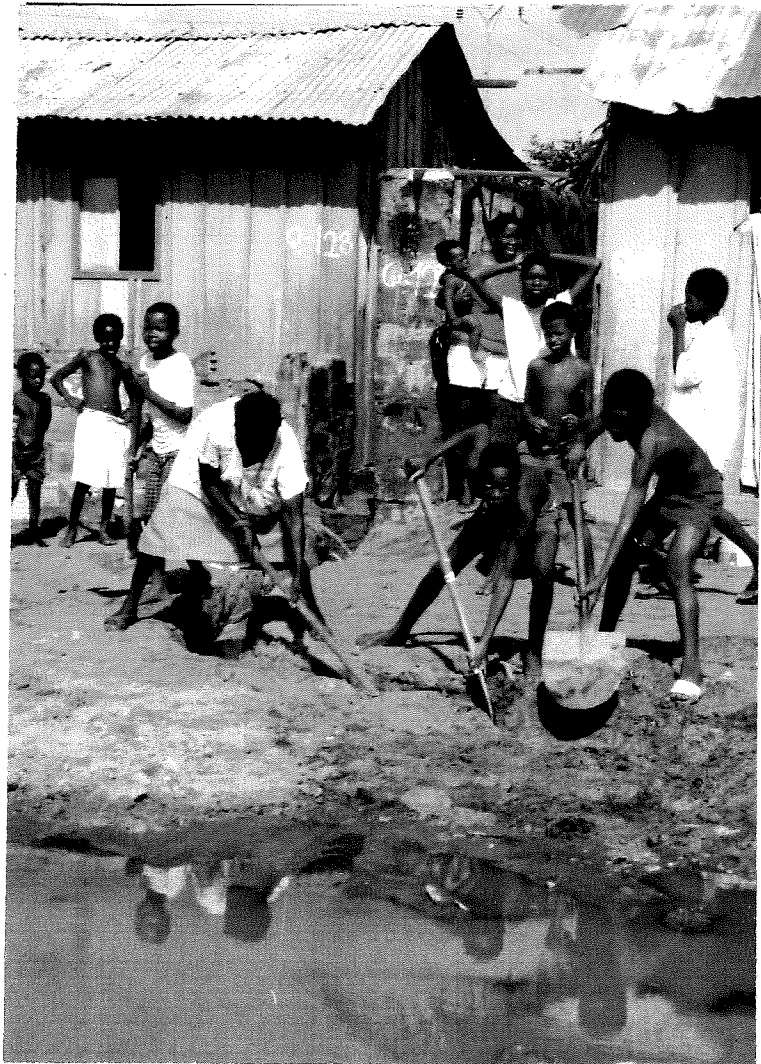

LUANDA FOOD FOR WORK

PROJECT REPORT December 1992



For:

- Canadian Baptist Relief & Development Committee
- Programme Angola-Canada
- Canadian Food Grains Bank

By:

Development Workshop
Luanda, Angola

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LUANDA FOOD FOR WORK PROJECT STATUS REPORT DECEMBER, 1992

PROJECT REFERENCE: ANG-510

CANADIAN PARTNERS: Canadian Baptist Relief & Development
Committee
Programme Angola-Canada
Canadian Food-Grains Bank (CFGB)

IMPLEMENTING PARTNER: Development Workshop (DW)

PROJECT DURATION: 3 Years

1 BACKGROUND

Angola is one of Africa's most rapidly urbanizing nations. For every person born in the city, two or more have migrated from the countryside. Luanda, the capital, has few obvious attractions, but thousands have fled the war and banditry of the rural areas to settle in the city's sprawling *Musseques* (shanty towns). Luanda's population has grown to almost two and one half million, of which more than three quarters live in the *Musseques*, lacking water and sanitation and having only a minimum of health and education services.

Angola's economy had stagnated over the years due to the war and inappropriate centralized planning policies. A dual market economy (of state-controlled enterprises and a parallel black market) developed, resulting in salaries being unable to meet families' subsistence needs. Recent economic policy liberalization was intended to allow market forces

to establish a more rational relationship between incomes and the costs of living. "Structural Adjustment," promoted by the IMF and World Bank and made a condition by international donors for future development assistance, has further eroded poor urban families' household economies, leading to a severe decline in standards of living.

Angola has been at war for more than thirty years. Since the early 1980's, destabilization of the countryside has fuelled the migration to the capital city. With the signing of peace accords in May 1991 came a cease fire between the Government and the UNITA rebel movement. Earlier, political reforms had been introduced allowing freedom of association, registration of political parties and the formation of national non-governmental organizations (NGOs) and community based organizations (CBOs). The sudden emergence of a "Civil Society" in Angola during this period has presented new and creative options for development assistance and the possibility of creating "partnerships" between international and national agencies. Local project initiatives at the community level are beginning to replace top-down, heavy handed government interventions conceived by bureaucrats and executed without consultation with or participation of the beneficiaries.

Angola's first multi-party elections were held at the end of September 1992. However, the break down of civil order immediately following the elections has been a major setback for the emerging civil society. The return to war has devastated much of the country's remaining infrastructure. A new surge of migrants have streamed into Luanda's already overcrowded Musseques. New settlements of refugees fleeing the fighting in neighbouring towns have emerged on the periphery of the city.

The **Luanda Food for Work Project** was conceived in late 1988 at a time when the dual economy was still the current reality. A policy of moving toward political pluralism and economic reform had been articulated by the government, but not yet implemented. How these policies would take shape and affect peoples' lives was still not clear. The project was designed as a response to a number of the above mentioned issues and during its

three and a half year project cycle, adapted itself to changes in urban conditions and the economic environment.

2 PROJECT OBJECTIVES

2.1 Original Objectives.

The project's originally stated aim (in 1988) was to provide nutritional assistance to vulnerable groups served by three NGO projects in the periphery and Musseques of Luanda. Common to each NGO sub-project was the need to provide material incentives to increase productivity. Within the distorted urban economy existing at the time, even a skilled project worker's official monthly salary scarcely fed her/his family more than a few days. Most people in Luanda then spent two-thirds of their daily work day chasing goods and services they could only get from the black market. Absenteeism from work was very high; productivity was low.

2.2 Redefined Objectives.

The project objectives were later more precisely articulated (in 1990) to provide support in the form of a supplementary food ration to workers involved in small-scale development projects in the Luanda area. Priority was given to projects assisting communities living in urban Musseques or displaced populations often living in the green belt around the urban area. Food was usually provided in addition to other project inputs such as tools, equipment and training.

The Food for Work Project was seen as a support to other project initiatives by providing a direct incentive to project workers, whose normal salaries met only a small proportion of their family's monthly basic needs. Without supplementary assistance, project workers were forced to spend much of

their time in search of food or in engaging in secondary income-producing activities in the parallel market, thus taking time and energy away from their project tasks.

2.3 Revised Objectives.

With the onset of changes in economic policy, monitoring the impact of the economic policies on the target beneficiary population was proposed. The aim was to modify the project accordingly or to terminate food assistance at any time that changing conditions made this type of assistance redundant or have a negative impact on the local economy. It was hoped that a rationalization of prices and salaries would be integral to the process of dismantling the dual economy and that the project could be wound down as prices of basic food commodities became aligned with salaries.

The burden of the structural adjustment reforms, in fact, fell on urban workers and forced many of them to effectively become members of the class of "urban poor." Food prices and urban living costs inflated through 1991-92 (see Figure 1) when price controls were progressively removed and imports were privatized but salaries failed to keep pace. Many workers lost their jobs as State-run industries were streamlined and privatized. The construction of a "safety net" proposed by humanitarian agencies to cushion the urban population from the worst shocks of structural adjustment did not occur. A "safety net"¹ could have taken the following forms: a) job creation through public works projects and training programmes; b) continuation of a consumer subsidy policy for some basic commodities i.e., food, or c) special relief or welfare interventions for the most vulnerable or chronically poor populations.

The Food for Work Project, rather than becoming redundant during the period of the 1991-92 structural adjustment, did in fact provide some of the

¹ See **Luanda Household Budget and Nutrition Survey**, Volume 2 published by UNICEF, 1991.

features of a "safety net" for participating NGO project partners. In this later phase of the project the objectives remain to a large extent the same as those articulated in the beginning of the programme in addition to providing some protection to NGO project partners from the negative effects of the economic reforms.

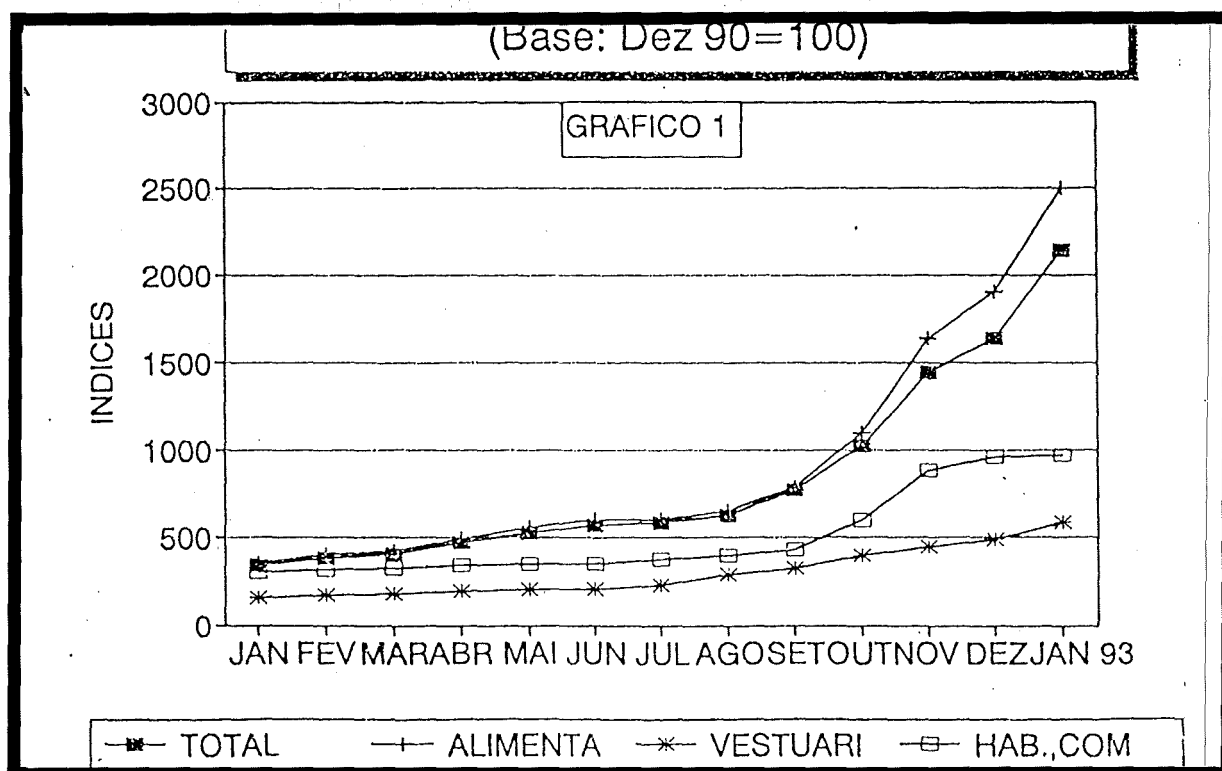


Figure 1 Consumer Price Index for Food (Alimentar), Clothing (Vestuári) and Housing (Hab/Com), Luanda, 1992-1993 (Base December 1990 = 100). National Statistics Institute

3 BENEFICIARIES

Beneficiaries comprise indirect and direct beneficiaries. The indirect beneficiaries are the target group or the sector of the urban poor who will

benefit from the projects supported by the Food for Work Programme. Direct beneficiaries are the workers of the NGO development projects who receive food subsidies through the programme.

3.1 Target Group (Indirect Beneficiaries).

The project targets the most vulnerable urban groups: those living in the Musseque shanty settlements and on the periphery or margins of the city of Luanda. These include displaced populations and refugees who have fled to Luanda to escape war, drought and economic insecurity in rural areas.

In Musseque neighbourhoods which make up over 75 percent of the city, more than a third (35.6%) of Luanda's population lives below the poverty line². In the urban periphery, the proportion goes as high as 50 percent. The poverty line in Angola is defined as the level below which income is insufficient to provide the internationally recognized minimum calories to household members. Seventy three percent of the urban population have no piped water and 15 percent do not even have a simple pit latrine.

Other conditions characteristic of these target beneficiary groups of urban poor are: the heavy burden of work on women; the poor quality and congested housing, and the larger than average family sizes.

3.2 Direct Beneficiaries.

The workers of the projects who receive food subsidies through the Food for Work programme are the immediate beneficiaries. Project staff include volunteers, full-time workers, and administrative support staff of the NGO programmes supported by the Food for Work project. Six out of every 10 direct beneficiaries of the programme are women. Most beneficiaries

² **Poverty and Food Insecurity in Luanda** (Volume 1), UNICEF, 1991.

would otherwise be unable to support their families on their low paid NGO salaries without supplements provided through the Food for Work Project. Without programme assistance workers would often be obliged to find extra income to feed their families.

The project is planned to serve between 300 to 500 direct beneficiaries on a monthly basis. Each direct beneficiary is assumed to support family dependents as well.

4 PROGRAMME STRATEGY

The Food for Work (FFW) programme was conceived as a support service to assist other projects in peri-urban and city periphery neighbourhoods to function more effectively. FFW serves to facilitate national human resource inputs within these other projects.

The Food for Work programme has identified a number of existing NGO and national church projects in the Musseques and periphery of Luanda through which food is distributed to project participants. NGO project holders are defined as "local project partners." Local partners are the managers and implementors of their own programmes. Since these projects are already running on their own resource base, the Food for Work inputs are supplemental rather than essential to the execution of the project. By providing workers access to supplementary food, their own and family's nutrition is improved and work efficiency increased by reducing absenteeism and the time taken off to procure other sources of food or earn extra income.

Projects supported by FFW fall into the area of upgrading of urban services and social infrastructure. Community health, water, sanitation and training are the focal sectors prioritized by the programme. Care is taken to ensure that projects supported are viable in their own right and that food inputs do not create a dependency. Other inputs such as tools, capital equipment

and human resources are all provided by the local partners or from other sources. Each of the projects supported by the FFW programme predated the FFW programme; no projects were "created" to take advantage of the FFW programme.

Importation, port clearance, transport, storage, handling and sorting, are all managed by the programme's small staff consisting of a manager, driver and full- and part-time warehouse workers. Development Workshop designed a training manual (in Portuguese) for the management and storage of commodities for the FFW programme and trained programme staff using these materials.

The distribution of the food packages to actual project beneficiaries is done by the NGO local partners. As well individual project monitoring and reporting are the responsibility of the local NGO partners. Simple forms are provided to facilitate monthly requisitions by the Project Partners as well as forms for presenting progress reports, and the monitoring of distribution plans to the individual beneficiaries. It has been adopted as a general guideline that Food for Work is distributed free to "volunteer" workers of projects, but those who receive regular salaries, contribute a small amount equivalent to 15-20 percent of the market value of the food toward the running costs of the project. These local funds cover some of the in-country costs of the programme such as the monthly salaries of the warehouse guards and rent. An element of sustainability is introduced into the project by this means.

Requisitions are presented to the programme manager along with project plans and a evaluation of the previous month's project achievements and the previous month's distribution list signed by beneficiaries. The bulk foods are released to the local project partners upon review of these documents.

Each local project partner takes the responsibility of distributing the bulk foods to individual beneficiaries in the form of previously agreed monthly packets, normally of 45 kilograms each.

5 PARTNERS

5.1 Canadian Partners

- a) **Canadian Baptist Relief and Development Committee (CBRDC)** is the principal Canadian partner responsible for coordinating between Programme Angola-Canada, donors, other Canadian project participants and liaison with the implementing agency regarding the deliveries of commodities. CBRDC channels funding from their donor constituency which forms the public contribution before matching (by Programme Angola), to support the project.
- b) **Programme Angola-Canada (PA)** provides the principal financial support for the project in the form of "matching funds" in the ratio of 4:1 to support the non-food costs of the project. Funds are originally donated by the Canadian Government (CIDA/ACDI) through Partnership Africa-Canada (PAC), an NGO-managed programme of the Canadian Council for International Cooperation (CCIC).
- c) **United Church of Canada (UCC)** and **Canadian Lutheran World Relief (CLWR)** have both contributed financially to the project in the first year.
- d) **Canadian Food-Grains Bank (CFGB)** is the principal donor of commodities and funds for shipping. CFGB is a consortium of Canadian Churches and depends largely on their constituency of Canadian farmers for contributions of grains and pulses to the programme. CFGB also receives matching funds from CIDA/ACDI.

5.2 Implementing Agency.

Development Workshop (DW) has the responsibility for project design, staff training, coordination of food deliveries with CBRDC, management and periodic assessment of the programme.

5.3 Local NGO Project Partners.

- a) **Christian Medical Commission of the Angolan Council of Churches**, supporting a primary health project of IERA church in Rocha Pinto Musseque.
- b) **Health Centre of Ngola Kiluange** providing primary health services to a Musseque community of 90,000 people.
- c) **Sambizanga Urban Development Project** supporting water and sanitation upgrading and community development initiatives in Sambizanga Musseque.
- d) **Angolan Red Cross (CVA)** project of community health in Cicolo Musseque.
- e) **League Against Hunger and Misery (LICOFOM)** primary health and sanitation project in Cicolo Musseque (project ended in 1991).
- f) **Angolan Evangelic Church (IEA) health programme** in Petroangol Musseque and construction of Health Post.
- g) **Angolan Brethren Church (IEIA)** training programme for health promoters at Viana.
- h) **Friends of the Environment of Ngola Kiluange** for tree planting and environmental sanitation activities with youth in the Musseque.

- i) **Caxito Refugee Emergency Sanitation Project** for building latrines and washing points for refugee camp on periphery of Luanda.
- j) **Angolan YMCA/YWCA (ACM)** supporting training projects for youth and women in several Musseques.
- k) **Programme Against Cholera**, supporting training and community education programmes in several Musseques.
- l) **Bitá Resettlement Project of the Lutheran World Federation** assisting in the settlement of returned refugees (project ended 1990).
- m) **Mulenvos Baixos Community School** support for volunteer workers in building a school, sanitation block and teachers housing.
- n) **Caxito Water Project** support to local workers in building community water treatment and pumping unit (project ended 1992).

Figures 2 through 5 show the range of activities in the projects included in the Food For Work Programme.

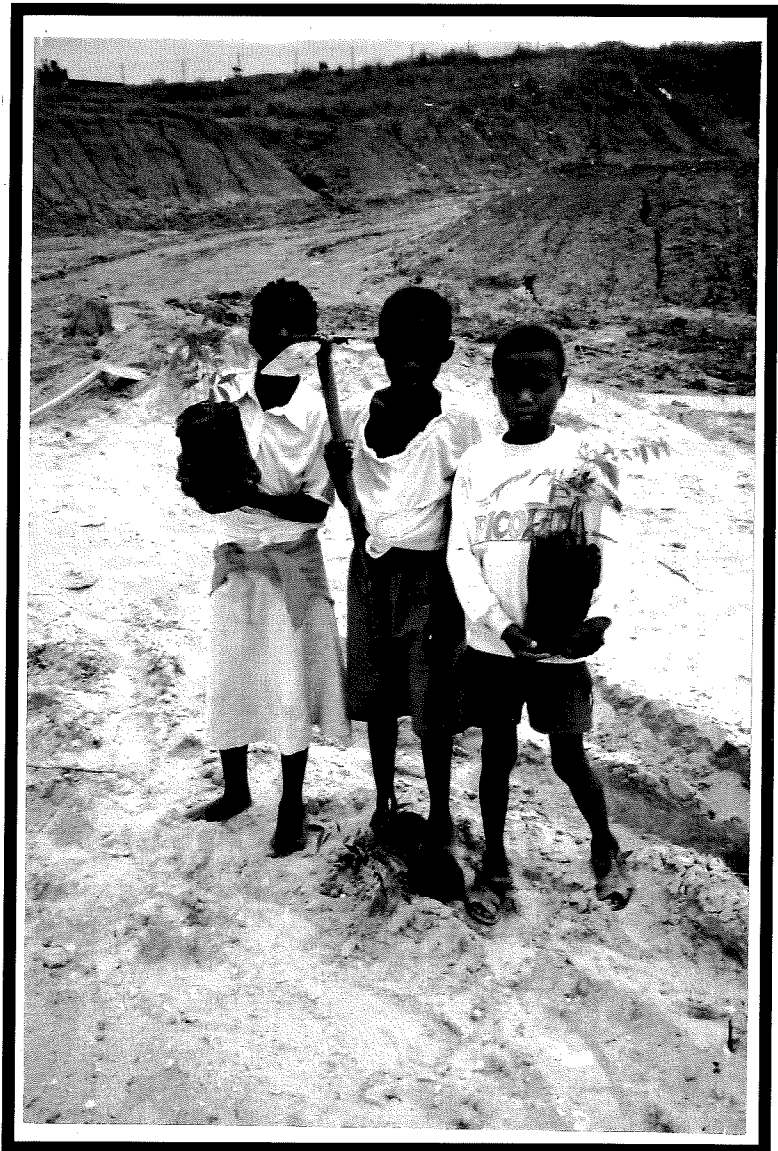


Figure 3 Friends of the Environment youth group planting trees, Ngola Kiluange

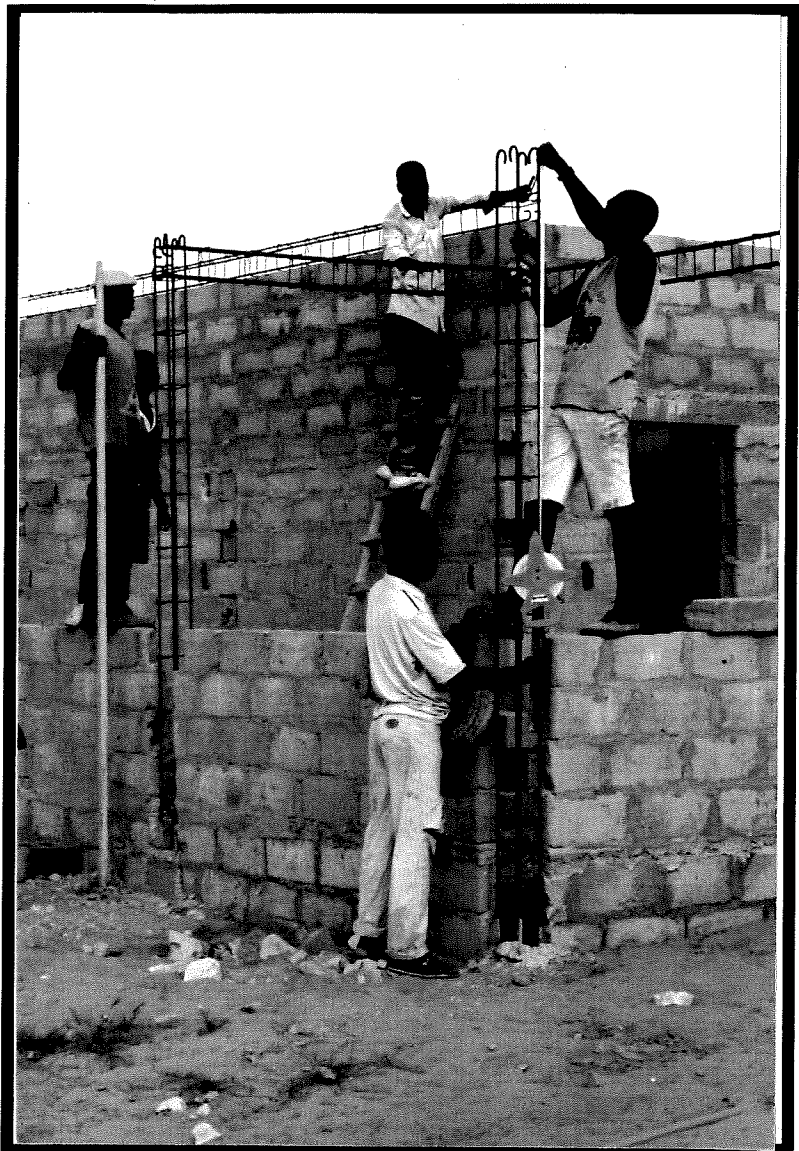


Figure 4 Construction of community social infrastructure such as schools and health posts have been supported by Food for Work



Figure 5 Primary health programmes of local churches are supported by Food for Work

6 INPUTS

TYPE	SPECIFICATION	WHEN?	WHO PROVIDES?	WHO FUNDS?
Rent Warehouse	1200 m.sq.	01/89 - 31/92	Development Workshop	local partners
Repair Warehouse	secure doors, windows	01/89 - 03/89	private contractor	FFW
Warehouse Equip.	cleaning,office	03/89	R&D Services	FFW
Vehicle	Nissan Truck 1T	03/89	R&D Services	FFW
Security System	Electronic Alarm	09/91	Development Workshop	FFW
Radio Equipment	UHF 2-way network	09/89	Development Workshop	FFW
Security Guards	7 guards, 1 worker	03/89	Development Workshop	local partners
Staff	Manager,Driver	03/89	Development Workshop	FFW
Food Commodities	Maize, Beans, Oil (600 MT) monthly package • 25 kg maize • 16 kg beans • 4 lit oil	03/89, 01/90 03/91 04/92	Canadian Food Grains Bank	CFGB
Training	Consultants	01/90 - 05/90	Development Workshop	FFW
Training Material	Training Manual	05/90	Development Workshop	FFW
Port Clearance	Customs, Handling	03/89 - 12/92	DW/Hull Blyth	local partners

7 **OUTPUTS**

PROJECT PARTNER	ACTIVITY	DIRECT BENEFICIARIES	INDIRECT BENEFICIARIES	OUTPUT SPECIFICATION
Christian Med Commission CAIE	primary health	17 health staff	45,000 musseque popn.	vaccinations, persons treated
Health Centre Ngola Kil.	primary health	34 health staff	90,000 musseque popn.	extend health coverage 3x
Sambizanga Urban Dev	comm'ty dev	60 activists	60,000 musseque popn.	improve access, water & sanit.
Angolan Red Cross	primary health	30 staff	30,000	health access
LICOFOM	health,sanitat	150 members	30,000	health extension
IEA Church	construct post	30 workers	15,000	health post
IEIA Church	training	16 workers	n.a.	trained workers
Friends of Envir. Ngola	youth,environ	60 members	60,000 musseque popn.	improve environ. sanitation
Caxito Refugee Sanitation Project	emergency sanitation	12 workers	18,000 refugees	construct latrines
ACM/YMCA/YWCA	training	25 workers	150 students	language & primary education
Anti-Cholera Prog	health educatn	50 workers	300,000 popl.	prevent epidemic
Bitá Refugees LWF	resettlement	500 workers	2500 refugees	settle families
Mulenvos School	education	20 workers	400	build school
Caxito Water Filtration Unit	community water supply	15 workers	500	build filter

8 MONITORING & ASSESSMENT

Monitoring is carried out on a regular basis at several levels.

8.1 *Commodity Monitoring.*

- **Stocks** are continuously monitored using bin cards, and warehouse input and output forms so that whenever needed stocks can be assessed quantitatively and qualitatively.
- **Monthly input and output reports** are drawn up for each commodity. **Monthly distribution plans** are followed and can be checked against these reports and discrepancies, if any, noted.
- **Quarterly Reports** are prepared for the Canadian Food Grains Bank which not only summarise the levels of inputs and outputs but record the numbers of beneficiaries served by the programme during a specific time period and the types of commodities they received.
- **Annual Summary Reports** are drawn up using data from the continuous monitoring system, monthly and quarterly reports. Commodity delivery plans from Canada can be drawn up based on these reports.

8.2 *Local Project Monitoring.*

Each local project partner is required to do regular monthly planning and monitoring of their own projects. Project partners therefore do self-assessment of their own projects and are provided with a simple questionnaire to assist them in doing so. The questionnaire asks each project holder to indicate their goals for the coming month, and asks how the goals are to be met. It further asks the project partner to indicate if the

plan for the previous month had been met and what difficulties were encountered, if any.

8.3 Periodic Assessment.

The impact of the project on local partners and beneficiaries in the context of changing economic conditions was assessed by a consultant anthropologist and the report presented in the form of a series of interviews with key participants.

The project has also been reviewed by two teams of evaluators from Programme Angola-Canada.

9 PROBLEMS ENCOUNTERED & LESSONS LEARNED

9.1 Commodity Selection.

The first commodities shipment from the Canadian Food-Grains Bank included a mix of yellow maize, wheat grain, white beans and canola oil. This food was distributed in monthly rations of:

- 20 kg of maize
- 11 kg of wheat grain
- 10 kg of beans
- 04 litres of oil

At the end of the first six months of the programme an assessment was made about the effectiveness of the project, particularly regarding the opinions of the project beneficiaries on the appropriateness of the commodity mix.

While the project is an urban one, many of the beneficiaries especially on the margins of the city are recent migrants from the rural areas. Populations from regions of south and central Angola are accustomed to maize as their staple diet. White maize is the norm in Angola, but yellow

maize has been imported for a number of years and those populations already partly urbanized had no problems accepting the programme's yellow maize. Migrants from the northern provinces of Angola prefer to eat mandioc³ as their staple, but did not object to receiving maize in their ration. The maize was sometimes traded by the beneficiaries for mandioc or other commodities of their preference, and indirectly made an important contribution to the families' diet.

The canola oil, being similar in colour and taste to the soya and sunflower oils traditionally used in Angola, was received and welcomed by all beneficiaries.

Some project beneficiaries complained about the white beans received in the first shipment. These were small and not of the size and texture of beans normally eaten in Angola. The principal problem though was the prolonged cooking time required to prepare the beans; the cooking time varied up to several hours. Development Workshop carried out a series of cooking tests with these beans and confirmed the need to cook them for a long time, thus requiring more fuel. Fuel is a major expense for poor families in Luanda's musseques who often cook using charcoal or bottled gas. Charcoal-making has also contributed to the deforestation in the rural areas surrounding Luanda.

Experiments showed that over night soaking reduced cooking times as did the use of pressure cookers and improved charcoal cooking stoves, these practices, however, are not typical of traditional Angolan cooking methods. Development Workshop prepared an information circular to project partners advising them about these possible solutions although none completely resolved the problem of overly long cooking times.

On Development Workshop's request, CFGB sent samples of beans and pulses which were distributed to project partners for their consideration.

³ Also known as *manioc*, similar to a cassava, a tropical plant with edible starchy roots.

After some consultation, brown "Pinto" beans were included in future shipments, as an alternative to white beans.

Wheat in grain form was included in the first shipment with the aim of grinding into flour in Angola. The quantity sent (15MT) was found to be insufficient to economically grind in bulk. It was instead distributed in grain form to recipients. Bread, though an important part of urban families' diets, was at the time produced in central bakeries. The few killogrammes of wheat grain could not be easily ground and baked on a household scale so was often sold or used as animal feed. While it no doubt made some contribution to the family economy, wheat was the least useful commodity supplied through the programme. Its distribution was discontinued after the first year.

9.2 Experimental Commodity Swap.

Since wheat is plentiful in Canada and Angola's needs for grains of all kinds increased during the 1989-91 period, particularly due to the drought in the Southern region, a commodity swap experiment was undertaken within the Food for Work Project. A trade was negotiated between the FFW Project and the Provincial Government of Namibe, the coastal drought-affected province. The FFW Project was to provide 30 MT of wheat for Namibe's bakeries in return for an equal value of dried fish. Dried fish is in high demand in Luanda and is an ideal protein supplement to the project's grains and pulses. Development Workshop contracted a local commercial agent in Namibe to manage the logistics of the transfer and to organize the onward shipment of the dried fish. The pilot food swap was envisioned as a model for future larger trades of Canadian grains which could relieve the southern drought emergency and at the same time benefit development programmes elsewhere in the country.

The CFGB wheat delivery was managed without difficulty but the monetisation of the grain and purchase of fish with local currency encountered long delays and unexpected bureaucratic problems. By the

time the monetisation process was accomplished, the first of a series of Angolan currency devaluations took place. Funds generated could no longer cover the planned purchase and shipping of dried fish. The funds generated were therefore transferred to the local Programme Angola-Canada office in Lubango for use as petty cash and the experiment, abandoned. The fledgling Angolan commercial sector could not facilitate these types of transactions in the 1989-90 period without a considerable amount of day-to-day accompaniment. Too many actors were involved including private and government agencies to expect the quick action that would have been necessary to avoid losses encountered through currency devaluation. Useful lessons were learned which could be applied to other such innovative uses of Canadian food assistance.

9.3 Procurement and Shipping.

Valuable lessons were learned from the first and second shipments of food commodities which were sent for the Food for Work Project. The second food shipment of beans, maize and oil left Canada in December 1989 on one of the last ships leaving before the winter port closure and arrived in Angola in February, Angola's hottest, most humid month. Commodities packed in dry freezing temperatures and kept at a near frozen state in the closed hold of a grain ship were suddenly exposed to the heat and humidity of the dockside storage area at the port of Luanda. Condensation occurred almost immediately and rot rapidly spread. By the time commodities were removed from the port after normal delays for customs clearance, much of the shipment had been lost with swollen grain bags splitting open and their rotting contents spilling out. About 40 to 60 percent of the Food for Work grains were lost and had to be disposed of. The oil portion of the shipment was not affected. The project being a small one, the losses were not large, but the same ship also carried a large amount of Canadian Government food assistance to Angola for the World Food Programme (WFP). Losses occurred in similar proportions.

Development Workshop cooperated with the WFP and the Canadian Government on an investigation of the problem. The resulting study indicated that commodities were shipped from Canada with a humidity content slightly above the normal recommended level. The principal lesson, which was transmitted to CFGB and the Canadian Government, was to avoid sending shipments at this time of year unless special precautions are taken. (It is noted that late Fall and early Winter shipments are often preferred by Canadian donors who take advantage of the lower post harvest market prices).

9.4 Theft and Security Concerns.

Bureaucratic inefficiency and lack of proper security control plague the port of Luanda. The problems exacerbate each other. The longer commodities remain on the dockside awaiting customs clearance, the higher the probability of theft. The Food for Work Project along with other NGO projects has suffered high loss rates due to theft in the port of Luanda. On several shipments losses were suffered up to 40 percent of some commodities (oil and beans). Unfortunately, higher valued items such as containers of oil with a higher value/weight are targeted by thieves. The highest losses occurred with pallets of break-bulk shipped goods. Almost no losses were encountered with containerized shipments.

In every case of loss, the CFGB's surveying agents in Luanda SGB were called in promptly by Development Workshop to verify losses and make official statements for insurance purposes. The same procedure was followed for losses due to humidity damage. CFGB's insurance policy it is assumed covered losses; replacement shipments have always been sent to cover losses.

It is recommended that containerization should be considered for higher valued commodities, such as cooking oil and beans. While containerized shipping costs will be higher than break-bulk, the time saved in filing

insurance claims for losses and waiting for reordered commodities to arrive justifies this option.

The Food for Work Project has a team of 7 guards who work on 2-person shifts to provide security to the project warehouse. Nonetheless, 4 thefts of project commodities have been recorded in the warehouse (this is in addition to losses at the port). In the most serious incident, one guard was shot in the abdomen during an assault on the warehouse, food and other project materials were stolen.

Development Workshop has as a result installed a 2-way radio system for monitoring the guards 24 hours a day, as well as an electronic security alarm system. Since these systems were installed, theft has been reduced. In fact, during the political confrontations in Luanda during October 1992, Development Workshop was the only international organization to have evaded the looters and survive with most materials and programmes intact. Much of the credit goes to the communications system which remained active and the warehouse guards who stayed in their posts during the 4 days of fighting.

Angola's critical security situation in late 1992 and early 1993 has led to not only greater vigilance in the storage of commodities but the need to adapt the programme to the changing urban needs of a city under increasing pressure from the war. Food has become more scarce in the city and prices continue to rise as the city becomes increasingly cut off from its traditional rural sources of supply.

Populations fleeing neighbouring provinces have settled in makeshift camps at the edges of the city. A programme to provide sanitation facilities in the refugee camp for those fleeing violence in Caxito has been added to the Food for Work Programme, as has a project to combat cholera caused by the destruction of Luanda's water treatment plant in January 1993.

A shipment of food sent by the CFGF destined for the FFW project in October 1992 was diverted to South Africa after the ship refused to dock at

the port of Lobito during the flare up of fighting at that time. An arrangement was made with the World Food Programme office in Luanda to provide food to make up the shortfall caused by the missing shipment.

10 CONCLUSIONS & UNANTICIPATED RESULTS

The Food for Work Project was planned at a time when Angola was coming to the end of a long period of economic stagnation. The programme was designed in 1988 as a response to the impact of more than a decade of the dual economy, as a mechanism to stimulate development workers of the programme's local partners to improve their productivity. In the short term, the project accomplished these objectives.

The 1990 economic reforms of the structural adjustment and the introduction of political reforms in the beginning of 1991 brought the period of stagnation to a rapid end. Change became the order of the day. The peace accord between the Government and UNITA followed soon thereafter, then Angola's development of Multi-party democracy, the emergence of the Civil Society, the 1992 election and the breakdown of Peace in the months that followed.

Rather than reducing the need for interventions such as the Food for Work Project, the need for such innovations in use of food assistance has in fact grown. One of the unanticipated results of the project has been its impact on the growth of local self-initiated community initiatives. The rapid growth of Angolan non-governmental organizations (NGO's) following the January 1991 publication of the Law of Freedom of Associations was unanticipated. The Food for Work Programme responded rapidly by engaging national NGO's and national churches who took up civic leadership roles in the Musseque bairros as Project Partners.

The Food for Work Project, by providing assistance through national NGO partners, has contributed to the empowerment of these organizations and

the strengthening of their own projects by directly assisting staff members and development workers.

With few exceptions the Food for Work Programme has proved to be an appropriate support to NGO projects undertaken in Luanda's peri-urban and Musseque communities. The project has adapted itself to Angola's rapidly changing economic and political reality and continues to offer support to local community initiatives even during the current crisis period.

11 FINANCIAL REPORT

EXPENDITURES	ACTUAL YR 1 & 2	ACTUAL YR 3	3-YEAR TOTAL	BUDGET TOTAL	VARIANCE
EQUIPMENT					
Warehouse Equipment	5,966				
Communication	8,552				
Cleaning Equipment	224				
Security Equipment		4,665			
Sub Total	14,742	4,665	19,407	21,000	1,593
PACKING AND FREIGHT	2,700		2,700	4,000	1,300
TRANSPORTATION					
Nissan Vehicle	25,735		25,735	30,000	
Customs Clearance	950				
Insurance	1,960	980			
Spare Parts & Repairs		1,320			
Rentals					
Operating Expenses	5,537		12,167	12,000	
Sub Total	34,182	2,500	36,682	42,000	5,318
CONSUMABLE					
Reproduction	479				
Communication	348	550			
Port Insurance	95				
Taxes	220				
Sub Total	1,142	550	1,692	6,700	5,000
SALARIES					
Manager	16,661	21,504			
Driver	1,560	9,135			
Guard	480				
Consultant		630			
Sub Total	18,701	31,269	49,970	45,000	(4,970)
TRAINING	20,070		20,070	20,000	(70)
WAREHOUSE RENOV	22,060		22,060	32,500	10,440
CONTINGENCY				8,560	8,560
ADMINISTRATION	11,530	3,900	15,430	17,975	2,545
TOTAL EXPENDITURE	125,127	42,884	168,011	197,735	29,724

11 FINANCIAL REPORT

EXPENDITURES	ACTUAL YR 1 & 2	ACTUAL YR 3	3-YEAR TOTAL	BUDGET TOTAL	VARIANCE
EQUIPMENT					
Warehouse Equipment	5,966				
Communication	8,552				
Cleaning Equipment	224				
Security Equipment		4,665			
Sub Total	14,742	4,665	19,407	21,000	1,593
PACKING AND FREIGHT	2,700		2,700	4,000	1,300
TRANSPORTATION					
Nissan Vehicle	25,735		25,735	30,000	
Customs Clearance	950				
Insurance	1,960	980			
Spare Parts & Repairs		1,320			
Rentals					
Operating Expenses	5,537		12,167	12,000	
Sub Total	34,182	2,500	36,682	42,000	5,318
CONSUMABLE					
Reproduction	479				
Communication	348	550			
Port Insurance	95				
Taxes	220				
Sub Total	1,142	550	1,692	6,700	5,000
SALARIES					
Manager	16,661	21,504			
Driver	1,560	9,135			
Guard	480				
Consultant		630			
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APPENDICES
QUARTERLY COMMODITY STATUS REPORTS

11 FINANCIAL REPORT

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