

Development Workshop

Human Settlements Planning & Building

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SAMBIZANGA BAIRRO PILOT UPGRADING PROJECT
FIRST INTERIM PROJECT REPORT
(1 December 1987 - 31 March 1988)

A report submitted to Inter Pares, Ottawa, Canada by Development Workshop. Angola Office: C.P. 3360, Luanda, Angola. Canada Office: P.O. Box 1834, Guelph, Ontario, Canada N1H 7A1.

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1. INTRODUCTION

About 75 percent of Luanda's 1.5 million population live in musseques (shantytowns, informal settlements), areas with very high population densities and inadequate access to urban infrastructure and community facilities. Fueled by massive migration of deslocados, rural populations displaced by the continuing war with UNITA rebels and by South African aggression, the population in musseques has increased rapidly, further straining the limited infrastructure in these areas. Luanda with an annual population growth rate of 8 percent is now one of the fastest-growing cities in Africa.

Previous attempts to improve living conditions in the musseques aimed at clearing these areas and rebuilding them to conform to improved standards. The approach proved too costly and disrupted the economic and cultural base of these communities. The Sambizanga Bairro Pilot Upgrading Project is an attempt to develop an alternative approach to improving living conditions in the musseques.

1.1 Project Background

The Sambizanga Project has evolved from a series of local initiatives to improve living conditions in the musseques. The original project was to construct a primary school in Sambizanga. As families were to be displaced by the school construction, the project gradually expanded into a broader effort to improve living conditions in the musseques. Actual formulation of these initiatives into a project did not materialize till late 1985. Development Workshop began officially providing technical assistance to the project in June, 1987. Funds from external assistance were released in December, 1987.

In October 1986, the Gabinete de Renovacao e Reabilitacao dos Musseques (GARM, or the Office of Urban Upgrading) was established under the supervision of the Ministry of State for Productivity. The GARM has been mandated the responsibility for upgrading musseques at the national level. GARM represents a new government initiative to provide assistance in upgrading musseques and encourage self-help improvement efforts. The Sambizanga Bairro Upgrading Pilot Project is the first attempt, since Independence, in Angola to implement this new government initiative. The GARM is responsible for the development and implementation of the project. Development Workshop, a Canadian not-for-profit organization, provides technical assistance to GARM to develop its planning, technical and implementational capacities. The project is funded by a consortium of Canadian

and European NGOs.

1.2 Project Objectives

The Sambizanga Project is an attempt to develop an approach to settlement upgrading, which - with appropriate modifications to suit local conditions - can be used to provide an affordable level of urban infrastructure and community services to the musseques throughout Angola. The general idea is that musseque residents should be encouraged to undertake improvements to their dwelling units on their own and to determine their priorities in terms of social services and infrastructure for the area. The government's role is to assist in the provision of urban infrastructure (such as potable water supply, latrines, surface drainage, electricity, roads), community facilities and services (such as refuse collection, schools, health clinics), and assistance in finance (e.g., access to credit, building materials) and management (e.g., organization of cooperatives, local level institutions).

1.3 Project Area

The project site covers approximately 40 hectares within the comuna (neighbourhood) Ngola Kiluange, in the northern part of Sambizanga municipality, city of Luanda. The project area has an estimated population of 7,123 in 1988. Geographically, the area is divided by a low escarpment into an upper and lower part. Demographically, it is also divided into an older, higher density area and a newer, more open area.

Within this pilot area, strategies for providing and upgrading urban services and for mobilizing the community in upgrading efforts will be developed and tested. At the same time, for GARM and other governmental and community organizations involved in the project, the experience will be a "learning by doing exercise" in developing and implementing upgrading projects.

2. SUMMARY

During this initial phase of program execution, the project faced several problems necessitating a reassessment and readjustment of the implementation plan to respond to current conditions.¹

Government funds committed to the project have not been released as scheduled. Severe shortages of trained personnel has delayed staffing of the implementing agency, GARM. Although the project has support at the Ministerial level, this has not filtered down to functionaries of the different agencies responsible for executing different components of the project; thus coordination with various governmental organizations has not been easy. And finally, because of economic conditions in the country - chronic shortages of goods and services and the existence of a parallel economy where prices are as much as 75 times higher than the official levels - official salaries can only supply a small part of the families' needs. It has thus been difficult to get local functionaries to fulfill their expected functions and responsibilities.

In sum, two changes have been made in the project implementation plan to respond to some of these conditions. It should be noted, however, that some of these problems require solutions that are beyond the scope of this project to implement.

First, the objective of promoting an integrated approach in project planning has been reassessed. The initial attempt to institute a series of planning and coordination meetings with all the governmental agencies responsible for implementing different project components is not feasible at this stage because of serious problems of coordination among governmental organizations. The alternative strategy is to break the project into a series of relatively discrete sub-projects (components). Each agency responsible for the different components is dealt with more or less separately. Overall coordination is provided by the senior staff of GARM at regular GARM programming meetings. Other agencies are then informed of programming that may affect them. Though not entirely satisfactory, the approach has proved to be more practicable at this stage.

Second, project objectives have been modified and the phasing of project inputs, reordered. The construction of the community workshop and procurement of workshop equipment, originally scheduled for the first year, have been delayed (see details in the community facilities section). Institution building, particularly, the strengthening of GARM's capacity has been the focus of the first phase.

The following report is a summary of the project's progress to the end of March, 1988. The report is divided into the following sections: institutional development, community development, community facilities and services, infrastructure, and project finance.

3. INSTITUTIONAL DEVELOPMENT

The project's efforts to strengthen local institutions are directed towards GARM and community organizations in the project

area. During this initial phase institutional development has focussed on strengthening the capacities of GARM by modifying its organizational structure and by strengthening its project planning capacity. The project presents a twin challenge in institutional development in that the implementing agency, GARM, is a newly established agency and the project is implementing a new (in post-Independence Angola) approach to musseque upgrading.

Since its inception, GARM has been severely lacking in resources: trained/or experienced personnel, funds, transport facilities, etc. Originally, GARM's organization structure was to consist of three sectors: Finance, Administration, and Technical, and a Coordinator. The office was to be directed by a "Comissao de Gestao," consisting of the heads of each sector and the Coordinator. This structure, however, resulted in the formation within the office of camps pursuing parallel agendas and in the lack of corporate as well as individual responsibility.

Development Workshop has recommended changes to the organizational structure and staffing pattern. These recommendations include:

(1) the addition of two sectors, Community Development and Community Workshop Operations, to the original three sectors (details discussed later);

(2) replacement of the Gestao by a Director who will chair regular programme development and review meetings with the heads of the five sectors, Development Workshop, and any other party deemed necessary by the current agenda;

(3) identification of basic staffing levels needed to undertake the project, including the recruitment of mid-level technical staff and community development staff (these staffing levels are of course subject to change as the project progresses and local production and organizational potentials become more predictable, see GARM's Organogram in Annex 1).

Some of these recommendations are already being implemented (e.g., recruitment of technical and community development staff) while others are awaiting ministerial decision (such as the formation of the Directorate in lieu of the "Gestao").

Technical assistance to strengthen GARM's project planning capacity has focussed on the following:

(1) The development of a series of objectives and general strategies for the project;

(2) Preparation and submission of a 4-year budget projection (see Annex 2);

(3) Implementation of a systematic filing system and letter

control system;

(4) The consideration of a financial and construction control system.

There are, however, a number of problems that need to be addressed if institutional development is to progress. Yet to be realized is the release of sufficient government financial resources to permit the purchase of vehicles, equipment, and materials to support project implementation. As of the time of writing, no funds for the 1988 project budget (projected at Kwanzas 106 million, or US\$ 3.5 million) has yet been released. Currently, the project only has one Land Rover and one 7-ton fixed bed truck for its transport facilities.

Another problem is the adequate remuneration of employees to ensure satisfactory job performance. The problem stems from the general political economy of the country where official salaries can only supply a small part of the families' needs; hence absenteeism is high. To partly alleviate this problem, a consumer cooperative of GARM employees has been initiated. It is, however, only in its initial stages of identifying adequate sources of goods (food, clothing, etc.).

Finally, the relationship of GARM to other state companies has to be addressed. GARM's function in relation to these other agencies is one of planning, coordination, arranging financing, evaluating, mobilizing, etc. Much of the actual physical construction of various project components (roads, water supply, electricity, etc.) and the provision of services (schools, health posts, refuse collection) is the responsibility of other governmental ministries. Hence project implementation depends largely on a positive response from the particular responsible agency. GARM now does not have the leverage to elicit such a response and so must rely on ministerial pressure (or some other means) for help. The reasons for poor response from these state agencies are complex and significant. An analysis of these reasons are beyond the scope of the present report, but the technical assistance team is continuing to seek ways to address this as it is central to the resolution of problems in project implementation.

4. COMMUNITY DEVELOPMENT

One of the objectives of the project is to involve the community in planning/design and operation/maintenance of various components of the project. Development Workshop has recommended the addition of a Community Development Sector which will be primarily responsible for the strengthening of institutions within the community and liaison between the project and the community. The Community Development Sector will:

(1) Establish and maintain contact with all the various sectors

of the community within the project area.

(2) Assist the community in establishing mechanisms that mobilize the community to participate in: (i) determination of project priorities; (ii) planning and design of project elements that affect the community; (iii) maintenance and operational roles that the community may undertake.

(3) Monitor the project and evaluate its impact on the project area.

GARM is currently recruiting staff for this sector. Development Workshop has already in place a sociologist to provide technical assistance to the Community Development Sector of GARM. Technical assistance will be provided in developing an operational framework for the project's community development efforts, in developing methodologies for mobilizing the community during the planning and design stages of the project and in developing appropriate criteria and data collection techniques for monitoring and evaluation. A vehicle to support the Community Development Sector will also be provided.

Self-help in the installation of infrastructure was ruled out given economic realities in Luanda. Residents of the project area simply do not have the time to fulfill this role. Also, at least for now, the organizational capacity in GARM to mobilize and monitor such a self-help activity simply does not exist. In the housing sector (i.e., the construction of new houses and the improvement of existing ones, however, an important element of self-help exists.

The community based workshop (see details in next section) will produce construction materials and building elements for self-help or self-directed construction of new houses or latrines and for upgrading existing ones. These materials will be sold to a community based cooperative that will in turn distribute this to project area residents.

Late in 1985, residents had formed an organization intended to be a housing "cooperative" but it had not really functioned as such because of lack of training, financial control, structure, rules and concrete objectives. Plans are underway by GARM, through Development Workshop, to engage a cooperative organizer with experience in urban Africa to assess the feasibility of cooperative (re)formation.

5. COMMUNITY FACILITIES AND SERVICES

Community facilities to be provided in the project include the community based workshop and other facilities such as health centre, primary school, community centre and garbage disposal sites.

The community workshop is intended to be the focal point of training activities in the project. It will also increase the availability of lower cost construction materials and building elements that residents can use to improve their dwellings. Specifically, the workshop will serve the following functions:

- (1) to serve as a training facility for the community's construction brigades;
- (2) to provide construction materials and building elements (e.g., doors, fittings, latrine covers) for the residents of the project area (as previously outlined);
- (3) to provide assistance (both material and technical) to small-scale manufacturing and/or construction enterprises within the project area.

Although Development Workshop has provided much of the planning and design input to this component, the construction of the community workshop is the responsibility of the government using local funds and local contractors. Construction of the workshop was originally scheduled for the first year. Planning and design of the facility has been completed, but construction has been delayed. A contract for the construction of the workshop was signed with ENCIB (Empresa Nacional Construcion Infraestructuras Basicos, the State company responsible for this construction) in November, 1987. At time of writing, however, the contractor has not yet started work. The project is now exploring the possibility of getting private contractors to undertake the project. Importation of equipment necessary to realize the workshop's objectives is pending until workshop construction starts.

Preliminary discussions with various agencies responsible for the construction, operation and maintenance of other facilities have been initiated. Detailed planning and design are awaiting the staffing of the Community Development Sector of GARM which will take the lead in involving the community in the planning and design these facilities.

A survey of existing community facilities, infrastructure, and small-scale enterprises will start shortly. It is expected that the survey will be completed by June 1988. The survey will examine existing facilities to determine how these can be upgraded and where new facilities will be needed.

6. INFRASTRUCTURE

As in the community facilities, initial contacts have been made with the various agencies responsible for the urban infrastructure (water supply, roads, sanitation latrines, electricity, telephone). A preliminary sketch of one possible layout of infrastructure upgrading has been prepared to

demonstrate the nature of minimum standard upgrading schemes. Again, detailed work on the planning and design of these facilities will be pending until the Community Development sector of GARM can facilitate the involvement of the community.

7. FINANCE

Initially, the concept of cost recovery (i.e., in the sense of financial participation by the project beneficiaries) was not deemed acceptable within the ideology of a socialist revolution. More recently, however, the question has been raised in the light of proposed economic reform by the State. As the concept is not understood in government circles, Development Workshop has prepared a brief paper (see Annex 3) describing the number of possible cost recovery mechanisms (e.g., direct charges for facilities, consumption charges, cross subsidies, etc.). This paper has been presented to GARM for its consideration.

8. CONCLUSION

This initial period of program execution has indicated the difficult conditions within which the project operates. This has several implications for future work:

(1) It will be difficult to adhere to a scheduled programme of work; delays in expected inputs are likely to continue and as such have to be provided for in planning the project.

(2) The project needs to maintain a flexible approach that builds upon opportunities as they arise, while respecting local knowledge, experience and expertise.

(3) Strengthening efforts that are already underway (for example, giving support to existing facilities, expanding existing services) should be given priority over starting new initiatives.

(4) Creating incentives to mobilize support and commitment to the project's activities will have to be integrated into the project planning process.

1. It should be noted here that many of these problems and their causes are not unique to the Sambizanga Project; these are, in fact, conditions typical in projects in Angola.

LIST OF ANNEXES

ANNEX

- 1 Organogram of GARM
- 2 Four-year Financial Plan for the Project
- 3 Options for Financing of Urban Projects
- 4 Financial Report (as of end March, 1988)

ANNEX 1 Organogram of GARM

GABINETE DE RENOVAÇÃO E REABILITAÇÃO
DOS MUSSEQUES

ORGANIZAÇÃO PRELIMINAR
DO GARM

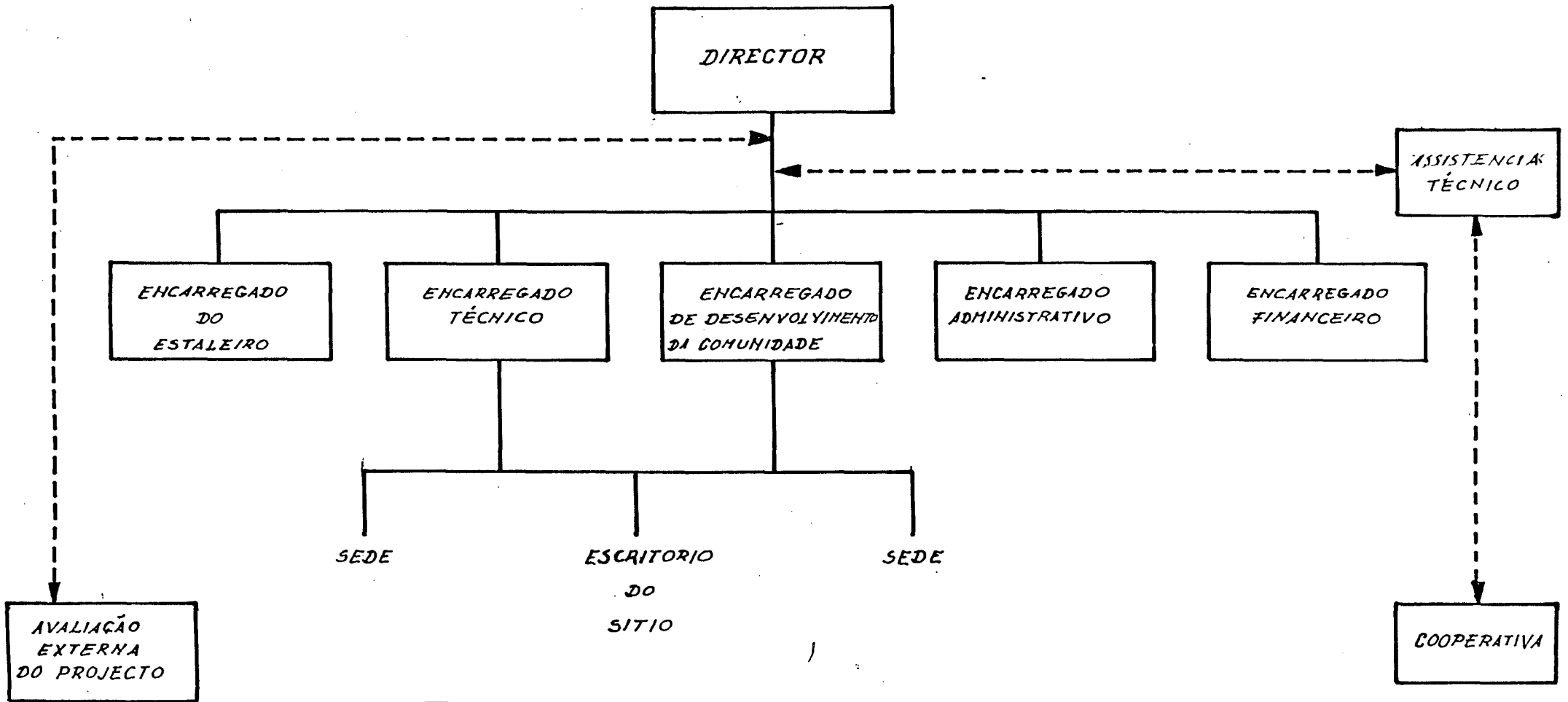
PRELIMINAR

AGOSTO 87

Nota: as linhas em tracejado, são as linhas de comunicação mais importante.

----- linhas em tracejado.

GARM



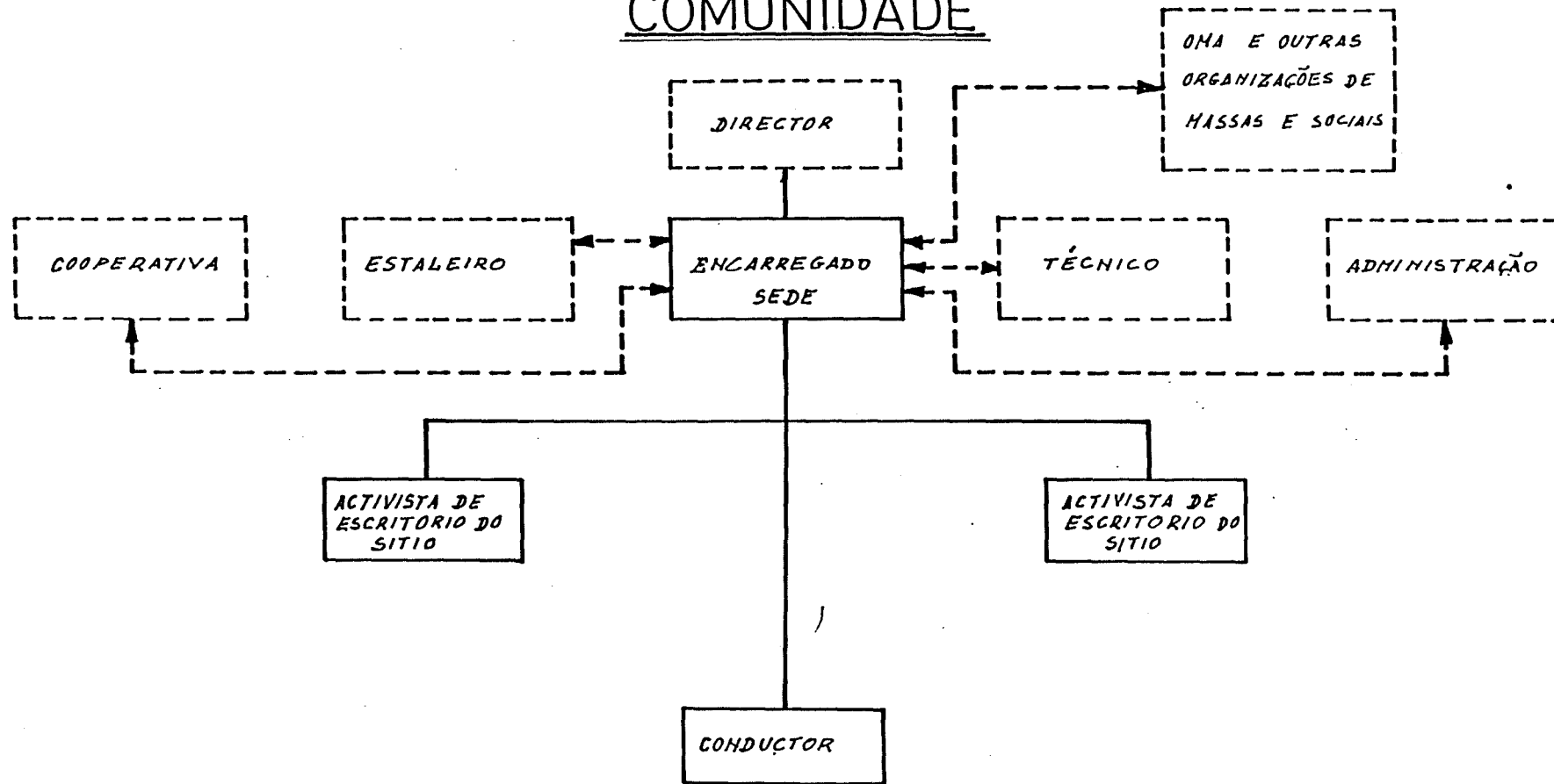
Nota 1º ENCARREGADO DE DESENVOLVIMENTO DA COMUNIDADE - DE PREFERÊNCIA UM SOCIOLOGO RESPONSÁVEL PELO DESENVOLVIMENTO

DA COMUNIDADE EM TODOS OS ASPECTOS DO PROJECTO, FAZENDO CONTACTOS COM AS ORGANIZAÇÕES E APRESENTA RELATÓRIOS SOBRE O IMPACTO DO PROJECTO NA COMUNIDADE ETC.

2º AUXÍLIO TÉCNICO; INCLUE DEVELOPMENT WORKSHOP E OUTROS SERVIÇOS.

3º ENCARREGADO DE ESTALEIRO - DE PREFERÊNCIA UM/A TÉCNICO/A - ADMINISTRADOR/A RESPONSÁVEL DIRIGIR TODOS OS ASPECTOS OPERATIVOS DO ESTALEIRO, RELATÓRIOS SOBRE OPERACIONALIDADE DO ESTALEIRO.

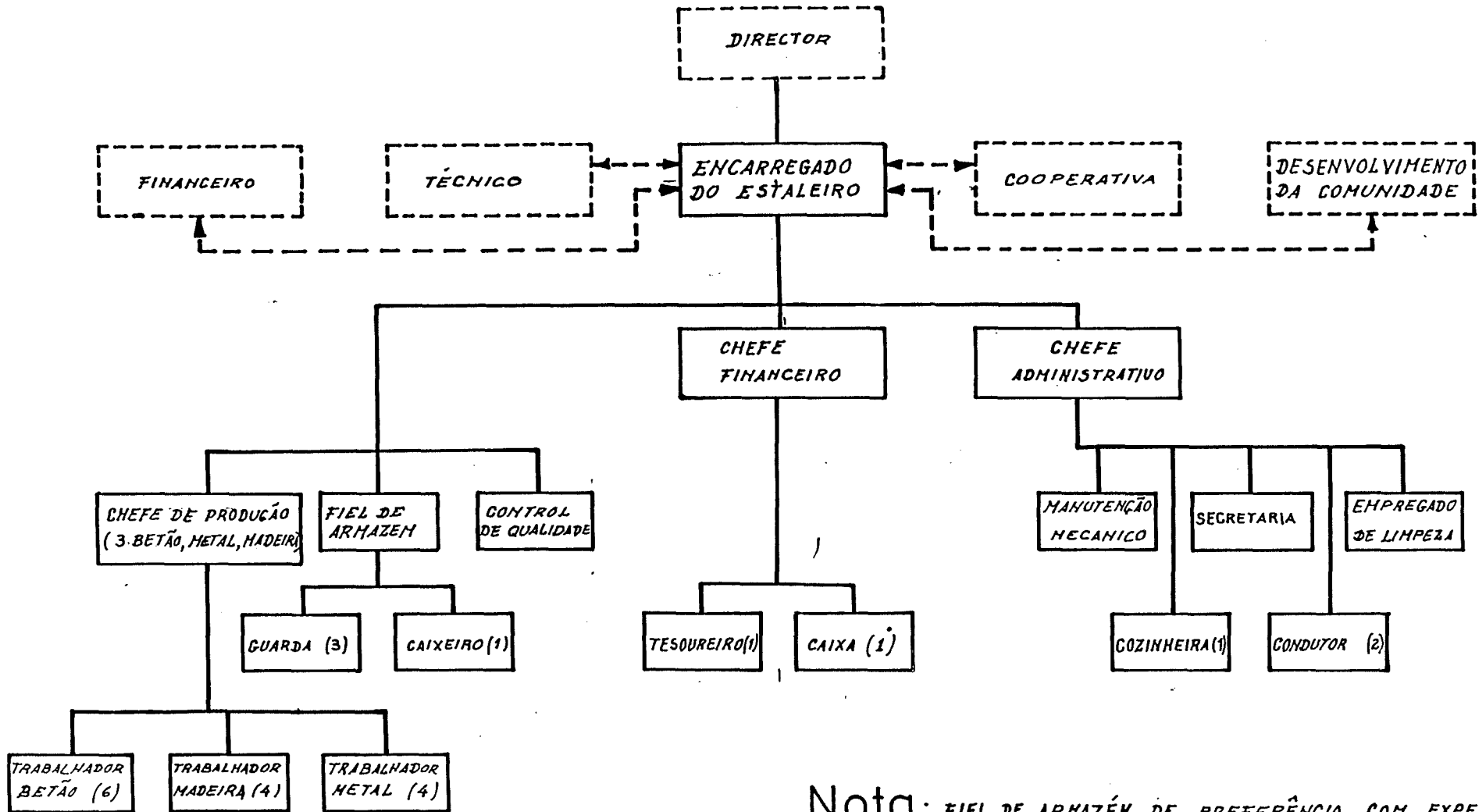
SECTOR DE DESENVOLVIMENTO DA COMUNIDADE



Nota: ACTIVISTAS — AS PESSOAS RESPONSÁVEIS PARA CONTACTO DIA A DIA COM A COMUNIDADE DIRIGINDO ASSIM AS SOLICITAÇÕES DA COMUNIDADE AO SECTOR RESPONSÁVEL, RECOLHE DADOS SOBRE O IMPACTO DO PROJECTO NA COMUNIDADE ETC. DEVE TRABALHAR TAMBÉM EM CONJUNTO COM AS AUTORIDADES LOCAIS.

O SECTOR DE DESENVOLVIMENTO DA COMUNIDADE ALBERGARÁ 4 PESSOAS.

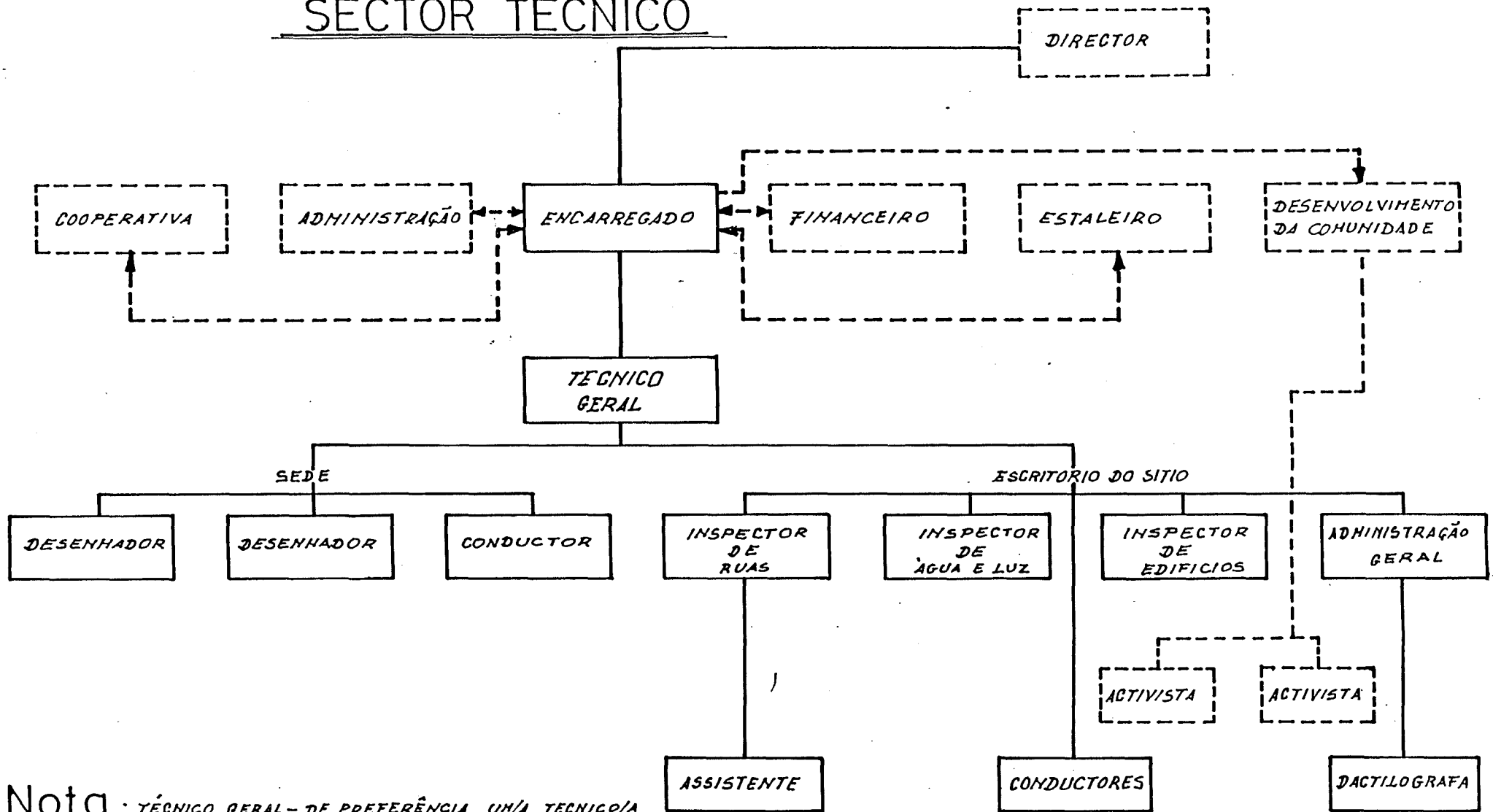
ESTALEIRO



Nota: FIEL DE ARMAZÉM DE PREFERÊNCIA COM EXPERIÊNCIA
COMO FIEL DE ARMAZÉM POR MATERIAS DE CONSTRUÇÃO E STOKS.

— O ESTALEIRO ALBERGARA 34 PESSOAS.

SECTOR TÉCNICO



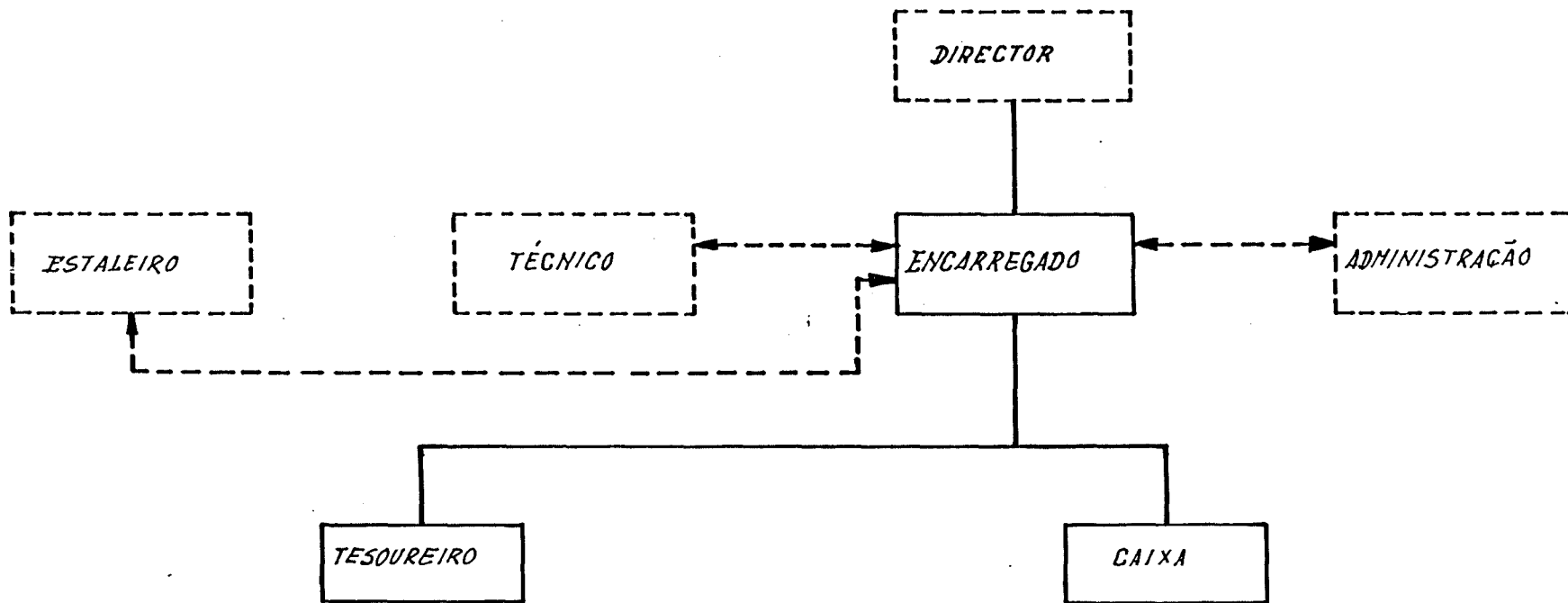
Nota: TÉCNICO GERAL - DE PREFERÊNCIA, UM/A TÉCNICO/A

MÉDIO COM RESPONSABILIDADES SERÃO DESIGNADOS PELO ENCARREGADO TÉCNICO. HAS GERALMENTE SERÁ RESPONSÁVEL PARA SUPERVISÃO DAS OBRAS CIVIS, ORÇAMENTOS E ESPECIFICAÇÕES TÉCNICAS.

————— INSPECTORES - DE PREFERÊNCIA, PESSOAS COM EXPERIÊNCIAS NA CONSTRUÇÃO DAS RUAS, VALAS DE DRENAGEM E DE EDIFICAÇÕES

O SECTOR TÉCNICO ALBERGARÁ 13 PESSOAS

SECTOR DE FINANÇAS

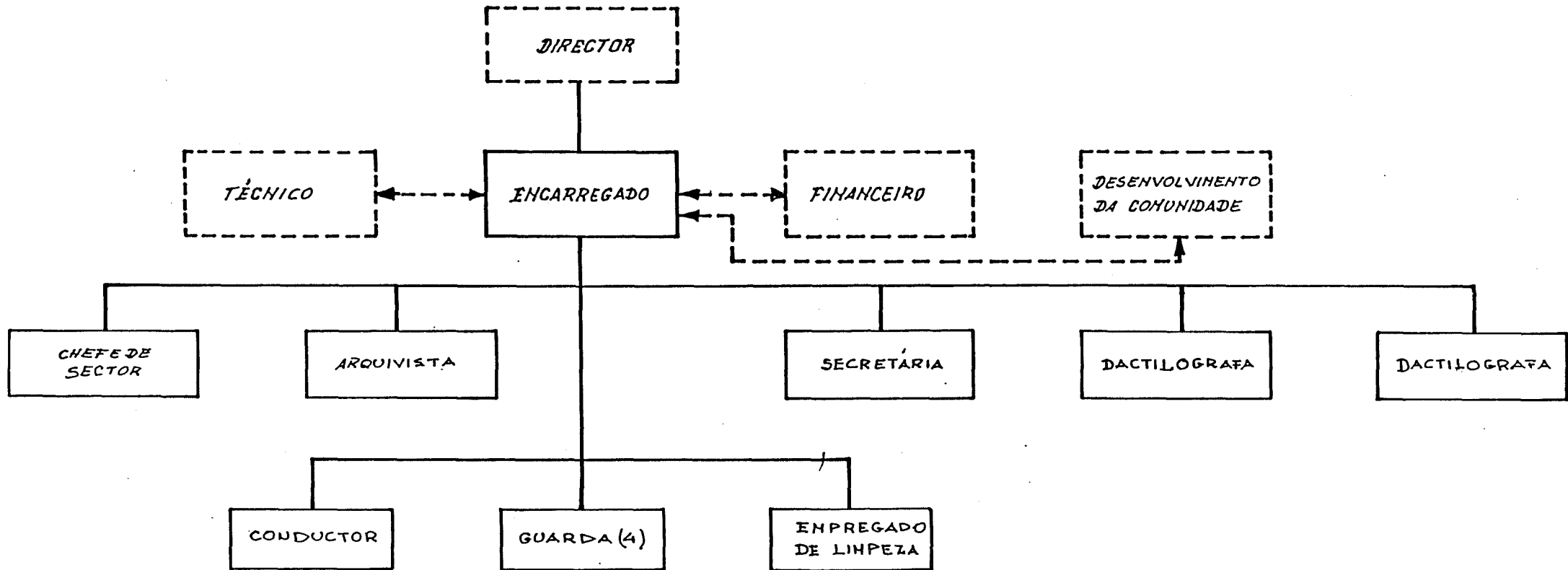


Nota

AS LINHAS EM TRACEJADO SÃO AS LINHAS DE COMUNICAÇÃO MAIS IMPORTANTES.

O SECTOR FINANCEIRO ALBERGARÁ 3 PESSOAS.

SECTOR ADMINISTRATIVO



Nota O SECTOR ADMINISTRATIVO ALBERGARÁ 12 PESSOAS

ANNEX 2

FOUR-YEAR FINANCIAL PLAN

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
01			PREPARACAO E SERVICOS DO LOCAL					
	01		Ruas e Drenagem:	13,900,000	51,200,000	7,800,000	0	72,900,000
	02		Agua:	5,760,000	1,940,000	0	0	7,700,000
	03		Luz Publica e Rede Electrica:	2,000,000	5,000,000	0	0	7,000,000
	04		Ruelas - Passeios	1,750,000	6,600,000	1,650,000	0	10,000,000
	05		Reserva de Talhoes:	750,000	1,000,000	250,000	0	2,000,000
	06		Xxxx Xxxx Xxxx	0	0	0	0	0
			TOTAL 01	24,160,000	65,740,000	9,700,000	0	99,600,000
02			EQUIPAMENTOS COLECTIVOS					
	01		Centro de Saude:	360,000	8,640,000	0	0	9,000,000
	02		Centro Comunitario:	0	4,990,000	16,010,000	0	21,000,000
	03		Escolas (10 salas de aulas):	0	0	2,790,000	15,210,000	18,000,000
	04		Outras Obras Publicas (menores)	0	1,000,000	1,000,000	5,500,000	7,500,000
			TOTAL 02	360,000	14,630,000	19,800,000	20,710,000	55,500,000
03			RECOLHA E TRATEMENTO					
			TOTAL 03	0	500,000	2,050,000	150,000	2,700,000
04			SANIAMENTO BASICO					
	01		Latrinas Tipas para Demonstracao:	270,000	0	0	0	270,000
	00		Xxxx Xxxx Xxxx:	0	0	0	0	0
			TOTAL 04	270,000	0	0	0	270,000

Notas:

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
05			APOIO AO SECTOR INFORMAL					
	01		Mercado:	0	0	0	770,000	770,000
	00		Xxxx Xxxx Xxxx:	0	0	0	0	0
			TOTAL 05	0	0	0	770,000	770,000
06			PROJECTO PAISASISTICO					
	01		Estabilizacao das Birmas:	1,000,000	1,000,000	1,000,000	1,000,000	4,000,000
	00		Xxxx Xxxx Xxxx:	0	0	0	0	0
			TOTAL 06	1,000,000	1,000,000	1,000,000	1,000,000	4,000,000
07			GARM ADMINISTRACAO					
	01		Sede Funcionamento:	27,364,000	15,344,000	15,884,000	15,434,000	74,026,000
	02		Escritorio de Local (Construcao):	1,080,000	0	0	0	1,080,000
	03		Escritorio de Local (Funcionamento):	1,790,000	3,250,000	3,400,000	3,250,000	11,690,000
			TOTAL 07	30,234,000	18,594,000	19,284,000	18,684,000	86,796,000
08			ESTELEIRO COMUNITARIA					
	01		Construcao:	29,000,000	0	0	0	29,000,000
	02		Funcionamento:	16,776,000	30,410,000	0	0	47,186,000
			TOTAL 08	45,776,000	30,410,000	0	0	76,186,000

Notas:

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
09			ESTUDOS E EXPERIENCIAS					
	01		Inqueritos e Estudos:	3,000,000	3,000,000	3,000,000	5,000,000	14,000,000
	02		Experiencias:	250,000	250,000	250,000	250,000	1,000,000
			TOTAL 09	3,250,000	3,250,000	3,250,000	5,250,000	15,000,000
10			COOPERATIVA DE MORADORES					
	01		Apoio & Formacao:	1,250,000	2,500,000	1,250,000	0	5,000,000
	02		Supervisao Financeiro:	200,000	200,000	200,000	200,000	800,000
			TOTAL 10	1,450,000	2,700,000	1,450,000	200,000	5,800,000
00			XXXX XXXX XXXX XXXX XXXX:					
	00		Xxxx Xxxx Xxxx:	0	0	0	0	0
	00		Xxxx Xxxx Xxxx:	0	0	0	0	0
			TOTAL 00	0	0	0	0	0

Notas:

GRANDE TOTAL

106,500,000	136,824,000	56,534,000	46,764,000	346,622,000
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Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
01			PREPARACAO E SERVICOS DO LOCAL					
	01		Ruas e Drenagem:					
		200	Supervisao e Levantamentos Contratados	300,000	1,200,000	300,000		1,800,000
		400	Projecao das Ruas e Drenagem	2,600,000				2,600,000
		600	Const. das Ruas e Drenagem - no sitio	9,000,000	34,000,000			43,000,000
		601	Const. Ruas e Drenagem - fora do sitio		6,500,000	6,000,000		12,500,000
		602	Const. Canais de Drenagem - no sitio	1,000,000	4,000,000			5,000,000
		603	Const. Can. Drenagem - fora do sitio		2,000,000	1,000,000		3,000,000
		604	Estabilizacao de Taludes	500,000	1,500,000			2,000,000
		900	Compensacao para Casas Deslocadas	500,000	2,000,000	500,000		3,000,000
		000						0
		000						0
			TOTAL 01-01	13,900,000	51,200,000	7,800,000	0	72,900,000
	02		Agua:					
		200	Supervisao e Levantamentos Contratados	60,000	40,000			100,000
		400	Projecao da Sistema da Agua	250,000				250,000
		500	Materias de Construcao - no sitio	2,000,000	450,000			2,450,000
		501	Materias de Const. - fora do sitio	1,000,000				1,000,000
		600	Construcao - no sitio	1,300,000	1,450,000			2,750,000
		601	Construcao - fora do sitio	1,150,000				1,150,000
		000						0
		000						0
		000						0
		000						0
			TOTAL 01-02	5,760,000	1,940,000	0	0	7,700,000

Notas:

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
01			PREPARACAO E SERVICOS DO SITIO					
	03		Luz Publica e Rede Electrica:					
		200	Supervisao e Levantamentos Contratadas		50,000			50,000
		400	Projecao de Sistema		150,000			150,000
		500	Materias de Construcao - no sitio	2,000,000	2,800,000			4,800,000
		501	Materias de Const. - fora do sitio					0
		600	Construcao - no sitio		2,000,000			2,000,000
		601	Construcao - fora do sitio					0
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 01-03	2,000,000	5,000,000	0	0	7,000,000
	04		Ruelas - Passeios					
		200	Supervisao e Levantamentos Contratadas	150,000	200,000	50,000		400,000
		500	Materias de Construcao	800,000	3,200,000	800,000		4,800,000
		600	Construcao	800,000	3,200,000	800,000		4,800,000
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 01-04	1,750,000	6,600,000	1,650,000	0	10,000,000

Notas:

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
02	01		EQUIPAMENTOS COLECTIVOS					
			Centro de Saude:					
		200	Supervisao e Levantamento		140,000			140,000
		400	Projecao	360,000				360,000
		500	Materias de Construcao		3,000,000			3,000,000
		501	Equipamentos Instalados		1,800,000			1,800,000
		600	Construcao		3,700,000			3,700,000
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 02-01	360,000	8,640,000	0	0	9,000,000
	02		Centro Comunitario:					
		200	Supervisao e Levantamento		90,000	270,000		360,000
		400	Projecao		900,000			900,000
		500	Materias de Construcao		2,000,000	6,000,000		8,000,000
		501	Equipamentos Instalados			3,000,000		3,000,000
		600	Construcao		2,000,000	6,740,000		8,740,000
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 02-02	0	4,990,000	16,010,000	0	21,000,000

Notas:

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
02			EQUIPAMENTOS COLECTIVOS					
	03		Escolas (10 salas de aulas):					
		200	Supervisao e Levantamento			70,000	218,000	288,000
		400	Projecao			720,000		720,000
		500	Materias de Construcao			1,000,000	5,392,000	6,392,000
		501	Equipamentos Instalados				3,600,000	3,600,000
		600	Construcao			1,000,000	6,000,000	7,000,000
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 02-03	0	0	2,790,000	15,210,000	18,000,000
	04		Outras Obras Publicas (menores)					
		000	Estimativa		1,000,000	1,000,000	5,500,000	7,500,000
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 02-04	0	1,000,000	1,000,000	5,500,000	7,500,000
			TOTAL 02	360,000	14,630,000	19,800,000	20,710,000	55,500,000

Notas:

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
05	01		APOIO AO SECTOR INFORMAL					
			Mercado:					
		200	Supervisao e Levantamento				14,000	14,000
		400	Projecao				20,000	20,000
		500	Materias de Construcao				343,000	343,000
		600	Construcao				343,000	343,000
		601	Ligacao de Agua				50,000	50,000
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 05-01	0	0	0	770,000	770,000
	00		Xxxx Xxxx Xxxx:					
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 00-00	0	0	0	0	0
			TOTAL 05	0	0	0	770,000	770,000

Notas:

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
07			GARM ADMINISTRACAO					
	01		Sede Funcionamento:					
		100	Salarios	6,000,000	6,000,000	6,000,000	6,000,000	24,000,000
		101	Pagamentos Suplementarios os Quadros	1,500,000	1,500,000	1,500,000	1,500,000	6,000,000
		110	Rendas de Escritorios	120,000	120,000	120,000	120,000	480,000
		130	Manutencao	730,000	50,000	50,000	50,000	880,000
		131	Materias de Limpeza	40,000	40,000	40,000	40,000	160,000
		140	Mobiliias de Escritorio	500,000	50,000	50,000	50,000	650,000
		141	Equipamentos de Escritorio	500,000	50,000	50,000	50,000	650,000
		142	Fornecimento de Escritorio	500,000	500,000	500,000	500,000	2,000,000
		145	Veiculos	8,000,000	0	450,000	0	8,450,000
		160	Operacao dos Veiculos	180,000	180,000	270,000	270,000	900,000
		170	O Porte (Poste)	60,000	60,000	60,000	60,000	240,000
		171	Telefone e Comunicacao	150,000	150,000	150,000	150,000	600,000
		172	Electricidade (Utilidades)	20,000	20,000	20,000	20,000	80,000
		174	Imprensa e Fotocopias	450,000	450,000	450,000	450,000	1,800,000
		175	Seguros	200,000	60,000	60,000	60,000	380,000
		176	Custos de servicos de Banco	30,000	30,000	30,000	30,000	120,000
		178	Anuncios	50,000	50,000	50,000	50,000	200,000
		179	Livros e Publicacoes	10,000	10,000	10,000	10,000	40,000
		180	Viagens	800,000	2,500,000	2,500,000	2,500,000	8,300,000
		181	Formacao de Quadros	0	500,000	500,000	500,000	1,500,000
		800	Auxilio Tecnico	3,024,000	3,024,000	3,024,000	3,024,000	12,096,000
		850	Devedores e Credores Diversos	4,500,000				4,500,000
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 07-01	27,364,000	15,344,000	15,884,000	15,434,000	74,026,000

Notas:

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
07	02		GARM ADMINISTRACAO					
			Escritorio de Local (Construcao):					
		200	Supervisao e Levantamento	30,000				30,000
		300	Equipamento de Construcao	250,000				250,000
		400	Projecao	50,000				50,000
		500	Materias de Construcao	375,000				375,000
		600	Construcao	375,000				375,000
		000						0
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 07-02	1,080,000	0	0	0	1,080,000
	03		Escritorio de Local (Funcionamento):					
		100	Salarios	900,000	1,800,000	1,800,000	1,800,000	6,300,000
		101	Pagamentos Suplementarios aos Quadros	450,000	900,000	900,000	900,000	3,150,000
		130	Manutencao	100,000	100,000	250,000	100,000	550,000
		131	Materias de Limpeza	20,000	60,000	60,000	60,000	200,000
		140	Moveis de Escritorio	100,000	50,000	50,000	50,000	250,000
		141	Equipamentos de Escritorio	100,000	100,000	100,000	100,000	400,000
		142	Fornecimento de Escritorio	100,000	200,000	200,000	200,000	700,000
		172	Electricidade (Utilidades)	20,000	40,000	40,000	40,000	140,000
		000						0
		000						0
			TOTAL 07-03	1,790,000	3,250,000	3,400,000	3,250,000	11,690,000
			TOTAL 07	30,234,000	18,594,000	19,284,000	18,684,000	86,796,000

Notas:

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
08			ESTELEIRO COMUNITARIO					
	02		Funcionamento:					
		100	Salarios	3,100,000	6,300,000			9,400,000
		130	Manutencao	46,000	100,000			146,000
		131	Materias de Limpeza		40,000			40,000
		140	Moveis de Escritorio	500,000				500,000
		141	Equipamentos de Escritorio	500,000				500,000
		142	Fornecimento de Escritorio	50,000				50,000
		145	Veiculos	5,000,000				5,000,000
		150	Comprar Cimento	500,000	7,000,000			7,500,000
		151	Areia	100,000	5,000,000			5,100,000
		152	Pedra	100,000	2,500,000			2,600,000
		153	Madeira	200,000	5,000,000			5,200,000
		154	Ortras Materias de Carpentaria	50,000	500,000			550,000
		155	Metal	50,000	2,000,000			2,050,000
		156	Outras Materias de Metaleira		500,000			500,000
		160	Operacao dos Veiculos e Equipamentos		400,000			400,000
		170	Selos e Telegramas		50,000			50,000
		171	Telefone		10,000			10,000
		172	Electricidade (Utilidades)		20,000			20,000
		174	Imprensa e Fotocopias		300,000			300,000
		175	Seguros	400,000	200,000			600,000
		176	Servicos do Banco		30,000			30,000
		178	Anuncios		30,000			30,000
		179	Livros e Publicacoes		30,000			30,000
		180	Bolsas de Viagens		200,000			200,000
		181	Formacao dos Quadros		200,000			200,000
		300	Equipamentos de Esteleiro	6,180,000				6,180,000
		000						0
			TOTAL 08-02	16,776,000	30,410,000	0	0	47,186,000
			TOTAL 08	45,776,000	30,410,000	0	0	76,186,000

Notas:

Cab.	Sub.	Item	Descricao	1988	1989	1990	1991	Total
09			ESTUDOS E EXPERIENCIAS					
	01		Inqueritos e Estudos:					
		700	Preparacao de Fase II	1,000,000	1,500,000	2,000,000	2,500,000	7,000,000
		701	Estudo A	500,000	500,000	500,000		1,500,000
		702	Estudo B	500,000	500,000	500,000		1,500,000
		703	Estudo C	500,000	500,000	0		1,000,000
		704	Estudo D	500,000	0			500,000
		710	Evaluaçao do Projecto depois 4 anos				2,500,000	2,500,000
		000						0
		000						0
		000						0
		000						0
			TOTAL 09-01	3,000,000	3,000,000	3,000,000	5,000,000	14,000,000
	02		Experiencias:					
		700	Experiencia A	50,000	50,000	50,000	50,000	200,000
		701	Experiencia B	50,000	50,000	50,000	50,000	200,000
		702	Experiencia C	50,000	50,000	50,000	50,000	200,000
		703	Experiencia D	50,000	50,000	50,000	50,000	200,000
		704	Experiencia E	50,000	50,000	50,000	50,000	200,000
		000						0
		000						0
		000						0
		000						0
		000						0
			TOTAL 09-02	250,000	250,000	250,000	250,000	1,000,000
			TOTAL 09	3,250,000	3,250,000	3,250,000	5,250,000	15,000,000

Notas:

Cab.	Sub.	Item	Descripcion	1988	1989	1990	1991	Total
00	00	000 000 000 000 000 000 000 000 000 000 000	XXXX XXXX XXXX XXXX XXXX: XXXX XXXX XXXX:					0 0 0 0 0 0 0 0 0 0 0
			TOTAL 00-00	0	0	0	0	0
	00	000 000 000 000 000 000 000 000 000 000 000	XXXX XXXX XXXX: TOTAL 00-00					0 0 0 0 0 0 0 0 0 0 0
			TOTAL 00	0	0	0	0	0

ANNEX 3

OPTIONS FOR FINANCING OF URBAN PROJECTS

FINANCIAMENTO DE PROJECTO URBANÍSTICO

A. INTRODUÇÃO

Os muceques de Luanda já possuem certo tipo de casas habitacionais. O Projecto Piloto para o Sambizanga tenciona prover a população da área do projecto com infraestruturas básicas urbanísticas tais como fornecimento de água, estruturas comunitárias, estradas melhoradas, etc., e mais fáceis acessos, até um montante limite de materiais de construção, com o objectivo de melhorarem as suas casas já existentes e suas respectivas condições sanitárias ou, construir novas casas e latrinas. É intenção que estes materiais sejam produzidos pelo projecto "estaleiro" e vendidos a uma cooperativa a preços que reflectirão os seus custos de produção.

O GARM está também a negociar com o BNA um programa de empréstimo para construção, que seja acessível aos habitantes da área do projecto.

O assunto de financiamento de habitações e de estruturas urbanísticas básicas é um projecto emotivo. Parte da razão pela qual é emotivo é o facto de existirem três vias gerais para financiar projecto urbanísticos.

B. MÉTODOS ALTERNATIVOS DE FINANCIAMENTO

1. O Governo paga o valor total do levantamento e/ou construção dos serviços urbanísticos e oferece um subsídio sobre a habitação (estes fundos poderão ser aumentados de taxas de propriedade, imposto sobre o rendimento, excedente de companhias estatais, empréstimos estrangeiros, etc.).

2. O projecto é auto-financiado. Existem diversas formas pelas quais um projecto poderia ser auto-financiado:

a) os beneficiários do projecto pagam o custo total dos serviços sem qualquer subsídio do governo. Os grupos financiadores internacionais tais como o World Bank, promovem financiamentos de projectos auto-sustentados. Estes projectos podem, teóricamente, ser desenvolvidos em qualquer escala necessária e não são sensíveis a temporária escassez de fundos governamentais. O melhoramento das instalações coloniais em Lusaka, Zâmbia, iniciada no começo dos anos 70, é um exemplo de um dos primeiros projectos de auto-financiamento que tiveram sucesso.

b) debruçando-nos sobre as bases do projecto. Por exemplo, o projecto poderia emprestar Kz 50.000.000 para construir um "estaleiro". Se o empréstimo fosse para ser pago em 25 anos a um juro composto anual de 6% sobre o balanço não saldado, o pagamento mensal sobre o empréstimo seria de Kz 325.945,33. Se o "estaleiro" produzisse 1500 blocos por dia à razão de 20 dias por mês, o preço de venda de 11Kz por bloco pagaria o empréstimo em 25 anos. É de notar que o preço de venda dos blocos deve incluir todos os outros custos envolvidos na produção dos blocos (matérias primas, mão de obra, desgaste de material, transporte, administração, etc.).

c) qualquer combinação entre a) e b)

3. Entre os métodos extremos acima citados, existe um número de meios em que se poderiam dividir os custos dos projectos entre o governo e os beneficiários, de um modo que dependeria do tipo de serviços urbanísticos e da economia do país.

C. AS IMPLICAÇÕES

1. MÉTODO DE AUTO-FINANCIAMENTO

Se o governo decide que são os beneficiários que pagam o custo total ou dividem os custos do projecto com o Governo, é essencial empreender as seguintes pesquisas:

a) determinar a voluntariedade da população na partilha dos custos dos serviços propostos. A maioria dos beneficiários tem que estar de acordo com o tipo e nível de serviços a serem providenciados.

b) Determinar a capacidade da população alvo de pagar pelos serviços propostos. Esta capacidade é determinada pelo estudo sócio-económico o qual deverá identificar:

- famílias e rendimentos individuais (líquido e bruto) e indicação da sua regularidade

- gastos domésticos especialmente com a casa e serviços com ela relacionados, mas também com comida, roupa, transporte, saúde, etc.

- montante máximo que as famílias conseguem pôr de parte, por mês, para a casa e serviços afins.

Em 1985-86 o GARM levou a cabo dois levantamentos na área do projecto. Um levantamento ocular das condições das casas e um questionário sobre a situação familiar. Como foi explicado detalhadamente na Análise destes levantamentos compilados em Julho de 1987, a informação

económica colhida durante estes levantamentos é a mais enganadora de toda a informação colhida. Não existem dúvidas de que as informações dadas são correctas mas, só representam os salários oficiais e pagamentos de rendas. Não reflectem de maneira nenhuma as origens secundárias do mercado paralelo. Estimativas indicam que mais de 30% de toda a actividade económica na área estudada (despesas bem como receitas) ocupa um lugar na economia paralela a preços muito mais altos que os preços oficiais. Este é o factor dominante de controle de qual quer programa urbanístico em Luanda.

Todo este tipo de actividade é não oficial e, consequentemente, poderá ser muito difícil e moroso determinar o rendimento actual familiar e números sobre as despesas. Por conseguinte, o montante de qualquer quota paga pelos beneficiários, terá que ser determinada arbitrariamente por concenso entre a comunidade e o projecto.

Segundo a alternativa de que o beneficiário pague o total ou parte dos custos do projecto, terá de acontecer o seguinte:

- a) O governo terá de estabelecer as estruturas legais e os processos institucionais que controlarão as actividades de reembolso.
- b) Os beneficiários terão que aceitar os termos dos compromissos prévios para o início do projecto.

2. FINANCIAMENTO PELO GOVERNO

Se o governo decide financiar totalmente o projecto sem qualquer encargo para os beneficiários, é essencial que o governo faça o seguinte:

- a) Aprove principalmente o tipo de serviços públicos e estruturas a serem construídas no âmbito do projecto
- b) Forneça o capital (em kwanzas e em divisas) necessário para completar todas as fases do projecto.
- c) forneça os recursos periódicos necessários para levar a cabo a manutenção, reparação e substituição dos serviços.

4. CONCLUSÕES

Os métodos de financiamento acima descritos podem ser aplicados ou adoptados para o financiamento do Projecto Piloto para o Sambizanga. O GARM está em fase de aproximação com a comunidade e de solicitar a sua ajuda no planeamento e esboço das bases do projecto mas, existe uma ausência de uma política aberta para a cidade no que diz respeito à cobertura de custos de projectos urbanísticos. A escolha da alternativa de financiamento é em parte uma decisão política que deverá ser

tomada no contexto de uma política económica corrente ou planificada. Entretanto, solicitamos o mais rápido possível, uma orientação neste assunto, por parte das autoridades políticas competentes.

DEVELOPMENT WORKSHOP Luanda 3, 2/88 (E.H.)

ANNEX 4 . SAMBIZANGA UPGRADING PILOT PROJECT
 FINANCIAL REPORT (as of end March 1988)

PARTICULARS	COST
1. Technical assistance	
Fees 16 person months @ \$2,000/mo.	\$32,000.00
Expenses	16,000.00
Sub-total	48,000.00
2. Transport	
1 4 x 4 Light Vehicle (Niva)	9,000.00
1 Office Vehicle (Lada)	6,000.00
Import duty and customs	7,000.00
Running costs, petrol	2,800.00
Spare parts, repairs and service	3,550.00
Sub-total	28,350.00
3. Equipment Workshop/Office	
Office furnishings	4,900.00
Water supply installation	1,000.00
Tools and Hardware	770.00
Stationery 1,180.00	
Drafting and Office equipment	5,550.00
Audio visual and training equipment	750.00
Renovations	8,000.00
Computer equipment 6,500.00	
Shipping costs 3,200.00	
Sub-total	31,850.00
4. Development and Training	
Travel	10,450.00
Administrative Assistance 5,850.00	
Utilities and Communications 2,500.00	
Housing	11,950.00
Sub-total	30,750.00
TOTAL ALL ITEMS	\$138,950.00