

THE PROJECT FOR
SOCIAL AND ECONOMIC REINTEGRATION AND
COMMUNITIES DEVELOPMENT
IN THE REPUBLIC OF ANGOLA

Final Report

MARCH 2009

JAPAN INTERNATIONAL COOPERATION AGENCY

IC NET LIMITED
NIPPON KOEI CO., LTD.

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PREFACE

In response to a request from the Republic of Angola, the Government of Japan decided to conduct a study on Social and Economic Reintegration and Community Development and entrusted the study to the Japan International Cooperation Agency (JICA).

JICA selected and dispatched a study team that was headed by Mr. Akiya Seko of IC Net Limited and consisted of IC Net Limited and Nippon Koei Co. Ltd., between September 2006 and December 2008.

The team held discussions with officials from the Government of Angola, and conducted field surveys in the study area. Upon returning to Japan, the team conducted further studies and prepared this final report.

It is my hope that this report will contribute to the promotion of planning of the social and economic reintegration and communities development and to the enhancement of the friendly relationship between our two countries.

Finally, I wish to express my sincere appreciation to the officials of the Government of Angola who were involved with this project for the close cooperation extended to the study.

March 2009

Izumi ARAI
Vice-President
Japan International Cooperation Agency

March 2009

Mr. Izumi Arai
Vice-President
Japan International Cooperation Agency
Tokyo, Japan

LETTER OF TRANSMITTAL

Dear Mr. Arai:

We are pleased to submit to you herewith the report on the Study of the Project for Social and Economic Reintegration and Communities Development in the Republic of Angola. The report presents the results of all work performed in both Angola and Japan during the total period of the project, which lasted for 35 months from August 2006 to February 2009.

This study was started in line with the framework of “Human Security” for Angola, which the Angolan people and their government have been united for in the postwar rehabilitation which has commenced following the cease-fire of the 26-year civil war. The Study Team prepared a development plan for the rural area of the Municipality of Lobito located in Benguela Province, which is an important area for reconstruction and development in the country. The plan is based on the lessons learned from the two-year implementation of the 13 pilot projects, and the results of area- and sector-specific participatory planning during the Study. The pilot projects were successfully completed with remarkable results, and the Report proposes a “Development Plan” which is continuation and expansion of the activities initiated by the Study. We sincerely hope that the plan to be implemented by the Provincial Government of Benguela, and the Municipality Administration Office of Lobito, is adopted as soon as possible.

We wish to express our deep appreciation and sincere gratitude to your Agency, the Ministry of Foreign Affairs, for the courtesies and cooperation kindly extended to our team.

We also wish to express our deep appreciation and sincere gratitude to the South Africa Office of your Agency, the Embassy of Japan in Angola, MINARS of Angola, the local government of the target areas, and other authorities involved for their close cooperation and assistance extended to our team during our field investigation and studies in Angola.

Sincerely,

Akiya Seko
Leader of the Study Team
The Project for Social and Economic
Reintegration and Communities
Development in the Republic of Angola

Executive Summary

I. Study

1. Background

The Angola civil war, which began after its independence from Portugal in 1975 evolved into a prominent Cold War conflict continuing for 27 years until the ceasefire agreement was reached in April 2002. After the ceasefire, international organizations provided emergency and reconstruction assistance aimed at promoting the return of the internally displaced, and the reintegration of discharged soldiers back into civil society.

Japanese government agencies have sent project formulation missions on mission peace building from February to March 2003, discussing the possibility of cooperation. Japan International Cooperation Agency (JICA) conducted project formulation studies from November 2004 to January 2006 and preliminary evaluation in March 2006. The scope of work was concluded in June, and the Project for Social and Economic Integration and Communities Development (hereinafter referred to as the Study) was conducted from September 2006 to February 2009.

2. Objectives

The objectives of the Study are as follows:

1. To formulate a master plan on regional reconstruction and development.
2. To specify a rural reconstruction and development model through pilot projects then, considering the results of the projects determine their applicability in other areas, and integrate them into the master plan.
3. To disseminate lessons learned from the Study.

During the planning phase, the Study Team paid attention to the following objectives:

Making the Plan Feasible and Applicable

1. To adopt a participatory approach in planning to allow stakeholders to maintain or secure cultural ownership.
2. To pay close attention to the rapid changes Angolan society and the capacity of actors in development activities.
3. To attempt the approach in a way that makes it applicable to planning in other areas.

Conducting pilot projects that meet community reconstruction and development needs directly, and assessing their potential to evolve into development projects at the same time

1. To select projects that meet community needs following the civil war on the basis of the human security concept, with capacity building of actors taken into account.
2. To establish a system which achieves synergy among projects during their implementation.

3. Target Area

In both Kuanza Sul and Benguela Provinces, emergency and reconstruction assistance was

conducted in inner areas where many discharged soldiers and returned displaced persons were from. However, in Benguela, many displaced persons came to coastal areas first, therefore full-scale emergency and reconstruction assistance was conducted in the area. Consequently, the situation stabilized and the displaced persons went back to inner areas away from the coast. As a result, assistance to coastal areas decreased gradually. Nevertheless, both provinces still demand reconstruction in the coastal areas.

Based on the recommendations of the provincial governments, it was determined that the JICA study would be conducted in the coastal areas. Pilot projects were conducted in Capolo *Comuna* in the Porto Amboim Municipality in Kuanza Sul Province, Canjala *Comuna* in Lobito Municipality, and Dombe Grande *Comuna* in Baia Farta Municipality in Benguela Province. All of these areas are in great need of reconstruction.

The Lobito rural area was selected as the target area for developing the master plan based on the following selection criteria.

The plan could then serve as a reference for inner areas for the reasons that follow:

1. The social settlements of displaced persons are similar to those of inner areas.
2. In transferring power to municipalities in the decentralization policy, the *Comuna* administration stands in front in rural areas. The Lobito Municipality was appointed as an experimental municipality in the decentralization policy, and it plans to transfer power to *Comuna* administrations to some extent.

4. Study Strategy for the Elaboration of the Master Plan

Method of the Study

First of all, the capacity of the local residents for development has to be fomented and strengthened given that they are the beneficiaries of the Study, so that the Study can be the base of independent and sustainable development of the area. On the other hand, such separate capacities could be driven to bond as a regional capacity if there is in the *Comunas* or communities of the covered areas an organization of residents in charge of distributing the capacities that the beneficiaries' group has at its reach.

The public administrative personnel or local NGOs should take the lead in supporting the residents in strengthening their development capacity. They have a direct relationship with the local residents and act as mediators and executors in the development process.

The Study's objective is to promote a transformation of the local system, and also to track and understand the state of change as it happens in the three elements as follows:

“Resources,” for example human resources, material resources, and financial resources used for the accomplishment of the objectives of the project;

“Organization,” referring to the management of the resources presented above; and

“Norms” that the members of the organization adhere to so that the resources can be handled

effectively.

The Study Team has labeled the group made up of the interrelated personnel along with the three elements referred to above as the “Local System.” The Team’s aim is to make it work more effectively, allowing for the synergy of capacities among the related actors.

(i) Study Activity

Field Research and Review of the Literature

Basic data were compiled in relation to the “resources,” “organization,” and “norms” of each of the interrelated personnel which make up a “Local System” as mentioned in the general reference. The compilation took place through the revision of literature, research, interviews with the related actors and a “participatory” workshop with the residents of the target area. A hypothesis was established as the provisional master plan of reconstruction and development, and implementation system.

Pilot Projects

Pilot projects are carried out to examine the hypothesis presented in the field research. The pilot project executed in the Study is basically in agreement with the residents’ needs. Even so, each project which would be part of the plan and of the implementation system was examined. The Study has served as a tool to measure the degree of invigoration of the related actors’ capacity.

(ii) Verification Points

The pilot projects did not only examine the feasibility, but also the process and systems by which the projects were implemented. For this reason, the following points were checked:

Potential of the Projects:

1. Profitability
2. Technical Applicability

Process and the Implementation System of the Projects:

1. Invigoration of the process of preparing individual capacities of the interrelated personnel and of the local structure;
2. Effective method for sketch elaboration, planning out, monitoring and evaluation of the development plan;
3. Effective feedback system to monitor and evaluate the results

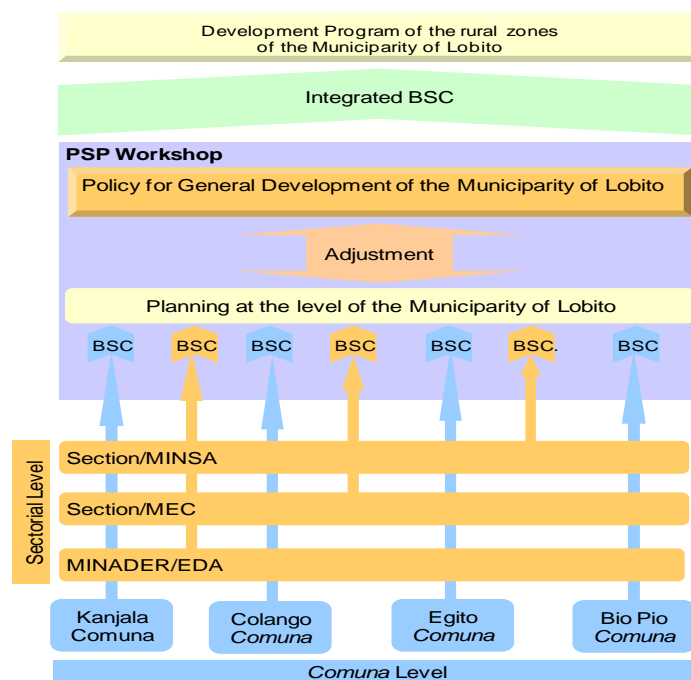
With regard to the model for the reconstruction process and system; and rural communities development in particular; it was examined with a focus on which means were appropriate and to what extent they would work.

(iii) Elaboration of the Plan

The plan was elaborated as an ascending program for the *Comunas* and sectors as illustrated in figure S-1. Communal programs were elaborated upon by local residents and public administrative personnel from each of the four *Comunas*. An interdisciplinary approach was

adopted, consisting of the agriculture, education and health sectors. It is shown in the light blue zone in Figure S-1.

The sectoral program will be elaborated in the rural area of the Municipality of Lobito by the administrative personnel, representing the three entrusted ministries (vertical yellow zones of Figure S-1).



Source: The Study Team

Figure S-1 Method of Elaboration of the Plan

These seven plans were analyzed by the Municipality department of planning and will be presented as its reconstruction and development program. This will take place in coordination with the Municipal basic sectoral development policy.

The sketch and the planning were applied in all the referred phases, including the process and system of execution of the plan, the vision of a “general study reference.” To elaborate the plan, the Study Team will use Participatory Sectoral Programming (hereinafter “PSP”). The Balanced Scorecard (hereinafter “BSC”) will be used to organize the results of the re-analysis of the seven plans.

II. Profile of Target Country and Area

1. National Development Plan of Angola

The current national development plan of the Government consists of "Angola 2025" formulated in 2004 under the long-term development framework; and the Government General Program (2-Year Plan), under the short-term development framework.

Angola 2025 is the primary policy guideline, designed to envision a long-term development

direction; it is the comprehensive framework which influences the policy of both province and Municipality at the national level.

In addition, the PRSP (revised in 2006) also exists as a development plan at the national level.

(i) Executive Summary

The Ministry of Planning developed the national development plan in November 2004, which describes the implementation of the direction of long-term development. Although the plan has some perspectives on social sector items such as the education and health/sanitation sectors, the priorities are on economic development. The objectives, priority policy and basic policy of the plan are as follows.

Table S-1 Angola 2025/Objective, Priority and Basic Policy

<p>Priority areas</p> <ol style="list-style-type: none"> 1. Development, stability, reform, consolidation of society and democracy 2. Expansion of employment, promotion of human/science technology 3. Transition from emergency aid to development of infrastructure 4. Development of economy, finance and competitive industry (sector) 5. Support for private sector enterprises 6. Consolidation and development of country
<p>Policy</p> <ol style="list-style-type: none"> 1. Promoting national reconciliation 2. Sustainable development with economic development and poverty reduction 3. Stable macro economy and society 4. Nationally-unified economic structure 5. Eliminating regional gaps
<p>Basic direction</p> <ol style="list-style-type: none"> 1. Building the future with action 2. Eliminating hunger, poverty, diseases and illiteracy to build the basis of human integrity 3. Attaching importance to human resources, knowledge and innovation, which brings sustainable prosperity to the nation. 4. Attaching great importance to labor, entrepreneurship and savings. 5. Eliminating military disputes as a means to resolve social disparity. 6. Preserving the environment and nature for consolidation of development, human beings and nature. 7. Vitalizing civil participation, democratic involvement, promoting equal opportunities, guaranteeing democratic rights for the development of civil society. 8. Respecting the variety of ethnic and tribes groups in order to protect national unity 9. Sustaining unification among generations to motivate future generations. 10. Promoting ethics and transparency on enterprises, economy, administration and society in order to eliminate corruption and fraud, which damages national richness. 11. Complete elimination of discrimination and gender inequality. 12. Reform on resource-dependent economic structures (crude oil/diamond) 13. Correcting imbalances of the macro economy and public finance, which may cause inflation and hamper economic growth 14. Deconcentration of fiscal resources and decentralization to improve efficiency and effectiveness of public administration. 15. Balanced-development of country (Correcting concentration on coastal areas and promoting economic development in the interior)

Source: Compiled by the Study Team upon ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA

(ii) Roadmap for Economic Development

Through economic development, this strategy's ultimate vision is to create a **"Self-sustainable economic state without dependence on natural resources."** To achieve this vision, the plan breaks down the policy to the following 3 steps and sets the vision and targets respectively.

The three steps are as follows: "Conversion from import-oriented economy," "Strengthening export capacity" and "Promoting heavy industry."

1. Phase 1 (P1 - 2010):

“Development of basic infrastructure and human resources, utilizing revenue from natural resources”

2. Phase 2 (P2 2011- 20):

“Preparatory period for non-dependent economic development of crude oil”

3. Phase 3 (P3 2020-25):

“Full-scale economic development in the non-natural resource sector”

(iii) Importance of the Plan

Since the plan envisions the long-term development spanning of over 20 years, few details about specific actions and programs were given. Therefore, the plan can be seen as the basic guideline or framework to develop the short-medium term development plan. Since several local authorities whom the Study Team interviewed discussed the plan, the team can reasonably assume that the plan represents the definitive development policy and should thereby be placed as an important guideline for the development framework.

(iv) Development Plan: Agricultural Sector

The plan prioritizes agriculture as the second most important sector following the crude oil sector. Because 60% of population, especially many impoverished groups, is engaged in agriculture, the development of the agricultural sector is important also in terms of poverty reduction. Therefore, the plan envisions strengthening the agricultural sector as part of measures to promote comprehensive rural development.

Table S-2 Development objective of Angola 2025/Agricultural Sector

General Objective	Socio-economic development of rural areas and farmers, improvement of basic infrastructure, improvement of food security
Special Objective	<ol style="list-style-type: none"> 1. Promoting rural business: Training of agro-related enterprise, expanding access to microcredit 2. Capacity/Institutional development (government/beneficiary): Resettlement of refugees, improvement of women's social position, institutionalization/revitalization of agriculture/livestock-related organizations (including Ministry of Agriculture and Rural Development), networking between farmers/ fisherman and instruction of vocational training. 3. Development of agricultural policy and infrastructure: Land ownership (with government guarantee) of beneficiary, development of survey and study on agriculture/forestry, development of sustainable natural resources
Programs(-2010)	<ol style="list-style-type: none"> 1. Promoting rural business: National programs for agriculture Promoting enterprise investment for general farmers Target: develop manufacturing enterprises of dairy products and meat by 2010. 2. Capacity/Institutional development (government/beneficiary): National program of training Objective: improve capacity and productivity of rural people 3. Development of agricultural policy and infrastructure: National program of integrated rural development: Prevention of desertification, rehabilitation of infrastructure, improvement of the zootechny, targeted area of road rehabilitation phase 1 (-2010) Namibe, Kuanza Sul, Cunene, Moxico, Cuando Cubango

Source: ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA (2025)

(v) Social Sector (Education, Health/Sanitation)

Health/Sanitation

The main issues concerning the health sector are the lack of sanitation-related infrastructure. For example, issues related to the water supply and toilet facilities, and a lack of medical services including hospitals.

These are the major causes of epidemic disease (such as malaria, diarrhea, tuberculosis and asthma) in Angola. Malaria especially, has been a serious problem as it still accounts for 15-30% of Angola's mortality rate. The plan, therefore, suggests the following policies.

1. Development of water-related infrastructure
2. Construction of hospitals (General hospital)
3. Training of health service workers
4. Free medical services for poor groups
5. Development of an insurance system

Education

The problems in the education sector derive from the damage caused by the civil war, such as the destruction of schools and a lack of teachers. However, in the reconstruction process, a low priority was given to the education sector. Therefore the amount of public investment was very low. This has caused many problems and makes the education environment relatively worse than other neighboring countries.

To improve this situation, the plan establishes the following objectives.

1. Provide public education for all children
2. Reform curriculum
3. Begin the training of teachers capable of comprehensive education (who can serve not only in academic education, but also provide guidance to students' lives)

The focus of the plan consists of the following two programs, "Development of education infrastructure (School construction and development of educational materials)" and "Training of human resources in the education sector (Re-education program of teachers)."

(vi) Administration Reform/Decentralization Policy

The basic idea of administration reform and the decentralization policy is ideally, to minimize the involvement of the state, but also to proceed progressively and carefully, taking the actual situation into consideration. It also aims to emphasize the importance of changing peoples' perceptions, and enhance their awareness and commitment to politics.

The plan points out the problems of the current administration on both institutional issues (such as unnecessarily dispersed power and decision-making processes) and physical constraints (lack of competent public servants).

The decentralization roadmap starts from a progressive transfer of power (Decentralization) to enhance the institutional capabilities of the Provinces and cities, and leads to a transfer of financial resources (Deconcentration) as the following step. The following table shows the ideal demarcation of responsibility among local authorities. The plan also includes the formulation of programs to put the above ideas into practice.

Table S-3 Expected Role of Local Authorities after Decentralization

Local authorities	Role/Responsibility
Province	Planning economic development: development of provincial networks (basic infrastructure), national land planning, environmental conservation, local taxation, projects for natural resource utilization, vocational training, school networks, sanitation networks, rural electrification, transportation
Municipality	Municipality-related planning and land utilization: water supply networks, basic sanitation, electricity/transportation networks, health facilities, education, culture, recreation/sports, securing the environment for economic activity, construction permits, urbanization policies, residences
<i>Comuna</i>	Provision of basic social welfare, management of the community's public facilities, implementation of programs transferred from the Municipality

Source: ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA (2025)

(vii) Strategic Importance of Benguela Province

Benguela Province, a target area of the Study, is known as regional hub for logistics and import/export services, taking advantage of the Port of Lobito and the railway infrastructure.

In addition, areas from Benguela Province to Namibe Province (south) are considered to be strategically important areas in national policy. This can be observed from the fact that this region was designated as a priority area for industrialization.

The region is also important for agricultural production. Thus programs such as the construction of demonstration farms and the installation of agricultural development centers on a priority basis are to be implemented.

Table S-4 Priority item of Industrialization Policy in Benguela Province

Sector	Goods and item with high potential
Agriculture/Forestry	processed corn products, almonds, coconuts, palm oil, sugar production, tobacco, vegetable juice, fruit liquor, meat, dairy products, , edible fat (butter, lard), processing of fishery products
Mineral/Industry	Crude oil/Natural gas refinery, Steel/Cement industry
Manufacturing industry	Mineral water production, manufacturing of shipbuilding and transport-related equipment., paper industry (cellulose production), production of ceramics, can and construction materials

Source: ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA (2025)

2. Study Area – Lobito Municipality

(i) Outline

Lobito, known as the core Municipality in mid-Angola, is located 30km north of Benguela and has a population of approximately 740,000 people. The area covers 3,685 km², and its climate is tropical dry, with an average temperature of 20 degrees (Celsius) and 70% humidity. It is also the origin of Benguela Railway running into the interior areas of Africa. In its interior in the east, there are the regions of Huambo (3rd largest Province in Angola) and central highland. Lobito’s primary businesses are trade, industry, agriculture, and fishery.

(ii) Development Plan of Lobito

”Plano de Desenvolvimento Económico e Social do Município do Lobito 2009–2013” (hereafter the plan), known as the development plan of Lobito Municipality, is the mid-term plan for 2009-13.

In its preface, the plan envisages the future vision of Lobito Municipality in Angola, as an "International industrial centre with its geographical advantages and its transportation infrastructure (such as the Port of Lobito, The Benguela Railway, and the Airport of Catumbela)".

The plan is the roadmap to achieve this goal ultimately, and it consists of the following four items.

1. **Status quo:** Brief presentation of Benguela Province and Lobito Municipality in terms of sector-wise and *Comuna*-wise situations.
2. **Development Potential:** Consideration of development potential using SWOT methodology
3. **Development Objective:** The plan consists of four general objectives, and specific objectives corresponding to each general objective. The plan also sets indicators to measure the level of achievement.

4. **Investment Plan**, with consolidated lists of projects under local/central responsibility and those of public-private partnership.

The estimated scale of investment in 5 years is approx. Kz380 billion (approximately US\$5.06 billion)¹.

Agriculture / Stock-Raising

Table S-5 Agricultural Sector/Target and Indicators

Goals	Indicators	Province	Municipal
Triple the current planted area	Total of planted area in firm and traditional sectors	840,000 ha	14,553 ha
Double the current productivity (kg/ha)	Total production of both firm and traditional sectors	1,689 millions of ton	204,534 ton
Increase number of cows (cattle) 8 times (base figure;2006)	Number of cows (cattle) in both firm and traditional sectors	400,000	25,720
Increase number of goats (cattle) 8 times (base figure;2006)	Number of goats (cattle) in both firm and traditional sectors	380,000	50,768
Increase number of swine(cattle) 8 times (base figure;2006)	Number of swine (cattle) in both firm and traditional sectors	78,000	4,904
Increase number of hens (cattle) 8 times (base figure;2006)	Number of hens (cattle) in both firm and traditional sectors	112,000	16,072
Promote re-forestation in the dessert areas	Total area re-forested	1,200 ha	nil

Source: "Plano de Desenvolvimento Económico e Social do Município do Lobito 2009 – 2013"

Education

Table S-6 Education Sector/Target and Indicators

Target	Indicators	Province	Municipal
Increasing the level of schools	Human Development Rate of Education (IDH-E)	0.867	0.867
Eradicate illiteracy	Literate population above 15 years old	555,000 literates	159,664 literates
Achieve a 100% enrollment rate for children and an 80% participation rate in the education system for children and the youth	The number of enrolled children 5 to 14 years old, and youth 15 to 19 years old	842,000 enrolled	265,627 enrolled
Achieve 100% of teachers whose received pedagogic training	Number of teachers with pedagogic training	38,098	12,013

Source: "Plano de Desenvolvimento Económico e Social do Município do Lobito 2009 – 2013"

¹ US\$1 converted Kz75 (as of Sep. 2008)

Health

Table S-7 Health sector/Target and Indicators

Goals	Indicators	Province	Municipal
Increase the average life expectancy	Life expectancy	55 years	55 years
Reduce the infantile mortality rate under 1	Infant mortality rate under 1 per 1,000 birth	65.5 per 1,000 alive birth	65.5 per 1,000 alive birth
Reduce infant mortality rate under 5	Infant mortality rate under 5 per 1,000 birth	193.1 per 1,000 alive birth	193.1 per 1,000 alive birth
Reduce the maternal mortality rate	Maternal mortality rate per 100,00 birth	312.9 per 100,000 birth	312.9 per 100,000 birth
Reduce the mortality rate of malaria	Mortality rate of Malaria per 1,000 habitants	29.9 per each 1,000 hab.	29.9 per each 1,000 hab.
Reduce the mortality rate of respiratory disease	Mortality rate of respiratory disease per 1,000 habitants	8.8 per each 1,000 hab.	8.8 per each 1,000 hab.
Reduce the mortality rate of Cholera	Mortality rate of Cholera per 1,000 habitants	1.9 per each 1,000 hab.	1.9 per each 1,000 hab.
Reducing the mortality caused by diarrhea	Mortality rate of Diarrhea per 1,000 habitants	5.2 per each 1,000 hab.	5.2 per each 1,000 hab.
Increase the number of doctors	Number of doctors per 100,000 habitants	165 doctors per each 100,000 hab.	165 doctors per each 100,000 hab.
Increase the number of beds in hospitals	Number of beds per 1,000 habitants	0.8 beds per each 1,000 hab.	0.8 beds per each 1,000 hab.

Source: "Plano de Desenvolvimento Económico e Social do Município do Lobito 2009 – 2013"

3. General Approach to Socioeconomic Reintegration and Community Development

A general approach of the reconstruction and development of the rural areas is shown below. The governments of the Provinces and other departments recognize that their challenges consist of surpassing the current situation so that the inhabitants become prominently active with their initiatives. They must also focus on improving the planning, monitoring, and evaluation capacity of the administrative employees and local NGOs.

All of the actors are inhabitants in general, including the staff of the administration, and members of NGOs, they should be aware, that this is a base to begin with development activities allying their initiatives.

In the inhabitants' case, because they are direct beneficiaries of the development projects, they should be primarily aware that they are able to move forward with the mindset of having initiatives for development.

The administrations have opportunities to participate in the indirect projects, given that the organizations and international NGOs implemented them directly.

It is right that the government's role is basically administrative. However, the way in which the transition period is handled is very important because it offers the opportunity to plan, implement, monitor and evaluate the direct projects, especially at the level of community administrations. The presumption is that this experiment will strengthen property consciousness in relation to the projects, and from this open up the possibilities to create high quality development planners.

During the emergency aid period, the majority of NGOs played the role of food distributors and later converted into development interveners, driving the construction or rehabilitation of communal infrastructures, where most of the inhabitants participated by the regime of Food for Work, funded by WFP.

The fact that the NGOs quickly turned into true development actors was really important, but unfortunately they didn't have the opportunity to practice their new challenges.

4. Challenges and Potentials

The following are the summarized challenges and potentials by sector on the basis of comparing the Study's results as compiled by the Study Team and the policies and strategies shown by the central and provincial government.

(i) Agriculture

Challenges

As hunger that threatens life is still a big problem, basic food production for food security is the largest challenge. Sub issues are increasing land productivity, farmland expansion, and establishing a marketing system.

Potentials

There are many communities that hold lands well suited for farming. There are numerous rivers that can supply abundant amounts of water annually. There are also many irrigation canals that were used during the colonial days that fell into disrepair during the civil war which are in need of rehabilitation. Some aspects of colonial infrastructure still exist, for example, Canjala *Comuna* was once a beans seed supply center in the past. In short, there are still infrastructure and technologies from the colonial days that can be rehabilitated. These all offer promising potential.

(ii) Education

Challenges

The central government identifies promotion of educational reform as the largest challenge. This is divided into formal education and non-formal education. The former includes from 4-2-2 grade system to 6-3 system in elementary and secondary education, and increasing the capacity of teachers for handling increased numbers of pupils per class. The latter refers to improving adult literacy rates.

Potentials

NGOs that are capable of rehabilitating school buildings with the participation of community people offer a great potential. Some NGOs have experience in school construction funded by foreign donors. If NGOs work as a bridge between highly motivated communities and administration officials school construction by community people is possible.

For adult literacy, the presence of many people that are keen on participating in literacy

classes offers great potential. Some communities have already finished the training of literacy teachers, and some communities where trained teachers live have had literacy classes spontaneously supported by NGOs.

(iii) Health

Challenges

Health service improvement is the largest challenge in the national development plan. This objective will be realized by improving primary health care and by strengthening disease care programs with the expansion of health posts. This is especially appropriate in the rural areas. During the civil war, many health posts were destroyed. Construction of health posts is ongoing but the number is still low.

Potentials

The potential for human resources, nurses in particular, is high. Data filing by nurses is very good. Temperature control of oil refrigerators for keeping vaccines as well as registration of patients is being done almost smoothly. Some vaccinations such as that for polio are being administered in most communities. In addition, it is very important that people never refuse vaccination. Traditional midwives and literacy class teachers trained in the courses of public health and working as volunteers in vaccinating also offer potential to encourage people in their communities to get vaccinated.

III. The Conceptual Framework for Socioeconomic Development

Framework for development of rural area of Lobito Municipality

This plan is based on the concept of wanting **a plan that supports the government's development policy while also resolving local development issues**. The development issues pertaining to the target region can roughly be divided into four categories: ensuring a stable food supply, alleviating the burdens of heavy labor, providing educational opportunities, and improving livelihoods. Most of these issues are also attributed to reducing poverty. The aim of the master plan is to contribute to the improvement of living standards for people. This is included in the municipality's vision. In addition, its aim is to achieve the goals of "Development strategy for the long term of Angola 2025." Given that the target area in the reconstruction and development plan was the rural region of the municipality of Lobito, **reducing poverty in rural regions** was made the development goal of the plan. Accordingly, four basic goals were set to achieve the overall goal: ensuring a stable food supply, alleviating heavy labor, providing educational opportunities, and improving livelihoods.

From the perspective of the assistance provider, the four basic goals can be viewed as demonstrating a post-war stepwise approach in stages of (1) emergency (2) reconstruction and (3) development. But socio-economic conditions differ even within the same region, and there are major differences among villages. This makes it risky to adopt a single approach without ascertaining conditions in the target region. There could be cases where both goal No. 1 and

goal No. 3 need to be implemented at the same time, and under other conditions the stages should be followed in the order 1→2→3. It is essential to address issues appropriately and in a manner suitable to the village's socio-economic conditions.

A system that will insure the self-sustaining development of the projects implemented is indispensable. This system is the implementation process and framework for the project, and indeed the issue assigned to each development actor. These issues can be summarized as follows.

Issues for the Communities that are Direct Targets of the Development Projects

The following are four steps in a sustainable development process of simultaneously occurring projects.

1. Enhancing a sense of ownership in development projects (Awareness-raising of ownership)
2. Realizing the effects of activities that are generated with enhanced ownership (Organizing)
3. Increasing organizational capacity through experience and learning from implementing development projects (Developing institutional capacity)
4. Promoting affiliations among local organizations to maintain and develop the capacity of the organizations (Building networks)

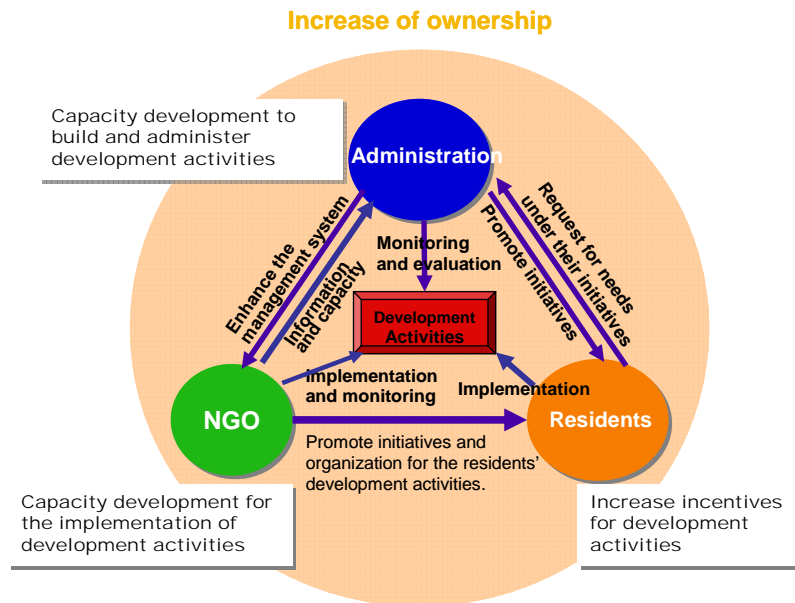
Issues for Administration and NGOs

Both local government administration staff and NGOs must address the issues of enhancing a sense of ownership in development projects, as well as enhancing the skills that will motivate community people. In addition, municipal government staff must improve their capacity in managing development projects, while NGOs must work to improve their skills in implementing development projects.

Model for the Implementation System

This Study focuses on building an implementation system for the project. The implementation system requires an approach in which local government administration staff supports community initiated and organized activities. This is shown in the Figure S-2: "Model of Development-Oriented Support for Community People," which is the model for the reconstruction and development implementation system.

With facilitation assistance, not only are traditional village leaders approached, as was done previously, but community organizations are also targeted as much as possible. In the future, as part of the process, as Angola shifts from a reconstruction to development phase, it is expected that local governments will have to form a consensus with multiple villages in order to respond to the increasing diversity of projects. The government would support motivation through the formation of a common vision among the community people. NGOs and community organizations would then support the establishment of action plans. The local community would be the basis for both the motivation and implementation of these plans.



Source: The Study Team

Figure S-2 Model of Development-Oriented Support for Residents

IV. Pilot Projects

1. Objective of Pilot Projects

The pilot projects were designed to verify the feasibility of measures to implement the development concept as laid out in the provisional master plan. In addition to their potential as full blown projects, effective implementation processes and an implementation system must also be field tested to ensure the project’s sustainability. Further, it should be not forgotten that the pilot projects address the residents’ needs. These pilot projects play a role in supporting the actual reconstruction of Angola’s rural areas. Their role is equally or more important than the Study’s objectives. This point must be kept in mind when implementing pilot projects.

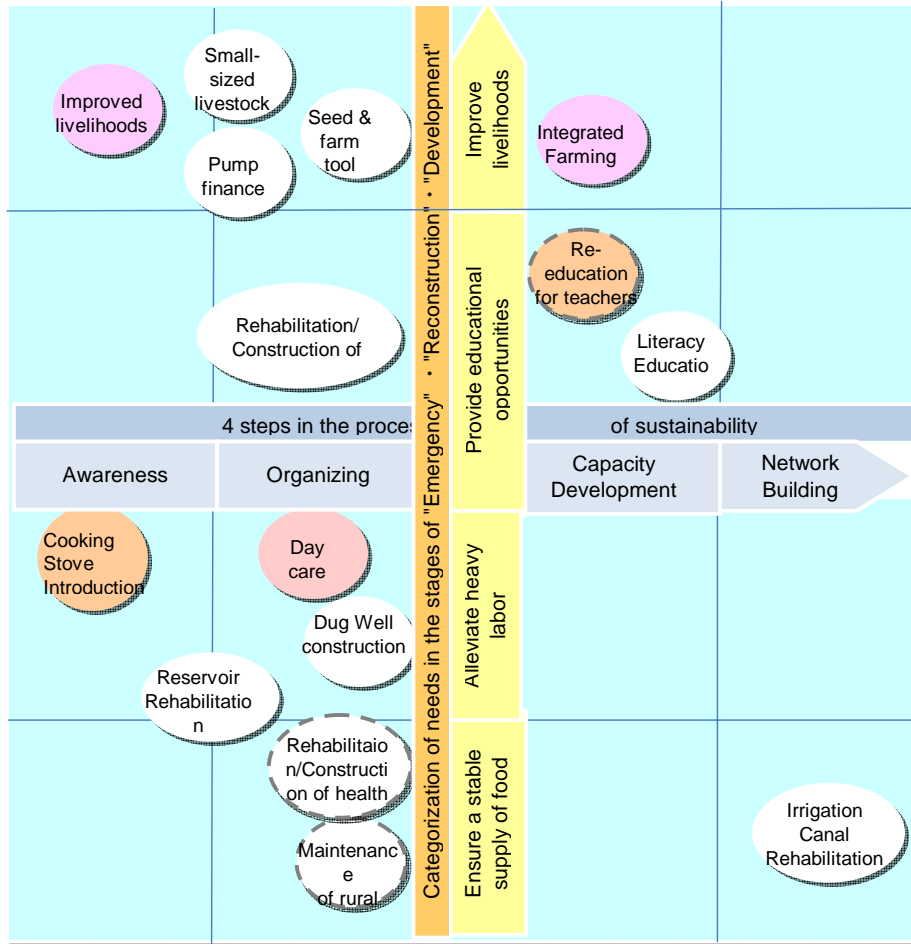
2. Framework for Pilot Projects

The objective of pilot projects is to verify the feasibility of the development project as well as test models for future implementation systems.

The various projects selected as candidates are placed on the matrix in accordance with Figure S-3 “Framework for Pilot Projects”. The horizontal axis indicates the “four steps in the process of sustainability” and the vertical axis shows the “four basic goals based on rural development needs.” When actually making the selection, we endeavored to make it possible to verify the various elements of the framework, while also prioritizing the needs of community people.

The three projects shown in the circle with the broken lines were not selected, while the others were selected. Of these selected projects, the flame-colored circles for example “cooking stove” and others indicate proposals made by the Study Team itself, while the light

orange-colored circles indicate projects consistent with the Study Team’s proposal and community people’s requests. The white-colored circles indicate projects requested by the residents.



Source: The Study Team

Figure S-3 Framework for Pilot Projects

3. The Pilot Projects Conclusions

Did the pilot project meet community needs?

Pilot projects were designed to respond to the community needs of “Stable food supply,” “Labor hours reduction,” “Education opportunity creation” and “Income generation.”

The Angolan economy achieved spectacular growth during the period of the Study. The benefit, however, has not yet reached to rural areas. In this context, from the beginning of the Study to its end, all the pilot projects met community needs and contributed to improving their living standards.

Did pilot projects have technical, socioeconomic and systemic potential?

In terms of profitability and impact, 11 out of 13 projects indicated large potentials.

Was awareness of ownership in community people increased by indicating a future vision?

The motivation for community participation in the pilot project was limited to indicating the prospect for a better future. The Study Team facilitated community participation not by cash incentive but only by indicating the future possibility of improving the present difficult situation through proposed projects. As a result, ownership of community organizations was increased a great deal for a total of 6 out of 9 projects that targeted community organizations.

Lessons learned

Yielding direct results in short period, the actors who are responsible for project have to make a great deal of decisions for sustaining the results. Especially during the transitional time from the phase of emergency assistance right after the civil war to that of reconstruction and development assistance, they were required to make special considerations.. For example:

1. Even after NGOs were selected and contracted out, it was still necessary to instruct them carefully in the field.
2. Incentives needed to be given in an appropriate context and timing.
3. Different projects needed to be implemented in the same area.

V. Master Plan

1. Planning of 3 sectors in 4 *Comunas*

The Study Team conducted workshops on Participatory Sector Planning in 4 *Comunas* as follows:

Table S-8 PSP Workshop Schedule and Participants

		Date	Participants
Comuna	Canjala	Nov. 2007	32 persons of <i>Comuna</i> administration, commercial farmers, small farmers, community organizations, nurses and policeman
	Egyto Praia	Jun. 2008	36 persons of <i>Comuna</i> administration, commercial farmers, small farmers, community organizations, nurses and policeman
	Biopio	Jan. 2008	39 persons of <i>Comuna</i> administration, community organizations, nurses, teaches and power station workers
	Culango	Jan. 2008	35 persons of <i>Comuna</i> administration, commercial farmers, small farmers, community organizations, nurses and teachers
Sector	Agriculture	Feb. 2008	4 persons of municipal agriculture staff and extension officers
	Education	Jan. 2008	13 persons of municipal agriculture staff and teachers
	Health	Feb. 2008	4 persons of municipal health staff and nurses

Source: The Study Team

2. Examination of the Provisional Master Plan

An examination of the provisional master plan for reconstruction and development discussed in Chapter 4 will form the foundation for formulating development strategies. The provisional master plan was examined on the basis of the Angolan long and mid-term development plan, the development plan of the Lobito Municipality, and information acquired during the

Study--including pilot projects explained in Chapter 5 and participatory planning workshops discussed in Chapter 6. Analysis depended upon the framework for the pilot project indicated in Chapter 4.3.

Overall Goal

In the provisional master plan, the Study Team set “Poverty alleviation in rural areas” as overall goal. As shown in Chapter 3.4, the benefits of rapid economic development are not reaching rural areas quickly, and an economic gap between urban and rural area is becoming larger than before. Redressing this imbalance between urban and rural areas has been placed in high priority. Therefore, “Poverty alleviation in rural areas,” is quite relevant as an overall goal for now and in the future.

Possible indicators of the success of the overall goal were proposed as below. These were obtained through pilot projects and were monitored by staff from the municipal government.

- Increase of basic food supply (calorie)
- Reduction of labor hours
- Enhancement of the literacy rate
- Income generation

Goals and Measures

To achieve the overall goal, four development goals and measures undertaken to realize them were set out. Conducting pilot projects to meet the goals, the relevancy of the provisional master plan was examined.

- Goal 1 Stabilize the food supply
 - Basic food production increases
 - Agricultural infrastructure construction
- Goal 2 Labor hours reductions
 - Reduction of farming labor
 - Reduction of domestic labor by women
- Goal 3 Creation of education opportunities
 - Increase the school enrollment ratio
 - Expand literacy classes for adults
- Goal 4 Income generation
 - Technical support for diversified farm enterprises
 - Financial support for production increase (micro credit)

Interactions among Goals and the Role of Agriculture

In the provisional master plan, the Study Team assumed that, from “Stable food supply” to “Income generation,” there exists a linear relationship. This relationship was clarified through the Study that it was accompanied by complicated interactions.

It is obvious that the agricultural sector is in charge of achieving the goal of a “Stable food

supply.” In addition, “labor hours reduction” cannot be achieved without agricultural infrastructure construction and agricultural technology improvement. “Income generation” is also primarily realized through agriculture. Even “Education opportunity creation” was financially supported by agriculture.

Implementation System

The provisional master plan is examined, and roles and capacity of administration, community organizations and NGOs are illustrated here. The tables S-9, S-10 and S-11 are the summary of the implementation system shown in the provisional master plan.

Table S-9 Roles and Capacity of *Comuna* Administration

Roles	Capacity to acquire
Implementing participatory planning Collecting and reporting reliable data that the municipality demands	<ul style="list-style-type: none"> - Being able to report project ideas with an operation scale and priority to municipality - Making the decision of whether people participation is needed or not for the sustainability of the project, depending on project objectives - Observing ownership when participation is necessary - Making the decision as to whether outside resource persons are necessary for the project or not - Monitoring and reporting to upper organizations on problems, outcomes with explanations, countermeasures and recommendations
Supporting community organizations as facilitators Not only organizing people but also bringing it up as development organizations	<ul style="list-style-type: none"> - Being able to advise community organizational activities, being supported by NGOs - Monitoring the activities of community organizations and offering advice
Implementing projects with low investment to get high performance	<ul style="list-style-type: none"> - Implementation by administration staff in cooperation with community organizations

Source: The Study Team

Table S-10 Roles and Capacity of Community Organizations

Roles	Capacity to acquire
Requesting needs based on a sense of independence Requesting with priorities based on operation scale, economical feasibility and impact	<ul style="list-style-type: none"> - Determining the number of target people with reasons, reflecting the needs of people. Presenting simple calculations on economic feasibility, impact and objective prioritization of project ideas.
Implementing development projects Managing projects and facilitating the participation of community people, getting the support of NGOs and administration officials	<ul style="list-style-type: none"> - Being able to make requests in necessary timing for facilitating participation of community people - Selecting and managing projects that can be implemented by community people themselves with a little support of administration.
Implementing projects with low investment to get high performance Trying to enhance the capacity of all people in a community	<ul style="list-style-type: none"> - Implementation by community organizations themselves under cooperation of administration staff

Source: The Study Team

Table S-11 Roles and Capacity of NGOs

Roles	Capacity to acquire
Implementing development projects Implementing project smoothly, getting the support of specialists on quantity surveys and technical issues	- Determining specifications and conducting precise quantity surveys in projects on infrastructure and new technology introduction, getting the advice of specialists - In supervision of works, explaining technical problems to specialists, understanding the advice of specialists, communicating to contractors and monitoring projects. -Referring to specialists before problems become large
Training the management of project implementation by community people Training community organizations in technology, logistics and facilitation of participation	- Transferring know how to community people to acquire technologies and methods for procurement of necessary materials - On facilitating of community participation, assessing the capacity of community people, analyzing local customs and determining when administration should intervene
Reporting on the progress of projects to higher organizations Reporting problems, causes and countermeasures to institutions concerned in a timely manner	- In addition to accounting, reporting problems and their impact with explanations on the progress of development projects. Presenting lessons and recommendations.
Dissemination of development tools Transferring development tools for administration and community organizations to be able to play core roles in development	- Being able to transfer tools that can be acquired by administration staff members

Source: The Study Team

3. Development Strategy

Big-boned Development Policy -- From Reconstruction to Development

It is a big picture of Angolan society that the mode in Angolan society has already transformed from postwar reconstruction to full-scale economic development. Ex-refugees, have returned to their hometowns and the settled down in new areas, and they have already begun trying to get food and income from agriculture.

In rural areas, the production sector drives everything forwards, and this is agriculture and fisheries in the target area. Promotion of full-scale production in agriculture and fisheries must be at the heart of the development master plan, which is presented as follows. The prominent role of agriculture should be positioned in the grand mode transformation context.

(i) Market Potential within the Target Area

Research results by the Study Team clarified that the market in the target area has potential demand that can absorb a production increase at the initial stage of economic development in the target area.

(ii) Access to Outside Markets and Potential

When production expands and exceeds market capacity within the target area, outside markets should be considered. The target area has high potential in this regard.

Strategies by Sector

The development strategies and master plan are designed by sectors, on the basis of the provisional master plan for reconstruction and development. Labor reduction related pilot projects are difficult to be included in the three sectors of agriculture, education and health. To handle these projects, a living improvements sector will be added.

Table S-12 Strategies by Sector

Sector	Strategy
Agriculture sector	Intensive cash farming should be created, taking advantage of the characteristics of the target area
	Soil should be improved with organic matter to increase yield in sustainable ways
	Old unused irrigation canals should be rehabilitated first for expanding croplands
Living improvement sector	Women's domestic labor should be reduced
Education sector	Adult literacy classes should have income generating activities to enhance financial sustainability
Health sector	Local human resources should be mobilized for preventing diseases

Source: The Study Team

4. The Master Plan

The Economic Program

The project *Maize Yield Increase with Grasses*, in which grasses and a small amount of fertilizer are mixed with soil for increasing maize yields, targets all maize growers in the target area.

Participatory Irrigation Rehabilitation, which rehabilitates irrigation canals destroyed during the civil war to expand irrigated fields for cultivation throughout the year, will start in the first year. A participatory approach will be adopted to create a sense of ownership among beneficiaries from the early stages of the project. Beneficiaries will take part in weeding before earthwork and also participate in hand excavation before lining. This participation will also help to establish water users' associations which will be required after the completion of the rehabilitation.

The *Cattle Introduction* project will start from the area where canals have been rehabilitated. Both plowing and fertilizing are realized concurrently by cattle. Most farmers plow by hand hoes and plowing is their heaviest labor burden. Cattle traction will drastically reduce plowing labor. By confining reared cattle, feeding them forage grasses, the amount of collected manure can be maximized for soil fertilizing. A set of cattle, two bulls and two cows, will be loaned to four farm households. The four farm households will collectively manage and breed the cattle for paying back in kind and to utilize their fields in a sustainable manner. This project supports two goals: labor hour reductions and income generation. Cattle manure application corresponds to soil improvement.

On the agricultural infrastructure built by *Participatory Irrigation Rehabilitation* and *Cattle*

Introduction, farmers will plant beans in winter for cash and maize in summer for themselves. For the time being, stable bean production will be of intensive cash farming. Beans can be given higher value through a *Beans Marketing Promotion* project. Value will be added by packaging in small “branded,” plastic bags in the production area and income will be redistributed to local people in the form of wages of workers.

The *Rice Introduction* project will be implemented in the irrigated area with high water availability. The Team recommends an *Integrated Farming* project for irrigated farmers who hope to challenge more intensive farming. The farmers will rear five to six chickens, applying chicken manure to small vegetable gardens for soil improvement. Starting from 0.1 ha, farmers will expand their field area and increase the number of chickens proportionately.

The Social Program

The Social Program consists of several projects dealing with the improvement in the standard of living, the education and health sectors are discussed here. But labor reduction by irrigation rehabilitation and cattle introduction are the prerequisites of this program.

If the Social Program is implemented, better health condition will allow people to prepare for their work. Literacy allows people to acquire knowledge on advanced farming technologies. In short the Social Programs could have many positive impacts on the economic sector through sound improvements in daily life.

Implementation System

(i) Implementation System Model and Basic Strategies

Principal Strategy 1

Project implementation systems in which actors enhance their capacity on the job continuously should be adopted.

Principal Strategy 2

Allowing all actors to experience the entire development process, from planning to outcome dissemination, is effective.

(ii) Strategy by Actors

Table S-13 Strategies by Actor

Actor	Strategy
The Planning Department of Lobito municipality	The Department should prioritize project lists from multiple <i>Comunas</i> to form a municipal plan
<i>Comuna</i> administration	<i>Comuna</i> administrations should come first in being able to prioritize projects and determine their scales with reasons
community organizations	Community organizations should grow ownership by managing the whole process of small projects
NGOs	NGO staff members should be assigned to positions as field staff in the project implementation

Source: The Study Team

(iii) Implementation System

Strategy 1

The whole process of the project for all actors should be introduced in a selected *Comuna* at first.

Strategy 2

Successful cases in and out of the target area should be disseminated.

(iv) Finance

Strategy 1

An emergency fund providing for risk should be allocated from the beginning.

Strategy 2

Information on standard wage and commodity prices in the area should be organized into tables.

Strategy 3

A treasurer should be hired in the *Comuna* administration.

5. List of Recommended Projects

Table S-14 Recommended Projects

Sector	Project
Agriculture	Maize Yield Increase with Grasses
	Participatory Irrigation Rehabilitation
	Cattle Introduction
	Upland Rice Introduction
	Integrated Farming
	Beans Marketing Promotion
Living Improvements	Cooking stove introduction and Living Improvement
Education	Literacy Education with Income Source
Health	Disease Prevention with Local Human Resources
Institutional Capacity Development	Institutional Capacity Development for Lobito Municipality Administration

Source: The Study Team

VI. Conclusions and Recommendations

After the civil war terminated, emergency assistance by international agencies and donors started and participatory planning methods--such as Rapid Rural Appraisal--and a logical framework were introduced. Some local NGOs understand and utilize these new methods and framework and the Angolan government itself is trying to promote participatory planning. But participation under the new systems has been minimal, if not merely token.

Community people, who should have been leading actors in the planning for reconstruction and development, tended to show a shopping list of possible projects that they wanted to ask the *Comuna* administration and the Study Team to implement. The *Comuna* administration promoted projects in a top-down style (as if still under the constraints of fighting a civil war),

though they advocated participatory planning in word, if not in deed.

Many NGOs heavily depended on donors, looking for future sources of funding after present, immediate funding sources were depleted. They did not have a self-help and future-looking concept.

The Study Team tried to inaugurate and facilitate participatory planning in the target area during the three years of the Study period (including the project formulation study) and the Team offered various opportunities for actors to experience participatory planning.

The Study Team fortunately had an opportunity to draw up the master plan at the exact moment the government was starting decentralization. The higher management-capacity that the municipality will achieve, the more finance could be handed over by the central government. But, the actual municipal management capacity is unknown. Because of this “unknown” dimension, for at least, the first five years of the master plan should be regarded as a test run. The central government should make as much effort as possible to support municipalities in their management capacity enhancement. Every actor involved in this Study was well-prepared for development work. Therefore, the sector administration, the *Comuna* administration, the community organizations and the NGOs with which the Study Team worked on pilot projects and participatory planning could, optimally, learn methods and concepts on planning, on the importance of implementation systems, technologies with implementation systems that can take root in the soil of the target areas. Thus, they had ample opportunities to fortify their capacity for socioeconomic development. The largest harvest for them is the lesson that the individual outcomes of each development effort could have synergistic effects when all stakeholders have strong ownership and act as an integrated system.

The reconstruction and development plan of the Lobito rural area is based on the concept that community people, the *Comuna* administration and local NGOs work on development in an integrated manner. However, because they could not gain insight into local potentials and prioritize possible projects accordingly, the Study Team designed a reconstruction and development plan according to its best lights and understanding, taking responsibility for its interpretation of the results of the pilot projects and the participatory planning workshops in four *Comunas* and three sectors.

The reconstruction and development master plan made it clear that it is most effective and efficient to place a maximum emphasis on agriculture for achieving development goals. Agricultural development could positively impact living conditions, including education and health sectors, in the rural areas.

The master plan utilized indicators and synergy effects between sectors in order to maximize the effect of minimal investment being transferred from the central government to the Lobito Municipality. With the intention of enhancing the development capacity of the stakeholders, the plan included not only project ideas but also their possible implementation system. The

master plan could be an important guide in implementing the present five-year development plan of the Lobito Municipality.

The analytical framework and methods adopted in this master plan can be applied not only to other municipalities in Benguela Province but also to other provinces. The Angolan government should regard the Lobito Municipality as a model of rural reconstruction and development and implement this master plan primarily on its own budget with supplemental donor funds.

Last, the Team concluded that implementing this master plan will contribute to substantial poverty alleviation in the target area.

Recommendations

Agricultural budget should be expanded more than ever

As emphasized in the conclusion, this master plan for reconstruction and development puts its foundation on agricultural development. Needless to say, education and health sectors will also be important areas of development. But, when people suffer from food shortages, they cannot concentrate on learning and cannot maintain their basic physical power to be healthy.

As a result of their uniformity in terms of project specifications, the construction of schools and health posts and the staffing of sufficient numbers of teachers and nurses can be implemented as national projects. In contrast, agriculture programs and policies cannot be implemented nationally, but should be tailored to meet local area conditions. It is also clear that agricultural development will have significant impact on living conditions, including education and health care. Furthermore, as decentralization requires the achievement of maximum outcome within a given, often limited, budget, it is most efficient to focus investments on agriculture in municipal development plans.

Although the significance of agriculture is clearly evident, the actual budget allocation to agriculture is insufficient. Revising the budget is essential in order to consider the synergistic effects agriculture has on other sectors.

Stakeholders' capacity should be enhanced and implementation system should be established during initial five years.

Projects are not evaluated right after their termination but after several years. When the local government administration, the community people, and the NGOs have performed their respective roles, implemented and monitored projects in an integrated manner, and when project outcomes have been achieved and sustain, the plan is evaluated as "well-planned" and successful. To accomplish that worthy goal, the capacity building of stakeholders is indispensable, but it takes time. This initial five years should be regarded as a capacity building period for stakeholders to implement projects through on-the-job-training, and for the Angolan government to invest in the projects shown in the development master plan, including a human resource development project.

Local government should work with local NGOs to a maximum extent

Because the number of local government staff cannot be increased dramatically, the government should hire local NGOs for project implementation. When the government deploys NGOs in development projects appropriately, the sustainability of the projects can be enhanced substantially.

The Study verified the capacity of local NGOs. The most significant point was that some NGOs showed clear potential to grow into capable NGOs for socioeconomic development, though their present organizational capacity was limited. Opportunities to grow into fully capable and competent NGOs for socioeconomic development should be given to them. The Angolan government should offer opportunities for project implementation and training to NGOs by recruiting prepared consultants as trainers.

The Project for Social and Economic Reintegration and Communities Development
in the Republic of Angola
Final Report

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Map of Angola



Map No. 3727 Rev. 2 UNITED NATIONS
October 1997 (Colour)

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Cartographic Section

Map of Municipality of Lobito



Photographs



Pilot project: Participation of beneficiaries in irrigation canal rehabilitation
(Canjala *Comuna*)



Pilot project: Rehabilitated portion of canal
(Canjala *Comuna*)



Pilot project: Distribution of goats
(Capolo *Comuna*)



Pilot project: “Maize Yield Increase with Grasses”
(Canjala *Comuna*)



Preparation of demonstration field for pilot project “Maize Yield Increase with Grasses”
(Dombe Grande *Comuna*)



Pilot project: Integrated farming seminar for beneficiaries
(Dombe Grande *Comuna*)



Pilot project: Construction of school
(Canjala *Comuna*, Kateque village)



Pilot project: Constructed school building
(Canjala *Comuna*, Kateque village)



Participatory planning workshop for education sector
(Municipality of Lobito)



Pilot project: Inauguration of day-care center
(Canjala *Comuna*)



Pilot project: Day-care center
(Canjala *Comuna*)



Meeting held at target village to select first beneficiaries of microfinance
(Canjala *Comuna*)

List of Acronyms and Abbreviations

ADRA	(E) Action for Rural and Environment Development (P) Acção para Desenvolvimento Rural e Ambiente
ADRP	(E) Angola-Emergency Demobilization and Reintegration Project
BSC	(E) Balanced Scorecard
CBO	(E) Community Based Organization
CD	(E) Capacity Development
CDA	(E) Agriculture Development Centre (P) Centro de Desenvolvimento Agrícola
DFID	(E) Department for International Development (UK)
EDA	(E) Station of Agriculture Development (P) Estação de Desenvolvimento Agrícola
EU	(E) European Union
FAO	(E) Food and Agriculture Organization of the United Nations
FAS	(E) Social Support Fund (P) Fundo de Apoio Social
FASAC	(E) Family, Social Assistance and Ex-Combatant (P) Família, Assistência Social e Antigos Combatentes
GDP	(E) Gross Domestic Product
GEPE	(E) Research, Planning and Statistic Office (P) Gabinete de Estudos, Planeamento e Estatística
GNI	(E) Gross National Income
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (E) German Technical Cooperation
HIV/AIDS	(E) Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IDA	(E) Institute of Agriculture Development (P) Instituto de Desenvolvimento Agrícola
IDPs	(E) Internally Displaced Persons
IMF	(E) International Monetary Fund
IOM	(E) International Organization for Migration (P) Organização Internacional para as Migrações
IRSEM	(E) National Institute for the Reintegration of Former Combatants (P) Instituto de Reintegração Sócio Profissional dos Ex-militares
JAM	(E) Joint Aid Management
JICA	(E) Japan International Cooperation Agency
KR	(E) Kennedy Round
MDGs	(E) Millennium Development Goals
MINADER	(E) Ministry of Agriculture and Rural Development (P) Ministério da Agricultura e Desenvolvimento Rural
MINARS	(E) Ministry of Assistance and Social Reintegration (P) Ministério da Assistência e Reinserção Social
MPLA	(E) Popular Movement for the Liberation of Angola (P) Movimento Popular de Libertação de Angola
NGO	(E) Non-Governmental Organization
NRA	(E) Representative Nucleus of Associations (P) Núcleo Representativo das Associações

OCHA	(E) United Nations Office for the Coordination of Humanitarian Affairs
ODA	(E) Official Development Assistance
OECD	(E) Organization for Economic Cooperation and Development
OJT	(E) On the Job Training
OGE	(P) Orçamento Geral de Estado
OMA	(E) Organization of Angolan Woman (P) Organização de Mulheres Angolanas
PAR	(E) Program of Aid for Reconstruction (P) Programa de Apoio à Reconstrução
PCM	(E) Project Cycle Management
PDM	(E) Project Design Matrix
PIC	(E) Community Program for Infatile (P) Programa Infantil Comunitario
PRSP	(E) Poverty Reduction Strategy Paper
PSP	(E) Participatory Sectoral Programming
SADC	(E) Southern African Development Community
PIP	(E) Public Investment Programme
RRA	(E) Rapid Rural Appraisal
SINFO	(E) Service of Information (P) Serviço de Informação
SWOT	(E) Strength, Weakness, Opportunity and Thread
UN	(E) United Nations
UNACA	(E) National Union of Associations of Angolan Farmers (P) União Nacional das Associações de Camponeses Angolanos
UNDP	(E) United Nations Development Programme
UNESCCORD	(E) United Nations Security Coordinator
UNHCR	(E) United Nations High Commissioner for Refugees
UNICEF	(E) United Nations Children's Fund
UNITA	(E) National Union for the Total Independence of Angola (P) União Nacional para a Independencia Total de Angola
USAID	(E) United States Agency for International Development
UTA	(E) Technical and Administrative Unit (P) Unidade Técnica e Administrativa
UTCAH	(E) Technical Unit of Coordination of Humanitarian Aid (P) Unidade Técnica de Coordenação da Ajuda Humanitária
WFP	(E) World Food Program
WS	(E) Workshop

Currency Equivalents

Average of Year 2008

US\$1=Kz75

US\$1=JP\104.905

Kz1=JP\1.400

Unless Specifically Noted

Chapter 1

Background and Objectives

1.1 Background

The Angola civil war, which began after its independence from Portugal in 1975 evolved into a prominent Cold War conflict continuing for 27 years until the ceasefire agreement was reached in April 2002. After the ceasefire, international organizations provided emergency and reconstruction assistance aimed at promoting the return of the internally displaced, and the reintegration of discharged soldiers back into civil society.

Japanese government agencies have sent project formulation missions on mission peace building from February to March 2003, discussing the possibility of cooperation. Japan International Cooperation Agency (JICA) conducted project formulation study from November 2004 to January 2006 and preliminary evaluation in March 2006. The scope of work was concluded in June, and the Project for Social and Economic Integration and Communities Development (hereinafter referred to as the Study) was conducted from September 2006 to February 2009.

1.2 Objectives

The objectives of the Study are as follows:

1. To formulate a master plan on regional reconstruction and development.
2. To specify a rural reconstruction and development model through pilot projects then, considering the results of the projects determine their applicability in other areas, and integrate them into the master plan.
3. To disseminate lessons learned from the Study.

During the planning phase, the Study Team paid attention to the following objectives:

Making the Plan Feasible and Applicable

1. To adopt a participatory approach in planning to allow stakeholders to maintain or secure cultural ownership.
2. To pay close attention to the rapid changes Angolan society and the capacity of actors in development activities.
3. To attempt the approach in a way that makes it applicable to planning in other areas.

Conducting pilot projects that meet community reconstruction and development needs directly, and assessing their potential to evolve into development projects at the same time

1. To select projects that meet community needs following the civil war on the basis of the human security concept, with capacity building of actors taken into account.
2. To establish a system which achieves synergy among projects during their implementation.

1.3 Target Area

Both in Kuanza Sul and Benguela Provinces, emergency and reconstruction assistance was

provided in inner areas where many discharged soldiers and returned displaced persons were from. But in Benguela, as many displaced persons came to the coastal areas, full-scale emergency and reconstruction assistance was administered. As a result, the situation became stable and the displaced persons went back to inner areas. Consequently, assistance to the coastal areas began to decrease gradually. But both Provinces still demand reconstruction in the coastal area.

Based on the recommendation of provincial governments, it was determined that the JICA study would be conducted in the coastal areas. Pilot projects were conducted in Capolo *Comuna* in Porto Amboim Municipality, in Kuanza Sul Province, Canjala *Comuna* in Lobito Municipality, and Dombe Grande *Comuna* in Baía Farta Municipality in Benguela Province. All these areas were in dire need of reconstruction.

The Lobito rural area was selected as the target area for developing the master plan based on the following selection criteria. It was determined that the plan could serve as a reference for inner areas.

1. The agricultural production settings and the social settlement of displaced persons are similar to those of inner areas.
2. In transferring power to Municipalities according to the decentralization policy, *Comuna* administrations stand in front in rural areas. Lobito Municipality was appointed as an experimental municipality in the decentralization policy, and it has plans to transfer power to the *Comuna* administrations to some extent.

Table 1-1 Target Area of the Study

Province	Municipality	<i>Comuna</i>	Recommenders	Reasons for the recommendations
Kuanza Sul	Porto Amboim	Capolo	Provincial government	Demanding assistance but no support by NGOs and UN
Benguela	Lobito	<i>Canjala</i>	Provincial government UN UTC ¹	Bloodiest battlefield in the civil war but assistance is just participatory infrastructure construction by local NGOs in limited areas.
		<i>Egito Praia</i>	Municipal government The Study Team	A part of Lobito rural area
		<i>Culango</i>	Provincial government UN UTC	<i>Comuna</i> which displaced persons returned to after the ceasefire. No reconstruction assistance except demining
		<i>Biopio</i>	Municipal government The Study Team	A part of Lobito rural area
	Baía Farta	Dombe Grande	Provincial government UN UTC	Area that accepted many displaced persons from inner areas and most of them settled there

Source: The Study Team

Note: Italic shows the target of the master plan and blue colored cell shows the target of the pilot projects

¹ Technical Cooperation Unit (Successor of OCHA-United Nations Office for Coordination of Humanitarian Affairs)

1.4 Process

All steps of the studies conducted are summarized below.

Table 1-2 Steps of the JICA Study

Step	Schemes	Study Contents
1	Project Formulation Study November 2004 - January 2006	<p>Field survey For setting up a framework of the Development Study, the Study Team understood socioeconomic status and activities by other donors through field surveys such as the community profile survey and sector survey. The Team clarified community needs on reconstruction and development conducting participatory workshops. Also it revealed potentials and constraints of related actors such as community people, <i>Comuna</i> administration, and NGOs.</p> <p>Research on Stakeholders' capacity for project implementation Based on the results of the field survey, the Study Team asked related organizations to implement preliminary pilot projects to check their capacity. Lessons learned were included in the model of implementation system for rural reconstruction and development</p>
2	Development Study 1st year September 2006 - March 2007	Pilot projects were prepared and started. Their monitoring systems were built up. The Study Team conducted Project Cycle Management training primarily for <i>Comuna</i> administrations and NGOs to culture their ownership and to strengthen their capacity in planning, monitoring and evaluation.
3	Development Study 2nd year April 2007 - March 2008	The Study Team continued verification on project possibility and implementation systems through monitoring of pilot projects. The Team allowed trainees of PCM to apply what they had learned to actual project monitoring and evaluation through on-the-job training. For designing the master plan of the Lobito rural area, the Team conducted household socioeconomic surveys and participatory planning workshops by <i>Comunas</i> and by sectors.
4	Development Study 3rd year April 2008 - February 2009	Finishing up the master plan, the Study Team evaluated the results of the capacity building of related actors and had a dissemination seminar.

Source: The Study Team

1.5 Study Strategy for the Elaboration of the Master Plan

1.5.1 Basic Concept in the Elaboration of a Plan

With rapid economic development, the Republic of Angola is currently revising its macro-economy indexes. It is essential to consider that the elaboration of the plan is being undertaken under these conditions and some Municipalities have had little leadership experience in preparing a sketch plan or an elaborated a plan. It is recognized that one of the roles of the plan is to foment the capacity of the interrelated active staffs, such as the Municipalities, in preparing sketches, planning, modifying, and solving problems; and to guide them in responding appropriately to socio-economic changes.

The aim has been to elaborate a highly effective plan. To accomplish this, significant attention was paid to the country as a whole, as well as to the areas in which the plan would be elaborated, and how they would be during the post-war and transition time. Consequently, it became clear that there was a need for a “development support” plan as opposed to plans for “emergency” and “reconstruction.” The Study Team tried to maintain the relevance of the plan with the existing policies at the superior level, such as the National Plan for Development, and in this way contribute to its successful implementation.

“A highly effective plan” not only refers to one that is effective because it is in agreement with the results of the Study, but one which also maintains logic. The Plan that has been elaborated verifies the sustainability of the effects of the project and leaves space for independent development, following improvements in the staff’s capacities. The importance of maintaining the vision was also recognized; which is to establish a process and system for the implementation of the plan in order to increase its effectiveness.

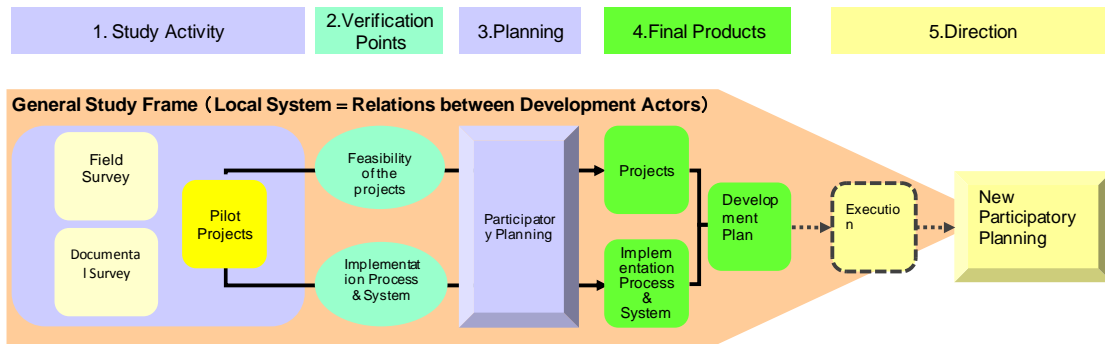
When putting the plan into practice, it is very important to strengthen the following three areas concerning the interrelated personnel: 1) sense of ownership, 2) motivation for success and confidence, 3) receptivity and understanding in relation to their participation. These three areas can be strengthened by the involvement of the personnel in all phases of the project (from sketch and planning to monitoring and evaluation; and by extracting lessons learned) and, in such a way, a system that encourages participation. It is considered more useful to apply a participatory approach in order to establish a system of this nature.

In the Study, the Team sought to elaborate a development plan that brings “real” participatory development by obtaining the participation of as many interrelated personnel as possible in the process of elaborating the plan. This was done so that further on, there would be common and “formal” participatory development. With this idea, the Team intended to expand the capacity of public administrative staffs in elaborating a development plan; of NGO²’s in executing and handling the development projects; and of residents in maintaining and handling the effects of the project. This being the case, this Study was considered to be a good opportunity for the system of the elaboration of a plan to be reviewed and continually enhanced. In this way, the Study Team intended to augment the effectiveness of the plan.

1.5.2 The Study Process

The Study covers the first four of five phases presented in Figure 1-1 “Process of Development Study”, up to the phase, “4. Final Products.” In the implementation of the studies, a series of field studies would be carried out that contain a literature review on the target areas, and research and participatory workshops with the residents. According to the results of these studies, the Study Team identified lines and potential areas that could benefit from this development. Finally, it was determined how to accomplish the pilot projects to examine the potential.

² Non-Governmental Organization



Source: The Study Team

Figure 1-1 Process of Development Study

In the pilot projects, the following two points were studied: the economical and technical potential as a national development project, and at the same time the feasibility of the Implementation System. The results of this rehearsal will be the basis for a model of the Reconstruction and Development Project Implementation System.

In “3. Planning”, outlining and planning took place in the “participatory” approach in order to encourage a sense of ownership among the interrelated staffs, sharing the knowledge and experiences they’ve acquired up to date. In the outlining and planning phase, the potential and the implementation system for each project was examined. This was done to assure sustainability and independent development, using the model above of the process as a reference. With this process, the Study Team came to “4. Final Products”: the Reconstruction and Development Plan, including an implementation system, as well as a plan, after sufficient examination in a participatory way.

The plan proposed a project and implementation system with concrete indicators. Having such indicators as references, the plan was put into practice. By monitoring it, it was revised and the extracted lessons were shared through evaluations among the interrelated personnel. It was desired that as a consequence, the capacity of the interrelated staffs would strengthen continually and accumulate as a local capacity.

1.5.3 Method of the Study

Table 1-3 presents a basic and general over view of the whole Study, which covers the planning of the Study up to the sketch of the master plan. First of all, the capacity of the local residents for development had to be fomented and strengthened given that they are the beneficiaries of the Study, so that the Study can be the base of independent and sustainable development of the area. It is presupposed that this can be reached if each member of the group, individual or family, improves his or her capacity. On the other hand, such separate capacities could bond as a regional capacity if there is in the *Comunas* or communities of the covering areas an organization of residents in charge of distributing the capacities that the beneficiary groups have at its reach.

Table 1-3 General Framework of the Study³

Local System	Before the Study			After the Study		
	Resources	Organization	Norms	Resources	Organization	Norms
Beneficiary Group						
Families						
Residents' Organizations						
Villages						
Communal Administrations						
Local NGOs						

Source: The Study Team

It is the public administrative personnel or local NGOs that should take the lead in supporting the residents in strengthening their development capacity. They have a direct relationship with the local residents and act as mediators or executioners in the development process.

The Study aimed at promoting a transformation of the local system and understanding the state of its change for the three elements as follows:

“Resources” in human, goods, material and financial forms for the accomplishment of the objective of the project;

“Organization” that applies and manages the resources presented above;

“Norms” that drive the members of the organization so that the resources can be handled.

The Study Team called the group made up from the interrelated personnel along with the three elements referred to above as the “Local System.” The Team aimed to make it work more effectively, allowing the generation of a synergy of capacities among the related actors.

(i) Study Activity

Field Research and Review of the Literature

Basic data were compiled in relation to the “resources,” “organization,” and “norms” of each of the interrelated personnel which make up a “Local System” as mentioned in the general reference. The compilation took place through the revision of literature, research, interviews with the related actors and a “participatory” workshop with the residents of the target area. A hypothesis was established as the provisional master plan of reconstruction and development, and implementation system.

Pilot Projects

Pilot projects are carried out to examine the hypothesis presented in the field research. The pilot project executed in the Study is basically in agreement with the residents’ needs. Even so, each project which would be part of the plan and of the implementation system was examined. The Study has served as a tool to measure the degree of invigoration of the related actors’

³ SHARMA, P.N., OHAMA, Y., 2007. Participatory Local Social Development-An Emerging Discipline. Bharat Book Centre, Lucknow, India

capacity.

(ii) Verification Points

The pilot projects did not only examine the feasibility, but also the process and systems by which the projects were implemented. For this reason, the following points were checked:

Potential of the Projects:

1. Profitability
2. Technical Applicability

Process and the Implementation System of the Projects:

1. Invigoration of the process of preparing individual capacities of the interrelated personnel and of the local structure;
2. Effective method for sketch elaboration, planning out, monitoring and evaluation of the development plan;
3. Effective feedback system to monitor and evaluate the results

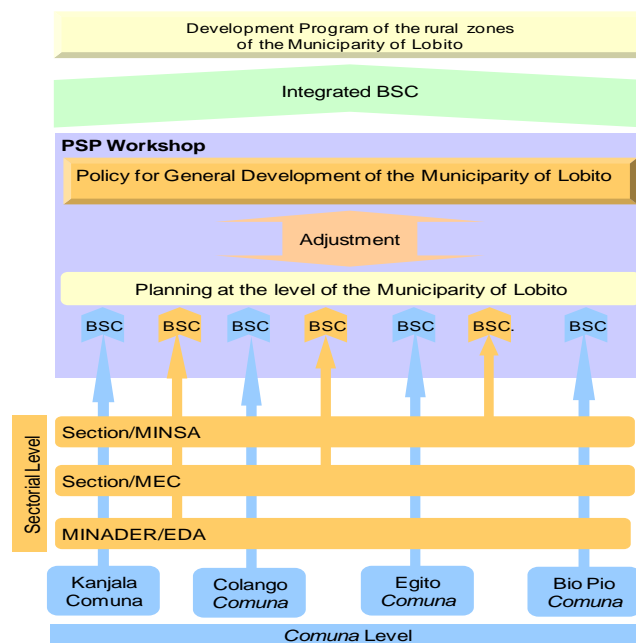
With regard to the model for the reconstruction process and system; and rural communities development in particular; it was examined with a focus on which means were appropriate and to what extent they would work.

(iii) Elaboration of the Plan

The plan was elaborated as an ascending program for the *Comunas* and sectors illustrated in figure 1-2. Communal programs were elaborated on by residents and the public administrative personnel of each of the four *Comunas*, in an interdisciplinary way, covering the agriculture, education, and health sectors. It is shown in the light blue zone in Figure 1-2.

The 'by sector' program was elaborated on in the rural areas of the Municipality of Lobito by the administrative personnel, representing the three entrusted ministries (vertical orange zones of Figure 1-2).

These seven plans were analyzed by the Municipality department of planning and were presented as its reconstruction and development program. This took place in coordination with the Municipal basic sectoral development policy.



Source: The Study Team

Figure 1-2 Method of Elaboration of the Plan

The sketch and the planning were applied in all the referred phases, including the process and system of execution of the plan, the vision of a “general study reference.” To elaborate the plan, the Study Team will use Participatory Sectoral Programming (it will be referred to as PSP from now on), and to organize the results of the re-analysis of the seven plans, the Balanced Scorecard (from now on referred to as BSC).

Box 1-1

Originally, the Balanced Scorecard (BSC) referred to a representation of indicators that evaluate performance. It was designed to measure the degree of accomplishment of a company’s strategy; it was elaborated as a performance indicator.

It does not only treat traditional numeric “indexes” such as sales revenues, benefits and effective flow; it also deals with three more factors to improve those financial numbers. They are the degree of customers’ satisfaction, efficiency and speed of the work process, and learning and growth as represented by the motivation and improvement of the capacity of the employees’ that execute the mentioned factors. From the viewpoint of these four factors, the BSC presents a strategy map to define the main elements of success and to put them into practice and they consist of the indicators, that is, to separate the elements.

The characteristics of a BSC are listed as below:

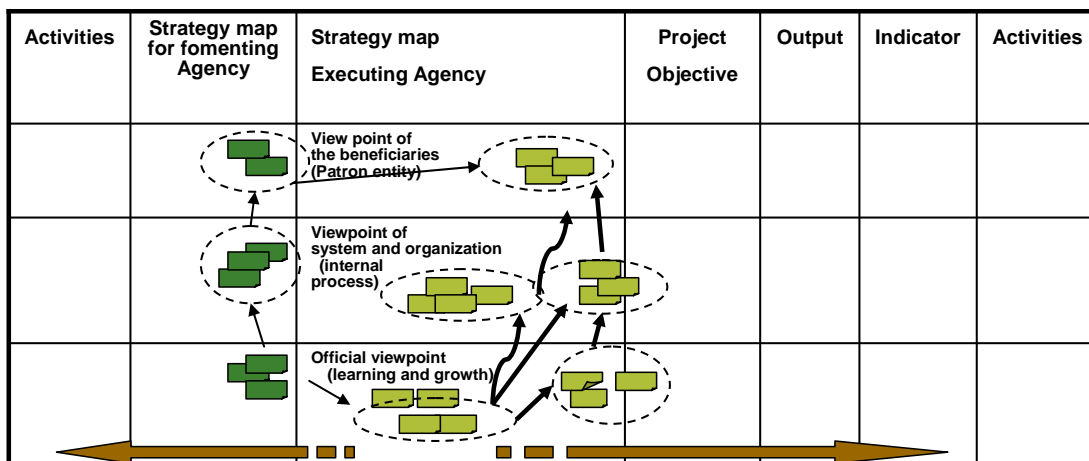
1. Allowing the formulation of hypotheses in the planning phase in order to accomplish the strategies, because the strategies and performance evaluation are related.
2. In a logical and practical way it is made clear what should be done by each person, from individual employees up to the CEO of the organization to contribute to the

accomplishment of the vision and the strategies, because the indicators are elaborated in each phase. In other words, the BSC works as a messenger, transmitting the strategies at an organizational and individual level to the entire organization through the indicators.

3. The indicators for the evaluation of performance are composed of four points which assess managerial value from several angles: first, the traditionally adopted “sponsor,” second, the “clients” which determine the course of the operation through indicators to maintain and improve the consumers’ satisfaction; third, that of a work process, which indicates efficiency, which for instance, reduces costs, shortens time, improves the quality of products in every step of the provisioning which covers the acquisition, production, transportation and sales in the production businesses, which is necessary to reach the first indicators; fourth, learning and growth, which determines the strategy by which the individual human resource capacity can be improved, after clearing up these three strategies at an organizational level to accomplish the organizational vision and strategies.

The basic concept of BSC is considered a very effective tool for managing public projects in a more efficient and effective way.

A BSC for cooperation and development organizations is as follows:



Source: The Study Team

Figure 1-3 Interrelation of Strategies for the Accomplishment of the Vision

This BSC is described as a relationship program between different strategies because it divides the map of strategies in two parts: Cooperating Agency and Executing Agency. In addition, it designates the concrete idea that puts the strategy into practice as a project and presents a matrix of the sketch of the project structure above all. In other words, the program and its content, up to the fulfillment of the vision are presented in the format of the PDM–Project Design Matrix (Logical Outline).

PSP is a simplified method for sketching a strategic program to reach the organizational vision based on the participation of the interrelated personnel. It is used to elaborate a general plan that contains in a matrix a BSC and an evaluation mechanism that measures how far the strategies have been accomplished.

A BSC presents a method of how to take maximum advantage from the concept of “strategies” and “performance evaluation.” The basic components of a BSC are the general images of a complex project in a visual representation that involves multiple sectors (for instance, rural development) and several acting individuals. This process elevates the effectiveness of the plan which allows the plan to be easily shared by the interrelated staff.

A strategic map is particularly useful because it demonstrates the relationship between distinct strategies employed for the accomplishment of a vision. This significantly improves the capacity of the staff to begin sketching and elaborating the plan, because it creates a process in which the relationship is examined. An example of such a relationship is in the agriculture sector. In this case, the strategy projected to improve the agricultural infrastructure also affects in a positive way the education strategy which in turn raises the rate of children entering school. As a result, the improved infrastructure contributes to higher agricultural productivity, which then allows the farmers to ascend economically. Most important is that the elaboration of a BSC produces a sense of ownership among the people who sketch and plan the activities by allowing a process of discussion, which leads to the development of their capacity in sketching and planning things out in a natural way.

The PSP workshops consist of seven objectives: First, to analyze the problems of the target sector; second, to analyze the sector through an analyses of Strength, Weakness, Opportunity and Threaten (SWOT); third, to establish a vision; fourth, to consider and debate the ideas of the project; fifth, to do another analysis of SWOT and to reexamine the ideas; sixth, to elaborate a concrete strategy; and finally, to create a BSC.

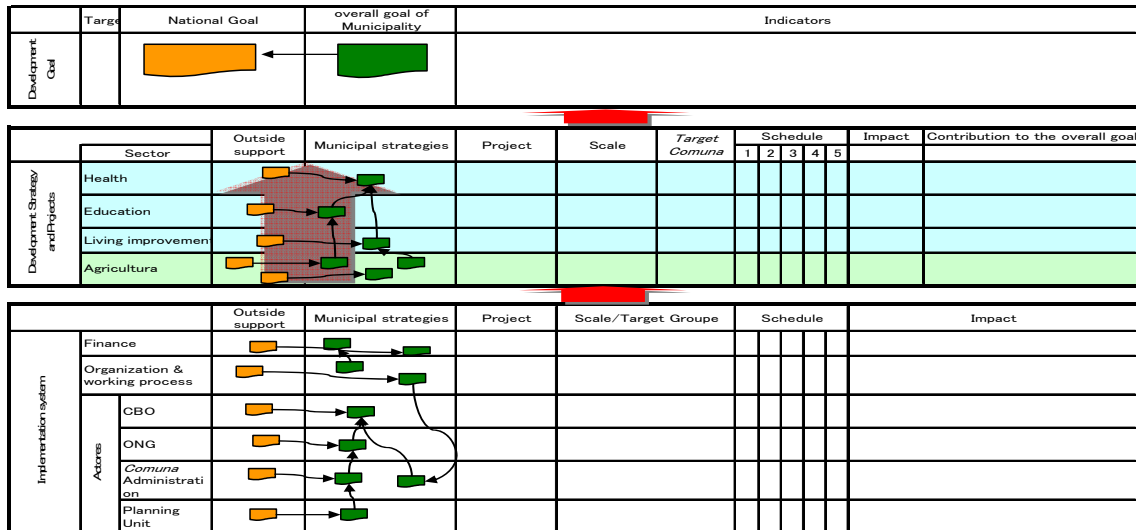
In the following, the Study Team will analyze in full detail how a plan is prepared and created. First, the final product, an example of a BSC will be presented; for an easier understanding of each of the stages.

Master Plan for Reconstruction and Development

(Final product, which was elaborated in the department of planning at the Municipality)

The first row marked in black in Figure 1-4 presented on the following page indicates, from left to right, target group(s), visions by country, Province, and Municipality, objectives and Municipality indicators to reach the visions or goals. The marks in light blue linked by arrows point to each vision and it means that the reach of the vision at the level of the Municipality is aimed at a national scope.

The picture marked in black in the second row presents measures for the accomplishment of the visions. The “basic strategies” of the Municipality for which the achievement of the vision is projected is presented in green marks. The arrows connecting the marks stress the possibilities of synergic effects and the relationships between the target and the environment. The “measures for promoting the strategies” on the right, represent the measures for basic strategies, or even projects. From this column to the “activities” column is the PDM (Logical Frame).



Source: The Study Team

Figure 1-4 BSC for the Plan of Reconstruction and Rural Development of the Municipality of Lobito

The “external organization support strategies” indicate supports that provide basic strategies for the Municipality in orange marks. On the left is detailed the necessary and main activities for these policies to be carried out.

The mark in black in the third row shows the “executing system” to carry out the “measures.” Here, from top to bottom are presented the following viewpoints. The “financial viewpoints” are listed first; these deal with how to place the requested budgets. Second, the “mediators’ viewpoint,” which indicates the strategies for NGO’s and residents’ organizations that represent the project executioners are listed. Third are the viewpoints of the “work system,” which suggest what to improve in order to execute the projects efficiently. Forth, the viewpoints of the “public administrative staff for development of capacity,” show the perceptions and capacities for the projects from the point of view of the municipal directors who are entrusted with the projects. Lastly, it contains, “measures for the accomplishment of the visions,” which are clear ideas as to how to carry out the strategies, and their results, indicators and activities.

Step 1: Plan from the Comuna

(This is the Program that is elaborated by the administrative personnel of the communal office.)

As a result of the workshops, a reconstruction and development program was elaborated by the administrative personnel of the communal offices and entrusted to the sectors of the Comuna, and the resident representatives. This process represents the first step of the elaboration of the development plan at the municipal level.

	Target Group	National level	Province	Municipal	Objectives	Indicators
Vision	Farmers					

	Sector	Main activities	Municipal Supporting strategies	Comuna Strategies	Projects	Target Comuna	Year	Output	Indicators	Main activities	Comunitarian participation instruction
Measures	Health										
	Education										
	Agriculture										

Implementation Process & System	Finance										
	Capacity Development (CD) for Local NGO & CBO										
	Working process										
	Capacity Development (CD) for Administrative staff										

Source: The Study Team

Figure 1-5 BSC for the Communal Plan of the Municipality of Lobito

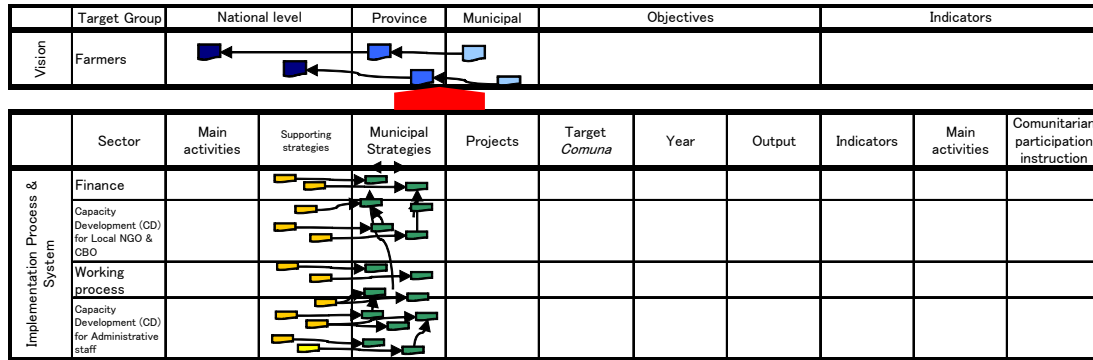
The workshops were limited to the sectors of agriculture, education and health. First the lines for development of each sector were identified by analyzing the problems. Secondly the SWOT of the *Comunas* and the project proposals to solve the problems was analyzed, and then the scales were extracted. The results of the communal SWOT analysis and the ideas for projects were reanalyzed, thus elaborating the strategic ideas. From these ideas the tentative basic strategies to be taken (marked with green). The *Comunas* in the most important and serious socioeconomic conditions are then chosen. Following this, projects to put the strategies into practice are proposed. As many synergic relations as possible are analyzed, making project indicators more precise.

Step 2: Plan for Reconstruction and Development in Sectors

(Elaboration of the development program in collaboration with the provincial branch of each ministry.)

Programs for reconstruction and development are elaborated by sector; in the fields of agriculture, health, and education; with the leadership of each related ministry and the municipal administration staff for each sector.

In the plan elaboration workshops, attention is given to the problems affecting the entire rural region of Lobito. They focus on trying to discover the development problems in each sector, taking into account the resulting analysis at the communal level. Therefore, through SWOT analysis in sectors and reanalysis of the same tool, strategy ideas are extracted, from which, those in agreement with the plan for the development project for the Municipality and the socioeconomic state are chosen. Finally, projects with concrete ideas to put each strategy into practice are chosen, and a projected scale is proposed.



Source: The Study Team

Figure 1-6 BSC for the Sectoral Plan in the Rural Zone of the Municipality of Lobito

(iv) Products

Even though Angola presents the highest economic development rate in Africa through private investments and foreign loans, the national government is not capable of putting the reconstruction and rural development plan into practice as planned due to shortfalls in the budget. It is essential to accomplish the administration of the reconstruction and rural development plan in a way so as to make maximum use of the limited national budget and to effectively take advantage of support from external organizations.

BSCs can work as a development indicator in the capacities of the interrelated actors. With this tool they can clearly define the necessary and expressed activities in the development plan with a logical relationship between the indicators, vision and policies to accomplish their goals. From this point of view, it can serve effectively as a tool to handle public administration. For this reason, it is proposed that the reconstruction and development plan use mainly the BSC.

Chapter 2

Country Profile: Angola

2.1 General Profile

Angola is located in Southwest Africa, at latitudes 4 degrees S10 to 17 degrees S40, and longitudes 22 degrees E50 to 13 degrees E20. The area of the country is about 1,247,000 km², 3.3 times the size of Japan. The population in 2006 amounted to 16.4 million people, a 2.8% rate of growth from previous year.

Table 2-1 General Profile of Angola

Index	2006
Population (million people)	16.4
Country area (1,000km ²)	1,247
Population growth	2.8%
Population in urban areas	53%
GDP ration of primary industries (%)	
Agriculture	7.2%
Industries	74.0%
Manufacturing industry	3.6%
Service industry	18.7%

Source: The World Bank, Development Economics

The country is bordered by Namibia (south border), Zambia (east), and the Democratic Republic of Congo (North). Cabinda Province (Northern Angola) is surrounded by the Democratic Republic of Congo and is separated from the mainland. Tropical rain forests cover the northern areas and the interior cities; the desert originating from Namibia is wide spread in the southern areas.

The capital city is Luanda, which has a population of 3.5 million people. Other major cities include, Lobito (740,000), Benguela (470,000).

The tribal demographic make up consists several major groups namely the Ovimbudu (about 38%), Kimbundu (about 25%), and the Bakongo (about 15%). The official language is Portuguese. However, other local languages such as Umbundu exist. The majority of the nation believes in either Christianity or traditional religions.

The political mechanism takes republican form, headed by the President, and the national assembly is the ecclesia of the unicameral system consisting of 220 seats.

Primary industries are natural/mineral resources such as crude oil, and diamonds which occupy most of the country's exports; others industries include agricultural goods such as corn sugar and coffee.

After gaining independence from Portugal in 1975, the MPLA (Popular Movement for the Liberation of Angola), which has been in power to date, had been suffering from a long-standing civil war with the anti-government guerrilla group UNITA (National Union for the Total Independence of Angola). The turmoil of civil war resulted in the impoverishment of

the economy, hindering the opportunity of economic growth. However, in 2002, the momentum of peace talks increased with the death of Savimbi, leader and chairperson of UNITA, and a cease-fire agreement was concluded on April 4th. With this agreement the 27 years of Civil war has virtually ended and currently the disarmament and demobilization of anti-government groups and national reconstruction is developing rapidly.

2.2 Socioeconomic Status

2.2.1 Macroeconomic Status

Following the end of the civil war, Angola's economy began growing fast. Gross Domestic Product (GDP) and GDP per capita in 2007 reached 4.2, and 3.5 times as much respectively, as compared to the year 2003. These figures have already reached the level of a mid-income country. The main reason for the rapid growth lies with the increase of crude oil production and the sharp price hike of oil prices in the international market. Both production volume and price grew twice that of those in 2003.

Yet, the non-oil sector is growing as well at 12-13% annually, which supports a steady and strong growth trend for the whole economy. According to the macroeconomic study conducted by the World Bank¹, The average GDP growth during 2006-11 is expected to mark a high growth of 12%, whereas the inflation rate will be a stable 5% by 2008 due to the government's macroeconomic policy.

Table 2-2 Major Macroeconomic Indicators

	2003	2004	2005	2006	2007
GDP (million US\$)	13,956	19,800	32,810	44,103	59,019
GDP(growth rate)	3.3%	11.2%	20.6%	14.6%	30.2%
Crude oil sector	-2.2%	13.1%	26.0%	15.0%	40.9%
Other sector	10.3%	9.0%	14.1%	13.8%	13.7%
GDP per capita (US\$)	959	1,322	2,129	2,780	3,614
GNI per capita (US\$)	848	1,157	1,866	2,449	3,082
Consumer Price Index	98%	44%	23%	13%	8%
Crude oil production (1,000 barrel/day)	875	989	1,247	1,434	2,019
Angola product crude oil price (US\$/barrel)	28.2	36.4	50.4	56.6	57.4
Fiscal balance	-6.4%	-1.6%	6.8%	2.2%	5.4%
Fiscal balance excluding the crude oil sector	-35.1%	-30.4%	-23.6%	-28.0%	-25.3%

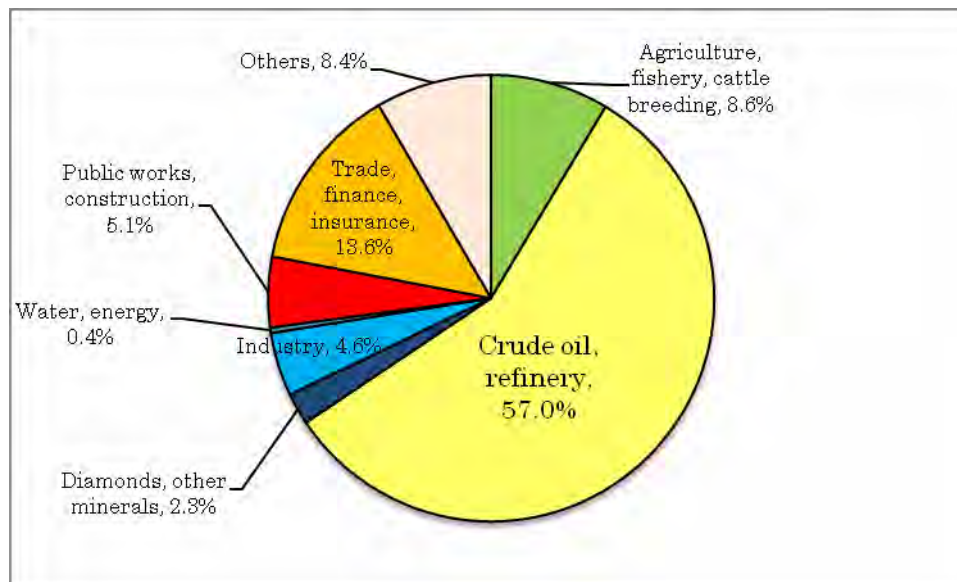
*Note: Figures in 2005 are estimated figures, and those of 2006-07 are projected figures.

Source: Interim Strategy Note for the republic of Angola

The following figure illustrates the sector-wise GDP proportions. The chart shows the

¹ The World Bank "Interim Strategy Note 2007"

oil-dependent industrial structure of Angola, which occupies almost 60% of GDP. The economic structure, of which 95% of export items are engaged in crude oil production, is very much volatile due to the risk of price fluctuation. This strong-but-volatile macroeconomic status is expected to continue for the moment.



Source : 2006, Government General Programme-Extension for Biennium 2007-08

Figure 2-1 Sector-wise GDP Proportion (2006 Estimation)

2.2.2 Social Status

(i) History after the end of the Civil War

After the end of the civil war ended in April 2002, approx 4 million internally displaced people and refugees began to return their homes. According to United Nations Office for the Coordination of Humanitarian Affairs (OCHA), in 2004 the situation had improved fairly well enough to conclude the resolution of the issue of internally displaced people.² The disarmament and demobilization of anti-government groups showed progress and a national reconstruction process is developing. In 2006, peace with Cabinda Province, which has huge potential as a crude oil resource, was concluded and nationwide stability is about to be established³.

Demobilization and reintegration of ex-combatants, the biggest issue after the Civil War has showed certain progress. Through the effort of the Government and the World Bank, approximately 100,000 ex-UNITA soldiers have been given training and support for reintegration to the society⁴. As a result, approximately 90% of the discharged soldiers have

² Republic of Angola: Report on Peace building assistance/aid coordination activity (2004)

³ Cabinda talk forum was held in August 2006, and peace agreement between citizen and independence movement group was realized.

⁴ Angola Demobilization and Reintegration Program (ADRP 2002 - present)

successfully been reintegrated to society⁵.

Although issues such as de-mining in rural areas remain a problem, it can be said that currently Angola is in a transition period from the state of needing emergency aid after the Civil War to the beginning of the long-term reconstruction and development process. As was mentioned above, Angola, from her macroeconomic perspective, has reached the level of mid-income country as a result of the rapid economic growth. Despite of its rapid growth, however, Angola's economy implies big contradictions, which are symbolized by issues such as low human development indicators, the wealth gap, and undeveloped basic infrastructure.

(ii) Primary Social Indicators

The wealth gap in Angola is huge. According to a survey by the World Bank, around 25% of the population is in an extreme poverty level (living standard of US \$0.75/day), and 70% of population has a living standard below US \$2/day (Gini coefficient in 2006 was 0.62). The well-off, who share 20% of population, occupy 43% of whole household expenditures, whereas those in extreme poverty, and who share 20% of population, were only 4.4%.

One of the challenges Angola faces is to achieve dissolution of the wealth gap by means of the economic growth derived from the rise in crude oil production/price.

Most of health/sanitation related indicators are below the average of the Sub-Sahara region.

Life expectancy is 47 years old, a significantly low level, and the infant mortality rate (the majority of causes is related to Malaria and other epidemic diseases) amounts to 25%.

Maternal mortality rate is the worst in the Sub-Sahara region.

Table 2-3 Comparison of Primary Social Indicators

Year 2006	Angola	Sub-Sahara region
Life expectancy	47	70
Infant mortality rate (per 1,000)	154	100
The malnutrition child ratio (less than 5 years old)	31	29
Adult literacy rate (male 15 years old or older)	83%	N.A
Adult literacy rate (woman 15 years old or older)	54%	N.A
Enrollment rate of primary education (male)	N.A	99%
Enrollment rate of primary education (female)	N.A	87%
Access to safe water	53%	56%
Access to sanitation facilities	31%	37%

Source: The World Bank, World Development Indicators

⁵ According to the monitoring survey by the World Bank (soldiers after 3-6 months from discharge), it is reported that most of them are in the state of enabling independent life as 57% were reemployed or self-employed and 95% have access to farmland.

Box 2-1 Reference/Progress of Millennium Development Goals (MDGs)

The Interim Strategy Note of The World Bank, published in 2007, concluded that Angola's effort to achieve the MDGs showed only limited progress.

Especially the efforts to tackle Objective 1 "Poverty Reduction" are deemed insufficient, since the wealth gap has continued to grow bigger despite its rapid economic growth.

Concerning the education and health/sanitation sector, although indicators such as the enrollment rate of primary education has improved, other indicators such as the infant mortality rate have show little improvement since the early 1990s, which stays at a low level from the global standard.

Table 2-4 MDGs Indicator and its Progress

MDGs Objectives and Indicators	1990-92	1998-2000	2004-05	2015 (target)	Prospect
1. Poverty and hunger reduction					Low
Indicator 1: Reduce the poverty rate by half	-	-	68%		
Indicator 2: Reduce the extreme poverty rate by half	58%	49%	38%	29%	
2. Primary education					Low
Indicator: Enrollment rate	50.3%	-	-	100%	
3. Gender					Low
Indicator: gender balance in primary education	-	85.2%	-	100%	
4. Reduction of infant mortality rate					Low
Indicator: Infant mortality rate (per 1,000)	260	260	260	87	
5. Improvement of maternal and child health(per 100,000)					Low
Indicator: Reduce maternal mortality rate by 75%	1,400	1,700	1,400	350	
6. HIV/AIDS, malaria prevention					Low
Indicator: HIV/AIDS infection rate of pregnant woman	-	-	3%	<3	
7. Sustainable environment conservation					Low
Indicator: Forest areas	49%	48%	47%		
Indicator: Population rate who has access to safe water	36%	-	53%		

Source: World Development Indicators, Ministry of Planning/UNDP MDG report summary

2.3 National Development Plan of Angola

The current national development plan of the Angolan Government consists of "Angola 2025" (formulated in 2004) the long-term development framework and the Government General Program (2-Year Plan), the short-term development framework.

Angola 2025 is the important policy guideline, envisioning the long-term development direction to be achieved by 2025. It is the comprehensive framework which influences the policy of Provincial and Municipal governments.

In addition, the PRSP (revised in 2006) also exists as a development plan at the national level.

2.3.1 Long-Term Development Plan

Angola 2025 (25-Year plan)

(i) Executive Summary

With the support of a Portuguese Consulting firm, the Ministry of Planning developed a national development plan in November 2004, which envisions a long-term development direction. Although the plan has within its perspective issues addressing the social sector such as the education and health/sanitation sector, the priority is on economic development. The objective, priority policy, and basic policy of the plan are as follows;

Table 2-5 Angola 2025/Objective, Priority and Basic Policy

Priority areas
<ol style="list-style-type: none">1. Achieve development, stability, reform, and a consolidated society and democracy2. Expansion of employment, promotion of human/science technology3. Transition from emergency aid to development of infrastructure4. Development of economy, finance and competitive industries (sector)5. Support for private sector enterprises6. Consolidation and development of the country
Policy
<ol style="list-style-type: none">1. Promoting national reconciliation2. Sustainable development with economic development and poverty reduction3. Stable macro economy and society4. Nationally-unified economic structure5. Eliminating regional gaps
Basic direction
<ol style="list-style-type: none">1. Building the future with action, by imitating human history2. Eliminating hunger, poverty, diseases and illiteracy to build the basis of human integrity3. Attaching importance to human resources, knowledge and innovation, which brings sustainable prosperity to the nation.4. Attaching great importance to labor, entrepreneurship and savings.5. Eliminating military disputes as a means to resolve social disparity.6. Preserving the environment and nature for consolidation of development, human being and nature.7. Vitalizing civil participation, democratic involvement, promoting equal opportunity, the guarantee of democratic rights for the development of a civil society.8. Respecting the variety of ethnicities and tribes in order to protect the unity of the nation9. Sustaining unification among generations to motivate future generations.10. Promoting ethics and transparency in enterprises, the economy, administration and society in order to eliminate corruption and fraud, which damages national richness.11. Complete elimination of discrimination and gender inequality.12. Reform of the resource-dependent economic structure (crude oil/diamond)13. Correcting imbalances of the macro economy and public finance, which may cause inflation and hamper economic growth14. Deconcentration of fiscal resources and government decentralization to improve efficiency and effectiveness of public administration.15. Balanced-development of country (Correcting the concentration in coastal areas and promoting economic development in interior areas)

Source: Compiled by the study team upon 2004, ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA(2025)

As a concrete objective, the plan sets various indicators like poverty and macroeconomic indicators. Many of these indicators, especially in social sector, are held in common with those of MDGs. The targets set are as follows.

Table 2-6 Angola 2025 Target Indicators (Example)

Primary development indicators	Baseline	Current	Target (2025)
Human development Indicators (UN)	2000	0.403	(0,70 – 0,75)
Infant mortality rate (under 5) (per 1,000)	2000	250 (2001)	(30 – 40)
Life expectancy	2000	45.2	(56 – 60)
Population ratio under 15 (%)	2000	41.3 (2001)	46,3
Poverty rate (IHP – 1) (%)	2000	48.6	(10 – 15)
Average population growth (%)	1990 - 2000	3.2 (1995 – 200)	(2,7 – 2,8)
Adult literacy rate (%)	2000	42.0	(75 – 85)
Population who have access to safe water and health/sanitation service (%)	2000	41.0	(70 – 75)
Economic indicators			
GDP per capita (US\$)	2000	689.0	(2900 – 3650)
GDP growth rate (%)	1990 - 2000	4.9 (1997– 2001)	(7,5 – 7,8)
Average investment rate (GDP ratio) (%)		(12 – 15)	(18 – 19)
Inflation rate (IPC variation per year) (%)	1990 - 2000	179 (2002)	(3 – 4)
External debt/GDP ratio (%)	1999	106.7	(20 – 25)
Import ratio (Goods and services) (%)	2000	100.7 (1995-2000)	(75 – 90)
Self sufficient rate of food (Consumption/Domestic production) (%)	2003	(20 – 25)	(101 – 125)
Other production (GDP ratio) (%)	1997 - 2001	56.0 (1997-2000)	(71 – 75)
CO2 emission per capita (ton)	1998	0.5	(3 – 5)
Social/Cultural indicators			
Enrollment rate (1st, 2nd and 3rd levels)	1999	48.4	(75 – 85)
University enrollment rate	1998	0.7 (1998)	(10 – 11)
Number of students per teacher (Primary/Secondary education)	1998	35 (1998)	(20 – 25)
Number of doctors per 100,000	2000	8.0	(40 – 50)
Gini coefficient	1998	0.55	(0,40 – 0,45)
Corruption index (developed by the World Bank)	2000	-1.14	(0,75 – 1,25)
Participation rate of women in economic activity (%)	2000	15. 5	(90 – 95)
The National Assembly member ratio of woman (%)	2000	15.5	(30 – 35)
Number of TV reporters	1998	13.0	(300 – 400)
Political/Administrative system			
Liberty level of nation (Long frame Freedom House)*1	2000	6. 0	(2 – 3)
Index of Political rights	2000	6.0	(2 – 3)
Freedom of mass media	2000	80. 0	(20 – 30)
Establishment level of Law and order	2000	3.0	(4 – 5)
Efficiency index of the Government	2000	-1,31	(0,50 – 0,75)

*1: 1 – 2,5 Complete freedom, 3 – 5 Partially free, 6 – 7 No freedom

*2: 0-30 Free, 31 –60 Partially free, 6 1–100 No freedom

Source: 2004, ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA(2025)

(ii) Roadmap for Economic Development

Through economic development, this strategy envisions the ultimate vision of development to be a **"Self-sustainable economic state without dependence on natural resources."** To achieve this vision, the plan breaks down the policy into the following 3 steps and sets the vision and target respectively.

The 3 steps are as follows "Conversion from import-oriented economy," "Strengthening export capacity" and "Promoting heavy-industry."

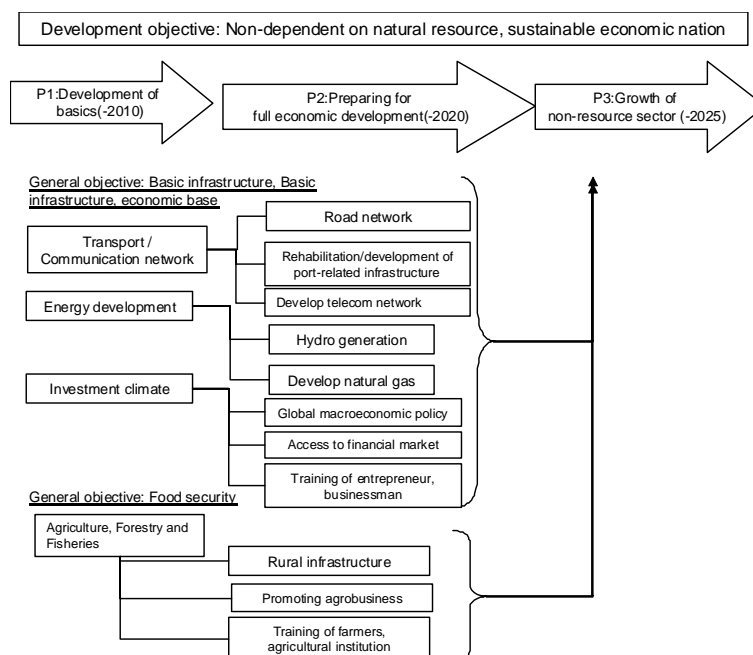
1. Phase 1 (P1 - 2010):
“Development of basic infrastructure and human resources, utilizing revenue from natural resources”
2. Phase 2 (P2 2011 - 20):
“Preparatory period for non-dependent economic development from crude oil”
3. Phase 3 (P3 2020-25):
“Full-scale economic development in non-natural resource sector”

Table 2-7 Target of Economic Development in Angola 2025

Indicators	P1 (- 2010)	P2 (- 2020)	P3 (- 2025)
Average GDP growth	8-9%	10-11%	7.5-8.5%
Increase of Employment rate	4.5%	Nil	3.4-3.7%
Increase of Domestic production	3.8-4.4%	Nil	4.1-4.8%
Real wages increase rate	2-2.5%	Nil	2-2.5%
Average investment rate	20-22%	Nil	20-22%
Fiscal deficit (GDP ratio)	5-7%	Nil	1%
External debt (GDP ratio)	70-80%	Nil	20-30%

Source: Edited by the Study Team based upon the information of 2004, ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA(2025)

The plan consists of a General Objective (ultimate objective for each field and sector) and a Specific objective (target on respective action). It explains the priority actions and projects. Following Figure 2-2 summarizes the structure and priority of the plan.



Source: Edited by the Study Team based upon the information of 2004, ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA(2025)

Figure 2-2 Angola 2025 Program Structure (for Economic Development)

(iii) Importance of the Plan

Since the plan envisions long-term development over more than 20 years, few descriptions about specific actions and programs were given. Therefore the plan can be defined as a basic guideline or framework to develop the short-medium term development plans. Since several local authorities whom the Study Team interviewed discussed the plan, the team can reasonably assume that the plan illustrates the ultimate development policy and thereby placed as important guideline for the development framework.

(iv) Development plan; Agricultural Sector

The plan prioritizes agriculture as the second most important sector following the crude oil sector. Because 60% of population, especially many poor groups, is engaged in agriculture, development of agricultural sector is also important in terms of poverty reduction. Therefore, the plan envisions a strengthening of the agricultural sector as part of measures to promote comprehensive rural development.

Table 2-8 Development Objective of Angola 2025/Agricultural Sector

General Objective	Socio-economic development of rural areas and farmers, improvement of basic infrastructure, improvement of food security
Special Objective	1.Promoting rural business: Training of agro-related enterprise, expanding access to micro credit 2.Capacity/Institutional development (government/beneficiary): Resettlement of refugees, improvement of women's social position, institutionalization/revitalization of agriculture/livestock-related organization (including Ministry of Agriculture and Rural Development), network between farmers/ fisherman and instructor of vocational training. 3.Development of agricultural policy and infrastructure: Land ownership (with government guarantee) of beneficiary, development of survey and study on agriculture/forestry, development of sustainable natural resource
Programs(- 2010)	1.Promoting rural business: National program for agriculture Promoting enterprise investment for general farmers Target: develop manufacturing enterprises of dairy products and meat by 2010. 2.Capacity/Institutional development (government/beneficiary): National program of training Objective: improve capacity and productivity of rural people 3.Development of agricultural policy and infrastructure: National program of integrated rural development: Prevention of desertification, rehabilitation of infrastructure, improvement of the zootechny, targeted area of road rehabilitation phase 1 (- 2010) Namibe, Kuanza Sul, Cunene, Moxico, Cuando Cubango

Source: 2004, ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA(2025)

(v) Social Sector (Education, Health/Sanitation)

Health/Sanitation

The main issues in the health sector are the lack of sanitation-related infrastructure such as those pertaining to the water supply and toilet facilities, and a lack of medical services including hospitals.

These are the major causes of epidemic disease (such as malaria, diarrhea, tuberculosis and asthma) in Angola. Malaria especially has been a serious problem as it accounts for 15 - 30% of Angola's mortality rate. The plan, therefore, suggests the following policies.

1. Development of water-related infrastructure
2. Construction of hospitals (General hospital)
3. Training of health service workers
4. Free medical services for poor groups
5. Development of an insurance system

Education

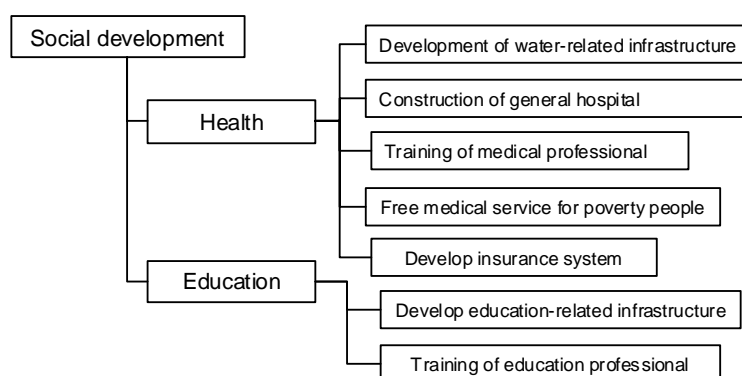
The problems in the education sector derive from the damage caused by the civil war, such as the destruction of schools and a lack of teachers. However, in the reconstruction process, a low priority was given to the education sector. Therefore the amount of public investment was very low. This has caused many problems and makes the education environment relatively worse than other neighboring countries.

To improve this situation, the plan establishes the following objectives.

1. Provide public education for all children
2. Reform of curriculum
3. Begin the training of teachers capable of comprehensive education (who can serve not only academic education, but also provide guidance to students' lives)

The focus of the plan consists of the following two programs, "Development of education infrastructure (School construction and development of educational materials)" and "Training of human resources in the education sector (Re-education program of teachers)"

General Objective: Poverty reduction through social development



Source: 2004, ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA(2025)

Figure 2-3 Angola 2025 Program Structure (Social Sector)

(vi) Administration Reform/Decentralization Policy

The basic idea of administration reform and the decentralization policy is ideally to minimize the involvement of the state, but also to proceed progressively and carefully, taking the actual situation into consideration. It also aims to emphasize the importance of changing peoples'

perceptions and enhance awareness and commitment to politics.

The plan points out the problems of the current administration on both institutional issues (such as unnecessarily dispersed power and decision-making processes) and physical constraints (lack of competent public servants).

The decentralization roadmap starts from a progressive transfer of power (Decentralization) to enhance the institutional capabilities of the Provinces and cities, and leads to a transfer of financial resources (Deconcentration) as the following step. The following table shows the ideal demarcation of responsibility among local autonomies. The plan also includes the formulation of programs to put the above ideas into practice.

Table 2-9 Expected Role of Local Autonomies after Decentralization

Local autonomies	Role/Responsibility
Province	Planning economic development: development of provincial networks (basic infrastructure), national land planning, environmental conservation, local taxation, projects for natural resource utilization, vocational training, school networks, sanitation networks, rural electrification, transportation
Municipality	Municipality-related planning and land utilization: water supply networks, basic sanitation, electricity/transportation networks, health facilities, education, culture, recreation/sports, securing the environment for economic activity, construction permits, urbanization policy, residence
<i>Comuna</i>	Provision of basic social welfare, management of the community's public facilities, implementation of programs transferred from the Municipality

Source: 2004, ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA(2025)

(vii) Strategic Importance of Benguela Province

Benguela Province, a target area of the survey, is known as regional hub for logistics and import/export services, taking advantage of the Port of Lobito and the railway infrastructure.

In addition, areas from Benguela Province to Namibe Province (south) are considered to be strategically important areas in national policy. This can be observed from the fact that this region was designated as priority area for industrialization.

The region is also important for agricultural production. Thus programs such as the construction of demonstration farms and the installation of agricultural development centers on a priority basis are to be implemented.

Table 2-10 Priority Item of Industrialization Policy in Benguela Province

Sector	Goods and item with high potential
Agriculture/Forestry	processed corn products, almonds, coconuts, palm oil, sugar production, tobacco, vegetable juice, fruit liquor, meat, dairy products, , edible fat (butter, lard), processing of fishery products
Mineral/Industry	Crude oil/Natural gas refinery, Steel/Cement industry
Manufacturing industry	Mineral water production, manufacturing of shipbuilding and transport-related equipment., paper industry (cellulose production), production of ceramics, can and construction materials

Source: 2004, ESTRATÉGIA DE DESENVOLVIMENTO A LONGO PRAZO PARA ANGOLA(2025)

(viii) Interim Poverty Reduction Strategy Paper (PRSP)

A draft of PRSP, covering the period of 2004-2007, was formulated on December 2003.

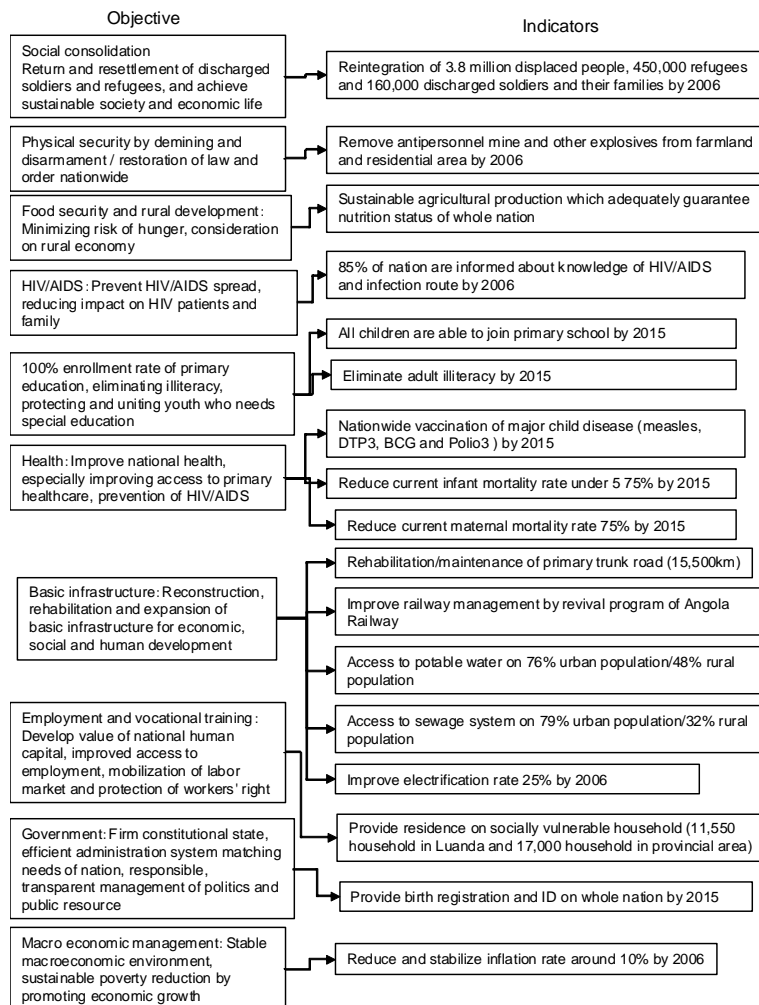
Since the plan didn't anticipate the rapid improvement of the macro economy and fiscal situation by the increase of crude oil revenue, the government has been revising the PRSP of 2006-2008.

The PRSP is different from that of 25-Year Plan which envisions national development through economic growth, and regards economic development as a means to achieve its ultimate goal which is poverty reduction. The following is a summary of PRSP 2006-08.

PRSP (ECP 2006-08; Estrategia de Combate a Pobreza) Summary

1. Global objective: Peaceful consolidation of nation by sustainable improvement of life, with the participation of people
2. Target indicators: Reduce the number of people living in the poverty by half from the current 68% by 2015

The Figure 2-4 describes the priority areas and respective target indicators.



Source: Compiled by the Study Team upon miscellaneous information

Figure 2-4 PRSP Structure

In the Table 2-11 below are excerpts of the development strategy of the project-related sectors (rural development, education, sanitation and administrative reform (decentralization)).

Table 2-11 Objectives and Priority Policy on Project-Related Sector

Sector	Objective	Priority policy
Rural development	Food security and development of rural economy	<ul style="list-style-type: none"> ▪ Strengthening production capacity of traditional industries such as agriculture/fishery ▪ Revitalization of rural business markets ▪ Sustainable development of natural resource ▪ Organizational reform such as reorganization of the judicial system, modernization of public organizations
Education	100% enrollment in primary education, eliminating illiteracy, protection/unity of youth who needs special attention	<ul style="list-style-type: none"> ▪ Support government's effort to education reform ▪ Establish nationwide access to primary education ▪ Eliminating adult illiteracy ▪ Integration of children who need special attention to educational system ▪ Integration of youth to educational system ▪ Eliminating gap of education service caused by regional/geographical reasons ▪ Strengthening administration, management and audit capacity
Health/Sanitation	Improvement of national health, access to primary healthcare, HIV/AIDS measures	<ul style="list-style-type: none"> ▪ Improve access to primary healthcare, special attention on pregnant women infants and children ▪ Improvement of epidemic measures (like Malaria, tuberculosis) and quality of basic medical service ▪ Prevent STI/HIV/AIDS infection ▪ Strengthening management capacity of medical sector and promoting decentralization (of management/planning division) to provincial and Municipality level
Administrative reform	Firm constitutional state, efficient administration matching needs of nation, responsible, transparent politics and public resource management	<ul style="list-style-type: none"> ▪ Improve capacity of state functionality ▪ Improve capacity and value of human resources which are engaged in national service and general economic activity ▪ Establishment of organizational committees and central/local administration systems with adequate, efficient functionality

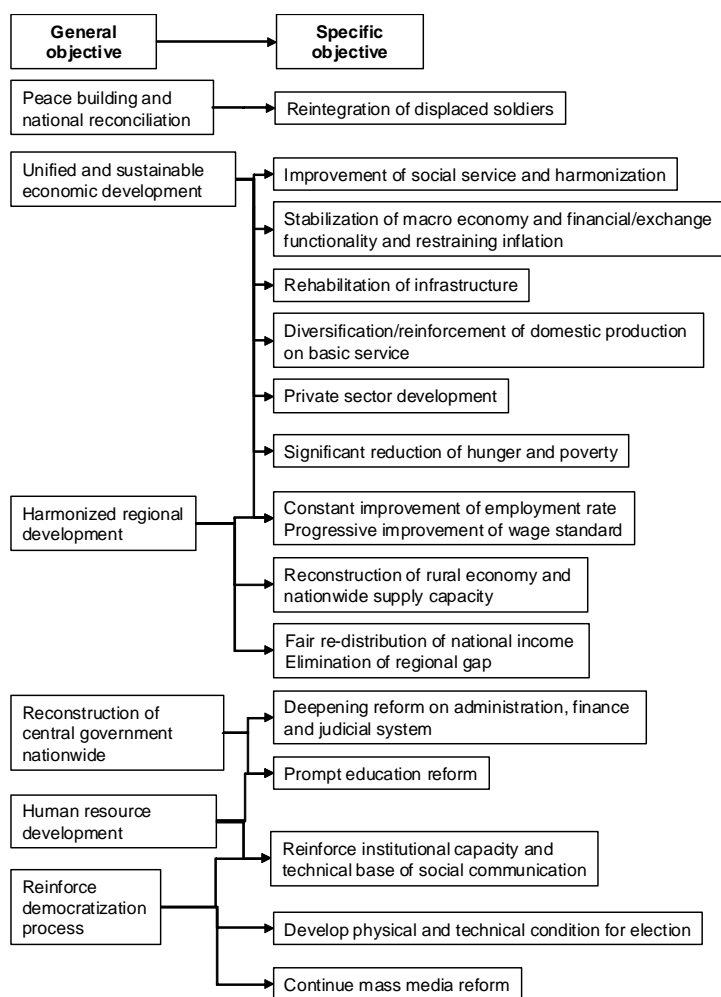
Source: Interim Poverty Reduction Strategy Paper

2.3.2 Short-Term Plan: Government General Programme-Extension for Biennium 2007-08

(i) Outline

The governments' 2-Year plan, which materializes the direction of Angola 2025 and the PRSP as a short-term plan, illustrates the target, policy and action for 2 years.

Basic policy and direction of current PGG 2007-08 follows that of past PGG (2005-06), and no major changes are given. The plan consists of general objectives which picture the whole direction of the plan and more-materialized specific objectives.



Source: Created by the Study Team upon miscellaneous information

Figure 2-5 Objectives, Structure of PGG 2007-08

(ii) Plan Objective

To measure the achievement of its objectives, the plan sets sector-wide target indicators, such as the GDP growth rate, the volume of investment, and the scale of employment. For example, the target volume of investment in the agriculture sector, aims for 25% growth, a relatively modest target.

On the other hand, as for the manufacturing industry, the plan aims for an ambitious 50% growth, which strongly reflects the objective of the plan (transfer from a natural resource-dependent economic structure, and enhance the domestic production capacity). The real prospect is, however, that the resource-dependent economic structure will continue for the moment, since crude oil and the mineral sector still occupies a great proportion of the economy in Angola.

Several doubts are found in the plan, such as a lack of detailed consideration on feasibility of the target indicators, and the ambiguous link with the sector-wide policies subsequently mentioned.

Table 2-12 Target of Sector-wise GDP Growth Rate in the 2-Year Plan

(Unit: US\$100 million)

GDP growth rate	Actual	Target		Target volume of investment		Target scale of employment	
	First half of 2006	2007	2008	2007	2008	2007	2008
Agriculture	18%	24.7%	26.6%	161	272.6	72,338	206,117
Fishery, etc	-	9.7%	33.0%	-	-	79,120	125,380
Crude oil	35%	33.6%	13.4%	13144.3	15773.2	953	758
Diamonds and other minerals	3%	20.2%	9.6%	264.4	238.0	1,582	2,923
Manufacturing industry	17%	48.0%	55.3%	315.7	408.6	16,900	21,100
Water / Energy	15%	26.7%	12.5%	-	-		
Public works, construction	19%	76.8%	10.6%	460.9	386.0	60,393	26,438
Market services	11%	14.7%	12.5%	173.4	176.3	18,700	9,658
Non-market services	-	4.6%	5.1%	-	-	10,240	10,650
GNP	-	31.2%	15.9%	-	-		

*GDP growth rate implies the growth from previous year

Source: 2006, Government General Programme-Extension for Biennium 2007-08

The following table shows the public investment plan of the 2-Year program. More than 70% goes to the development of basic infrastructure, and another 15% goes to agriculture. No significant investments are planned for other sectors. Considering the relationship with the aforementioned "general objective," the plan is characterized by prioritized allocations for development of the economic base, the social infrastructure, and enhancing domestic productivity. The whole picture is still unclear, however, since the volume of investments in some items is not clarified.

Table 2-13 Public Investment Plan of the 2-Year Plan

(Unit: 1,000Kz)

Sector	2007		2008		Total	
	Amount	share	amount	share	amount	share
Total investment	578,434,470	-	133,913,868	-	712,348,338	-
Agriculture	91,598,303	16%	13,477,016	10%	105,075,319	14.8%
Health/Sanitation	400,000	0.1%	100,000	0.1%	500,000	0.07%
Education	25,211,580	4%	1,190,000	1%	26,401,580	3.7%
Basic infrastructure (Bridge, road, power, telecommunication and water management)	422,883,609	73%	99,655,908	74%	522,539,517	73.4%
Social communication	3,922,469	1%	4,263,228	3%	8,185,697	1.1%
Culture and sports	14,665	0.003%	0	0%	14,665	0.0%
Support on ex-combatants and refugees	8,102,583	1.401%	8,081,833	6.0%	16,184,416	2.3%

Source: 2006, Government General Programme-Extension for Biennium 2007-08 (*US\$1= Kz75)

The following section explains the project-related, sector-wise development plan on agriculture, education and health/sanitation. The plan, in accordance with its master plan, consists of analysis on the status quo, setting the target and policy menu.

2.4 Sector-wise Development Plan (Agriculture, Education, Health/ Sanitation, Public Investment, Environment and Gender)

2.4.1 Agriculture

A Status quo

With the progress of the demobilization of ex-combatants and refugees after the end of civil war, and with the restoration of administration functionality, the opportunity for growth in agriculture is imminent. However, issues in the fishery and stock-raising industry (meat, dairy products, and eggs) remain, such as the lack of raw materials and industrial equipment to improve productivity. Yet, even with these problems, the agricultural sector still marks dynamic 17% growth.

Table 2-14 Last 2 years' Growth, Investment in the Agricultural Sector

	GDP growth	Private investment	Public investment
	(%)	(million US\$)	(million US\$)
2005	17,0%	11,4	79,9
2006:first half	-1,40%	N/A	16,2

Source: 2006, Government General Programme-Extension for Biennium 2007-08

The current 2-Year plan identifies the strengths and issues concerning the current agricultural sector as follows. This analysis is used as a guideline for formulating concrete policy. Looking at the column of "weaknesses," issues of indirect constraints besides agricultural productivity are suggested. For example, the undeveloped market environment, and lack of rural credit.

Table 2-15 Strength and Issues of the Current Agricultural Sector

Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> • Return of inhabitants • Good sanitation environment • Good farming environment • Good soil 	<ul style="list-style-type: none"> • Distortion of markets • Lack of rural markets • Lack of rural credit • Low literacy rate • Limited access to land 	<ul style="list-style-type: none"> • Angola Development Bank • Ongoing infrastructure development • Recovery of economy • Strengthening SADC • Resumption of adult literacy education • Resumption of rural trade, finance 	<ul style="list-style-type: none"> • Strengthening SADC • Low private investment in the agriculture sector • Undeveloped redistribution functionality

Source: 2006, Government General Programme-Extension for Biennium 2007-08

The following are the target indicators of the agriculture sector, mostly set as the increase of final output (product). One feature of the indicators is the concept of "restraining charcoal and dry wood production", which shows contrast to agricultural production. This concept was presumably set in consideration of the negative environmental impact caused by deforestation and charcoal production.

Table 2-16 Primary target Indicators and Output in the 2-Year Plan (Agriculture)

Indicators	2005	2006*	2007	2008
Crop production (ton)	880,929	626,497	1,106,399	1,351,740
Vegetable production (ton)	175,287	142,414	256,079	316,822
Potatoes (ton)	9,559,536	10,013,316	11,874,162	12,235,088
Meat (ton)	28,388	45,297	51,878	57,938
Milk (ton)	804	1,356	2,125	4,125
Eggs (ton)	3,620	6	7,017	8,280
Wood (m ³)	47,974	53,192	63,830	76,596
Charcoal production (ton)	345,283	310,755	248,604	198,883
Wood production (ton)	58,208	49,477	41,066	32,853
Forestation (ton)	650	5,000	5,000	5,000

Source: 2006, Government General Programme-Extension for Biennium 2007-08

*Tentative figures used for 2006

Based upon the above analysis and target, the plan proposes the following policy.

Among the policy objectives "Food security" and "Improving domestic production capacity" are prioritized in both the long-term development plan and 2-Year plan.

To achieve these objectives, the plans propose sector development through policies like an improvement in production capacity of farmers, and private entrepreneurs and improvement of the rural economy.

Especially, the lack of the domestic production of vegetables and meat is a highly prioritized issue.

As a core program to tackle this issue, the development program PERD is suggested.

Table 2-17 List of Policies Expected in the Agricultural Sector

Objective	Policy menu
Reconstruction of the rural economy and supply capacity nationwide	<ul style="list-style-type: none"> • Improve production environment of small farmers and rural business, production of daily commodities by intensive implementation of PERD⁶ • Clarification of environmental requirements for the growth and development of agribusiness enterprise • Establish food security by reinforcing food clusters from agribusiness to terminal agriculture (Production of cereals, vegetables, meat, milk and eggs) • Reinforce expansion program of irrigation areas • Management of state-owned property or farmland of high-productivity as base of large-scale agriculture/fishery projects (Collaboration with private enterprise with high technical and scientific capacity) • Formulation of forestry development policy to develop desirable condition to sustain food chain • Industrialization and improvement of supply capacity by revitalization of fishery, such as port-related infrastructure and cold chain (low temperature logistics network)

Source: 2006, Government General Programme-Extension for Biennium 2007-08

⁶ Rural Extension and Development Program: Development program for rural areas by the state government

2.4.2 Education

A Status quo

At the end of 2005, school attendance was at 4.9 million, tripled from that of 1.5 million in 2003. The enrollment rate of pre-school education reached 193%, followed by 182% for primary school, and 3.4% for university education. These figures clearly illustrate the improvement of the educational environment after the civil war. With the rapid growth of education demand, the training environment for teachers is also expanding. The number of teacher training schools amounts to 282 (the total of public and private schools), 4 times that of 2003 (55 schools).

Table 2-18 Primary Target Indicators and Output in the 2-Year Plan (Education)

Indicators	Actual		Target	
	2005	2006 (projected)	2007	2008
Gross Enrollment rate (%)				
Pre-school education	192.5%	188.0%	184.0%	180.0%
Primary education	182.1%	176.0%	170.0%	163.0%
Secondary school	43.4%	29.9%	31.8%	33.7%
University education	3.4%	2.5%	3.0%	3.5%
Net Enrollment rate (%)				
Pre-school education	59%	61.3%	63.6%	66.5%
Primary education	56%	57.4	58.8%	60.2%
Secondary school				
Number of enrolled children				
Pre-school education	895,145	990,788	1,058,450	1,112,650
Primary education	3,119,184	3,452,456	3,688,228	3,877,093
Secondary school	693,600	767,708	820,136	862,133
University level (medium/univ)	171,882	190,258	203,251	213,659
Non-educated children				
Pre-school education	303,500	294,400	285,600	277,000
Primary education	711,210	698,900	669,200	649,100
Secondary school	1,623,420	1,583,710	1,544,000	1,504,290
Number of students per teacher (Luanda)	40	40	40	40
Number of teacher				6,263
Number of administration staff				2,255

Source: 2006, Government General Programme-Extension for Biennium 2007-08

B Plan

The following are suggested as policies for the education sector for the 2-Years Plan to achieve its objective, "Education reform."

Table 2-19 List of Policies Expected in Education Sector

Objective	Policy menu
Education reform	<ul style="list-style-type: none"> • Accelerating teacher training process • Strengthening institutional capacity of education administration and school management • Radical change of adult education • Improvement of nutrition status of children through "School snack" system • Quality improvement of universities through national reconstruction policy

Source: 2006, Government General Programme-Extension for Biennium 2007-08

2.4.3 Health/Sanitation Sector

A Status quo

Although there was a spread of Marburg fever and cholera in 2005, the incidence of epidemics has been improved. A recent milestone was the complete elimination of leprosy (0.9 person per 10,000). The mortality rate caused by HIV/AIDS has slowed down, and the elimination of Polio is also expected by the wide spread administration of vaccinations.

On the other hand, malaria has been the biggest issue here, as exemplified by the figure of a 25% of maternal mortality rate. Also the mortality rate by diarrhea, respiratory disease and tuberculosis marks flat or is slightly aggravated.

As was illustrated by MDGs (see chapter 2.2.2), the improvement of sanitation-related indicators is very slow. This issue needs to become a prioritized issue even in terms of productivity improvement.

The status of the medical infrastructure has improved generally, although number of hospitals and emergency clinics marked only a modest increase. However, the number of doctors and nurses are still chronically deficient, which causes the government to invite foreign doctors. In addition, the health department of Benguela Province considers the training functionality of medical-related human resources as an urgent issue.

Table 2-20 Primary target indicators and output in the 2-Year Plan (health/sanitation)

Indicators	Actual		Target	
	2005	2006	2007	2008
Infant child/Maternal woman				
Birth rate at traditional hospitals	35%	36%	40%	50%
Maternal mortality rate (per 100,000)	1,700	1,700	1,600	1,400
Infant mortality rate (under 5)	25%	20%	18%	15%
Infant malnutrition rate (under)	30%	15%	12%	10%
Infrastructure				
Rehabilitated hospitals	6	17		
Rehabilitated/New construction of emergency clinics	61			
Supply of hospital equipments	20	25		
No. of installation of new beds (2005-06)		4,070		
National central hospitals	9	10	12	15
Provincial general hospitals	50	55	58	65
Municipal hospitals	137	145	158	165
Clinics	295	315	325	340
Emergency clinics	1,600	1,680	1,695	1,700
No. of beds in hospitals	11,977	12,027	13,004	13,711
Human resource				
No. of medical-related persons	65,578	69,343	73,374	75,927
No. of doctors	1,458	1,543	1,643	1,710
No. of nurses	35,593	36,800	37,289	38,856
Anti-epidemic measure				
No. of household with mosquito nets	1,200,000	2,000,000	3,000,000	5,000,000
TB detection rate	40%	60%	75%	85%
TB treatment rate	40%	75%	90%	95%
Elimination of leprosy	99%	100%	100%	100%
HIV/AIDS prevention measures				
Adult infection rate (UNAIDS 2001)	2.7%	2.7%	2.7%	2.7%

Source: 2006, Government General Programme-Extension for Biennium 2007-08

B Plan

The health/sanitation policy consists of infrastructure development and prevention of epidemics and the development of soft components (human resources). The plan also addresses measures to fight against malaria and HIV/AIDS and the training of medical-related human resources.

Table 2-21 List of Policies Expected in Health/Sanitation Sector

Objective	Policy menu
(No definite description confirmed)	<ul style="list-style-type: none"> • Rehabilitation of infrastructure prioritized in the healthcare network, improvement of healthcare service through secured access to primary healthcare services • Strengthening public healthcare and treatment programs (for malaria, HIV/AIDS, tuberculosis, improvement of infant/maternal mortality rates) • Reinforcing distribution network of primary medical products • Training of medical-related administrative personnel

Source: 2006, Government General Programme-Extension for Biennium 2007-08

2.4.4 Environment

A Status quo

In the 2-Year Plan, no detailed description or analysis of status quo issues were given. The 2-Year Plan just summarizes the efforts and achievements made during the previous plan. Since it is difficult to describe the detailed analysis of this report, the Study Team has summarized its policies and programs corresponding to related issues.

As was described in the section of agriculture, one of the environment-related objectives is also the reduction of charcoal production and deforestation. The plan aims to reduce charcoal production to less than 200,000 tons from the 345,000 tons produced in 2005. These policies are reflected in those of Benguela Province, and the provincial government official recognizes the importance.

However, since charcoal plays a critical role not only as an energy source in rural areas, but also as a cash-generating product, no practical measures have been suggested to date.

In addition, there is no independent organization responsible for the environmental sector; therefore, the Ministry of Urbanism and Environment partially covers the functionality of the nonexistent organization. However, the Ministry suffers organizational constraints (both in staff numbers and capacity) and low budgetary priority is allocated to address these issues.⁷

Table 2-22 List of Policies Expected in Environment Sector (Legislative Issues)

Objective	Policies and major programs	Achievement
Development of environmental policy and system	<ul style="list-style-type: none"> ▪ Formulation of national environmental policy ▪ Report on general environmental status ▪ National environmental management program ▪ National policy for air pollution and noise prevention ▪ Environmental education program ▪ Legal framework of environment-related legislation (discussion of draft) 	<ul style="list-style-type: none"> ▪ 30% ▪ 70% ▪ 100% ▪ 30% ▪ 100% ▪ 100%
Special issues	<ul style="list-style-type: none"> ▪ Anti-desertification program ▪ Environmental improvement program in coastal areas ▪ National program for ozone layer protection ▪ Survey on CFC/HFC substances in refrigerators and air-conditioners 	<ul style="list-style-type: none"> ▪ 50% ▪ 30% ▪ 100% ▪ N.A

Source: 2006, Government General Programme-Extension for Biennium 2007-08

B Plan

There were few descriptions concerning the environment policy, therefore detailed policies were not confirmed. The plan suggests, however, the following three policies.

⁷ There are only three officers in the aforementioned environmental department of the Benguela provincial government who were transferred from other departments. Therefore, the lack of appropriate human resources with expertise is also an issue.

Table 2-23 List of Policies Expected in the Environmental Sector (Other Issues)

Objective	Policy menu
Resolution of extraordinary phenomenon	<ul style="list-style-type: none"> • Restraint of desertification • Restoration of the sanitation system in urban areas along with the urbanization master plan • Formulation of plan/project for drainage / sewage systems in major cities

Source: 2006, Government General Programme-Extension for Biennium 2007-08

2.4.5 Others (Gender, Family Issues)

A Status quo

On this matter, the plan doesn't contain detailed analysis of the status quo; it just summarizes its effort to date. The major output and target indicators are as follows.

Table 2-24 Primary target indicators and output in the 2-Year Plan (gender, family issues)

Indicators	Actual		Target	
	2005	2006	2007	2008
Construction of job training centers	0	5	9	9
Refugee center for women damaged by domestic violence			9	9
Gender-related legislation	0	1		
Anti-domestic violence legislation			1	
Proportion of female congressman	12%			
Female participation ratio in decision-making processes of the central government	15%		30%	30%
Females participation ratio in decision-making processes in local governments	3%		30%	30%
Female diplomats	22%		30%	30%
Female ratio in justice department	17%		30%	30%
Lecturers on gender issues	0	180	180	180
Number of gender issue activists	129	900	900	900
Community development program (assisting women in rural areas)				
Number of activist who have received provincial training about domestic violence	0	900	900	900
Number of capacity buildings for training	127	2,172	300	550
Number of trained midwives	870	930		
Workshops about gender issues	250	500	500	500
Seminars for gender issues	20	36	40	40

Source: 2006, Government General Programme-Extension for Biennium 2007-08

B Plan

The responsible ministry for gender and women's issues is the Ministry of Women Promotion

and Family.

Looking at the gender-related policy menu, policies like anti-domestic violence laws or action for civil participation of women are consistent with the aforementioned objectives of the 2-Years Plan.

However, no clear objective on the policy of micro credit is given and some ambiguity remains on the link between the sector objective and this policy.

Table 2-25 List of Policies Expected in Gender Issues

Objective	Policy
Promoting gender equality	<ul style="list-style-type: none"> ▪ Promoting gender equality ▪ Promoting studies about women’s participation in politics / decision making ▪ Improvement of the socio-economic status through the improvement of women’s occupational levels ▪ Support for the improvement of women’s socio-economic status ▪ Reinforcement of staff and follow-up action for anti-domestic violence programs (counseling, legal environment) ▪ Enhancing family values ▪ Drafting / presenting Family action plans ▪ Seminars for basic housing and associations ▪ Training for micro-credit use ▪ Participating in the formulation processes of a national level micro-credit policy ▪ Support the establishment of organizations which support the micro credit projects of small-scale households ▪ New anti-domestic violence legislation

Source: 2006, Government General Programme-Extension for Biennium 2007-08

2.4.6 Administration Reform/Decentralization

The Plan prioritizes the reconstruction of a nationwide administration system as a key to achieve coordinated national development and has implemented various programs since the previous 2-Year plan.

The following is the evaluation of the progress and achievement of the 2005-06 plan.

1. Reorganize public service of the central government
2. Develop unified administration system of human resources
3. Promote recruitment for new administration systems
4. Establishment of a SIAC program (consolidated service for inhabitants)
5. Establishment of a legal degree to assess qualified public service personnel

**Table 2-26 Primary Target Indicators and Output in the 2-Year Plan
(Administration Reform/Decentralization)**

Indicators	2005	2006	2007	2008
Local elections (Pilot autonomy)		41	N.A	N.A
Training and capacity building of local administrators	1	4	4	4
Number of training courseware	52	227	240	240
Number of training participants				
Degree, qualification for decentralization of administration system	-	-	-	-

Source: 2006, Government General Programme-Extension for Biennium 2007-08

Table 2-27 List of Policies Related to Decentralization, Public Administration

Program	Policy
Administration reform/Capacity building programs	<ul style="list-style-type: none"> • Improvement of quality and expertise of public servants by the establishment of national schools for public administration • Continuous execution of vocational training plan for public servant • Continuous execution of unified human resource administration system • Establishment of SIAC system (consolidated service for inhabitants) • Reinforcement of service capacity on whole national by promoting e-government • Modernization of electronic form in administration system of both central and provincial level • Execution of cross-sectional e-government portal (between ministries) • Establishment of Aretnet/Uninet Network
Decentralization programs	<ul style="list-style-type: none"> • Continue creation of diploma related to administrative and fiscal decentralization • Continue pilot project of local election • Sustain local administrations' functionality by rehabilitation of administrative infrastructure • Reinforcement of qualification and capacity of local administration staff by training

Source: 2006, Government General Programme-Extension for Biennium 2007-08

2.4.7 General Feature of the Plan

As a general feature of the 2-Year plan, the Study Team can reasonably conclude that the plan is relatively clear-cut in terms of analysis on sector-wise strength and issues, and setting objectives and indicators.

On the other hand, there are some ambiguities in terms of elaborating a concrete policy and project for achievement of objectives.

1. Mere conceptual illustration of policies, without clarification of specific projects
2. Lack of prioritization of policies and projects
3. Lack of a concrete roadmap, such as an implementation schedule, budget and executing system
4. Lack of rational justification for target indicators, and inaccuracy and inconsistency between target indicators and current statistics

5. Lack of a feasibility study on plan objectives
6. Unclear link between policies and solutions for problems due to ambiguous connections between problem-finding>target and (objective)>policy

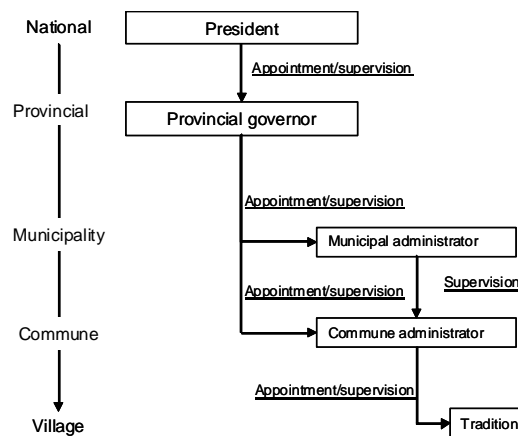
Judging from the sector-wise policy of the provincial governments and related interviews later mentioned, it is assumed that the actual programs are created by the bottom-up approach (though it is mere compilation of project lists submitted by Municipality or *Comuna*), not by systematic consideration of these program structures. Therefore it is necessary to confirm how these objectives (of the 2-Year plan) are reflected on actual policy-making processes and influence the target of regional policies.

2.5 Administration System

2.5.1 Current System

Angola has adopted a presidency system, which consists of the president as the head of administration and the National Assembly as the legislative body. The cabinet consists of a prime minister followed by 31 ministers. The National Assembly has 220 seats, and currently 12 parties, including the majority party MPLA, and largest opposition party UNITA. In the National Assembly, there are 36 congresswomen. In 2008, the first general election since 1992 was scheduled, to be followed by the presidential election in 2009.

The local administration system formally consists of the following 3 levels, Province, Municipality and *Comuna*.



Source: Compiled by the Study Team based upon miscellaneous information

Figure 2-6 Administration System of the Government of Angola

The provincial governor is appointed directly by the president. The Municipal/village administrators are appointed by the provincial governor. In the *Comuna* level, there exists the village, and or traditional regional community headed by the traditional leader. These traditional leaders have been selected from regional representatives, and serve as coordinators on issues among communities.

However, according to the interview conducted during the field survey, the mobilization of refugees during the civil war had greatly influenced the governance system of communities, and a majority of the current traditional leaders are appointed and supervised by *comuna* administrators, as part of the administration system.

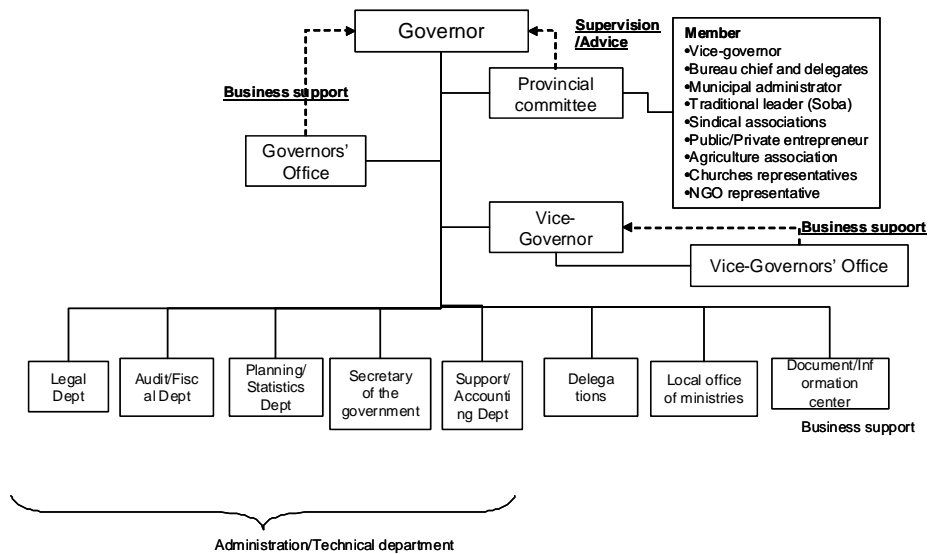
2.5.2 Local Administration

The current local administration system is described by the official gazette (Diario de Republica) published in 1999. The gazette describes the structure, authority and competence of the respective levels of administration (Province, Municipality, and *Comuna*). The current organizational structure of respective autonomy is prescribed as follows.

(i) Provincial Government

Headed by a provincial governor, three vice-ministers are appointed, with installations of department for each section. In addition, the official gazette in 2007 announced the establishment of a committee comprised of representatives from various organizations and groups, in order to promote citizens participation on decision-making process. (See Chapter 2.5.3)

In the provincial government there exists a "delegation," branch office of central government

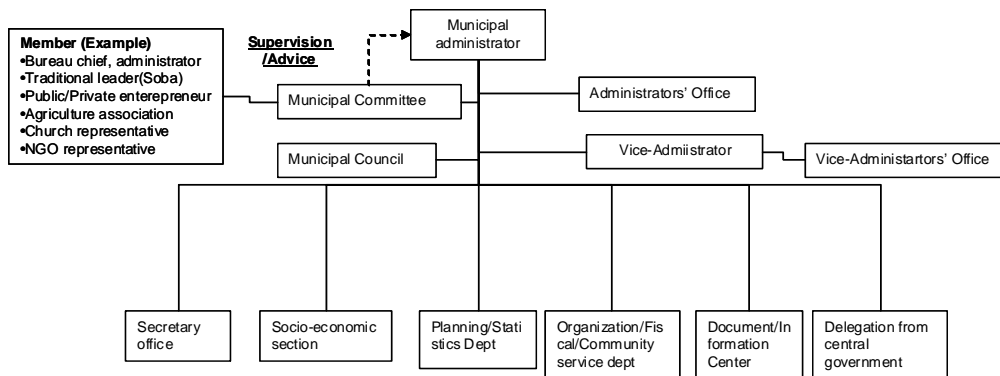


Source: Created by the Study Team based upon "Diario de Republica (09/1999 and 01/2007)"

Figure 2-7 Organization Chart: Provincial Government

(ii) Municipality

The structure of the Municipality office is similar to that of the provincial government (though the scale is different). It also has the functionality of committee to reflect its citizens' voice, a section-wide department and a "delegation" from the central government.

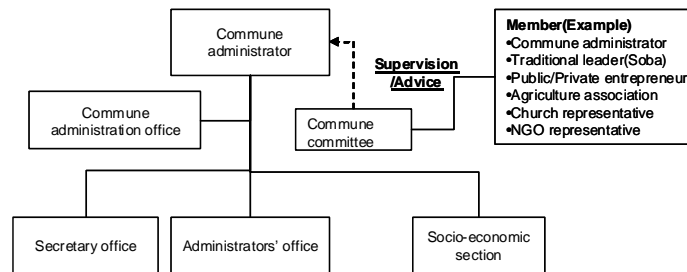


Source: Created by the Study Team based upon "Diario de Republica (09/1999 and01/2007)"

Figure 2-8 Organization Chart of Municipality Office

(iii) Comuna

The functionality of the *Comuna* is simplified in structure, yet has a committee structure similar to that of the provincial and Municipality governments which are newly established.



Source: Created by the Study Team based upon "Diario de Republica (09/1999 and01/2007)"

Figure 2-9 Organization Chart of Village Administration Office

2.5.3 Decentralization

(i) Basic Policy

As was mentioned in chapter 2.3.1 “Long term development plan”, the basic principle of decentralization process is "progressive power transfer in consideration of the local autonomy's capacity (Decentralization), and transfer of financial resources (Deconcentration) once their capacities fulfill a certain level.

The official gazette (Diario de Republica) in September 1999 and January 2007 prescribes the detailed policies and legislations of decentralization process.

The former gazette (1999) prescribes the organizational structure, role and authority of respective autonomies (Province, Municipality and *Comuna*), characterized by the transfer of "delegation" to the jurisdiction of provincial governor, which originally was under the jurisdiction of the central government.

At that period, however, there was a criticism that the gazette didn't achieve a substantial power transfer since it didn't clarify the transfer of many responsibilities and authorities (such as Municipality planning and utilization of land, and construction permits).

Upon this criticism, the revised gazette in 2007 suggests the following concrete principle.

1. Transfer of functionality and power from the central government, and the development of a system to enable local autonomy's self-determination
2. Clear description of functionality referring to citizens' and communities' participation and supervision on decision-making processes
3. Transfer of financial resources to local autonomy (Municipality)

From this point on, local autonomy is to be responsible for the formulation and implementation of respective development plans, and the corresponding financial resource is to be transferred progressively.

Clause 85-6 of the Gazette, discusses the transfer of financial resources, describes the principle that 50% of revenue is to be allocated as the individual financial resources of Provinces and Municipalities and the remaining 50% is to be delivered to a national account.⁸

Although the Gazette suggests the basic principle of decentralization, no specific policies, which change the current local administration greatly, were given. Yet, it discusses the new functionality of the stakeholder committee (Council) established in the Municipality office and *Comuna*.

The committee consists of various organizations and groups from regional representatives, and it works as the advisory body on the development plan of the Municipality and *Comuna*.

The composition of the members varies correspondingly to the situation of respective autonomy.

A typical composition is as follows.

Composition of members (example):

Provincial governor, vice-governor, bureau chief, municipal administrator, representative from traditional leader (Soba), enterprises, agriculture association, church and NGOs.

Although the effectiveness of the committee is not defined clearly, it is assumed to give a certain amount of influence, since local autonomy officials recognize the importance of the committees' voice during the interview.

(ii) Progress of Decentralization

At this moment, the government is implementing a progressive decentralization process, in accordance with the level of autonomy. 60 Municipalities out of a nationwide 163, including the Study area of Lobito Municipality, have been selected as pilots for local autonomy. The transfer of partial power has already started.

⁸ According to the planning and statistics office of Lobito municipality, expenditures above a certain amount (currently 1 million US\$) are still required to have state approval and a complete transfer of financial resource is not realized yet.

The following criteria are used for selection.

1. Degree of social infrastructure development (hospitals, schools, telecommunications (telephones, internet, road))
2. Economic infrastructure (banks, factories)
3. Geographic position
4. Capable human resources (medical care, education)
5. Capacity of Municipality officials to conduct the planning, implementation and monitoring process.

2.6 Donor Assistance

2.6.1 Major Features

The primary donors in Angola are multilateral donors like the World Bank and The UN agencies, and bilateral donors like the United States, France, Japan and Germany. The total ODA amount for Angola amounted to approximately US \$440 million in 2006, which occupied 1.5% of the whole GNI, a decline from that of 4.1% in previous year.

This reflects the rapid economic growth, and the changes of the donors' role and presence.

With the rapid growth of the domestic economy by crude oil revenue, huge foreign investment from new donors (China, Brazil) and major oil enterprises keeps flowing, which have lowered the need for concession fund sources from the World Bank or OECD countries. In particular, China has provided active aid amounting to approximately US \$12 billion since 2004. Also in Benguela Province, our study area, China showed a huge presence with projects like the rehabilitation of trunk road.

Building upon these trends, the direction of donor assistance turns to the reinforcement of the effective use/management of these enormous fund sources through technical assistance and institutional capacity building.

Table 2-28 Outline of ODA for Angola

(Unit: million US\$)

Item	2000	2006
Gross amount of ODA	302	442
Top 3 Bilateral donor (2005)		
USA	37	64
Japan	21	26
France	8	24
Assistance ratio per GNI	4.1%	1.5%
Amount of aid per capita (US\$)	22	28

Source: The World Bank, World Development Indicators

Table 2-29 Primary Non-OECD Donors since 2004

Country	Lender	Year	Amount	Usage
China	China EXIM Bank	2004	2 billion US\$	Public investment
	China Fund	2005	9.8 billion US\$	Government project
Brazil	Brazil Proex	2006	580 million US\$	Public investment
	Brazil Development Bank	2006	750 million US\$	Public investment
Spain	Santander Bank	2005	100 EURO	Public investment
	Fortis Bank	2005	250 EURO	Public investment
Portugal	Portugal-Cosec	2004	300 EURO	Public investment

Source: The World Bank 2007 "Interim Strategy Note for the Republic of Angola"

The next section explains major donor's involvement, and activities in Angola.

2.6.2 The World Bank

The assistance of the World Bank to date has been focusing on 3 areas, public resource management, support for socially vulnerable people, and economic-growth-related programs.

Especially the ADRP project, aimed at demobilization and reintegration of ex-combatants and the construction of primary schools and sanitation facilities via social development funds (FAS) had played great role among the emergency aid process.

Table 2-30 Priority Areas and Programs to Date

Sector	Major projects
Public resource management	Economic Management Technical Assistance Credit
Support for socially vulnerable people	Angola Demobilization and Reintegration Grant (ADRP) Third Social Action Fund Credit (FAS) Emergency Multi-sector Recovery Program HIV/AIDS, Malaria, and Tuberculosis Control Grant
Economic growth	Third Social Action Fund Credit (FAS) Emergency Multi-sector Recovery Program

Source: The World Bank 2007 "Interim Strategy Note for the Republic of Angola"

The Interim Strategy Note, newly formulated in April 2007, prioritizes the following 3 areas during the 2007-2009 period, and plans to invest total US \$290 million for:

1. Public sector management, 2. Reconstruction of primary infrastructure and improvement of services for poverty reduction, 3. Promoting growth of the non-mineral sector.

Although no major changes in the overall direction was given, upon the changes to the assistance environment (declining need of development funds) due to the rapid economic growth and increase of crude oil revenue, the World Bank is shifting its direction of assistance. The current focus of assistance is "Building institutional, fundamental capacity to support sustainable development", as is symbolized by the shift from direct finance to indirect and/or technical assistance, cross-sectional issues like governance, and support for resource management and capability of administration.

Table 2-31 Interim Policy Goal of the World Bank Assistance

Policy	Priority areas	List of planned program, project (2007-09)
Promoting good governance	<ul style="list-style-type: none"> • Disclosure of crude oil revenue • Transparent management of SONANGOL 	<ul style="list-style-type: none"> • Public fiscal management project (US \$15 million) • Advisory, research works (study on public expenditure, oil and diamond sector)
Strengthening public sector management and government capability	Improvement of public fiscal management	<ul style="list-style-type: none"> • Public fiscal management project (US \$15 million) • Advisory, research works (study on public expenditure, debt management, poverty reduction measures)
Reconstruction of primary infrastructures and improvement of services for poverty reduction	<ul style="list-style-type: none"> • Demobilization and reintegration of ex-combatants • Improvement of access to education • Energy (household electrification) • Improvement of access to water • HIV/AIDS, malaria prevention measures 	<ul style="list-style-type: none"> • multi-sector emergency reconstruction assistance: phase 2 (US \$102 million) • Social action fund: phase 4 (FAS/ US \$38 million) • water sector capacity development project (US \$50 million) • Capacity building for infrastructure development (US \$25 million) • health/sanitation sector (TBA/ US \$20 million) • Advisory, research works (ex. study on regional transportation sector)
Promoting growth of non-mineral sector	<ul style="list-style-type: none"> • Development of agriculture • Development of private sector development and investment climate 	<ul style="list-style-type: none"> • Small-scale agriculture development project (US \$30 million) • Assistance on regional alliance (US \$10 million) • water sector capacity development project (US \$50 million)

Source: The World Bank 2007 “Interim Strategy Note for the Republic of Angola”

2.6.3 Department for International Development (DFID/U.K)

The DFID targets the following 4 objectives as development goals in Angola. The aid amount was 5 million British pounds in 2006, followed by 3 million pounds in 2007. In addition, they plan to implement regional programs and humanitarian aid for de-mining through the British Government's Africa Conflict Prevention Pool Fund.

Currently, they are in the implementation process of Country Engagement Plan 2007-10.

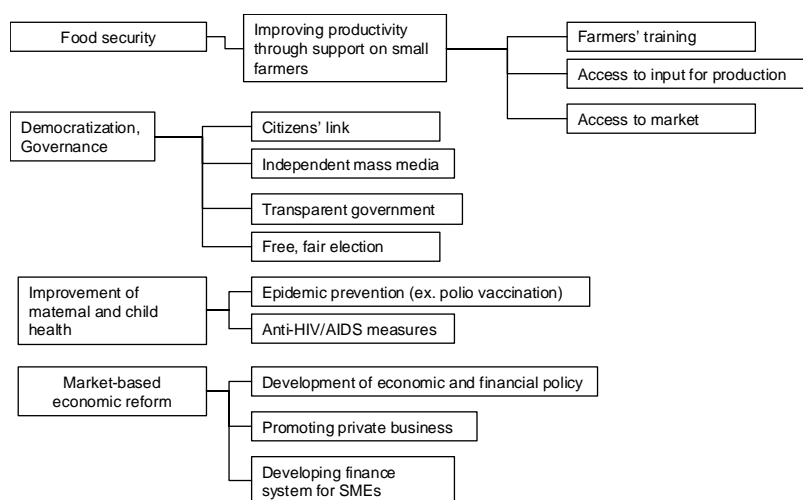
Table 2-32 DFID’s Country Engagement Plan 2007-10

Development goals	Programs	Projects
Peace consolidation and conflict prevention	<ul style="list-style-type: none"> • Reintegration of internally displaced people, refugees and ex-combatants • emergency health, nutrition, water and sanitation and de-mining programmes • peace building through media, small arms collection and disposal, and enhanced conflict management capacities 	No specific information
Increasing space for citizens to influence state policy and practice	<ul style="list-style-type: none"> • Civic education in advance of the elections, through the Electoral Institute of Southern Africa • Decentralisation policy and pilots, through the government and the UNDP • Effective citizen-government partnerships for local development through the Luanda Urban Poverty Programme 	the Luanda Urban Poverty Program
Strengthen management of public resources to enhance transparency, and tackle inequality and poverty reduction	<ul style="list-style-type: none"> • Enhanced transparency of the governance of Angola’s management of oil revenue, including through the global Extractive Industries Transparency Initiative • Improved capacity in the Ministry of Finance for budgeting and monitoring expenditures, through training needs analysis 	No specific information
Reduction of maternal/infant mortality rate, HIV/AIDS prevention	<ul style="list-style-type: none"> • Revitalization of community-level health services • Immunization programs • HIV/AIDS prevention and control 	Indirect support via UNICEF

Source: Website of DFID

2.6.4 United States Agency for International Development (USAID)

USAID's aid policy targets the following four Strategic Objectives (hereinafter “SO”), 1. Food security, 2. Democratization and promotion of governance, 3. Improvement of maternal/child health (vaccination, anti-HIV/AIDS program), and 4. Economic reform.



Source: Compiled by Study Team based upon miscellaneous information

Figure 2-10 USAID Strategic Objectives Structure

Assistance in 2004-06 amounted to approximately 47 million dollars, out of which 54% was occupied by maternal/child health projects. As was evident from aforementioned MDG indicators' progress, currently Angola suffers low human development indicators despite its rapid economic growth.

To correspond these issues, USAID envisages two big achievements, improvement in the social sector, such as maternal and child health, and a stable society through market-oriented economic reform.

Table 2-33 Record of USAID Assistance 2004-06

(unit: US\$1,000)

Strategic Objectives (SO)	2004	2005	2006	Total
Food security	3,111	1,388	800	5,299
Strong civil society (promoting democratization and governance)	3,984	4,050	3,068	11,102
Improvement of maternal /child health and HIV/AIDS	10,100	8,086	7,300	25,486
Economic reform (Study of market-oriented economy)	555	1,778	3,176	5,509
Total	17,750	15,302	14,344	47,396

Source: USAID website

In addition, USAID supports adult literacy education in Luanda and Maranje Province using the African Education Initiative Fund, and also provides assistance for female children's school tuition fees.

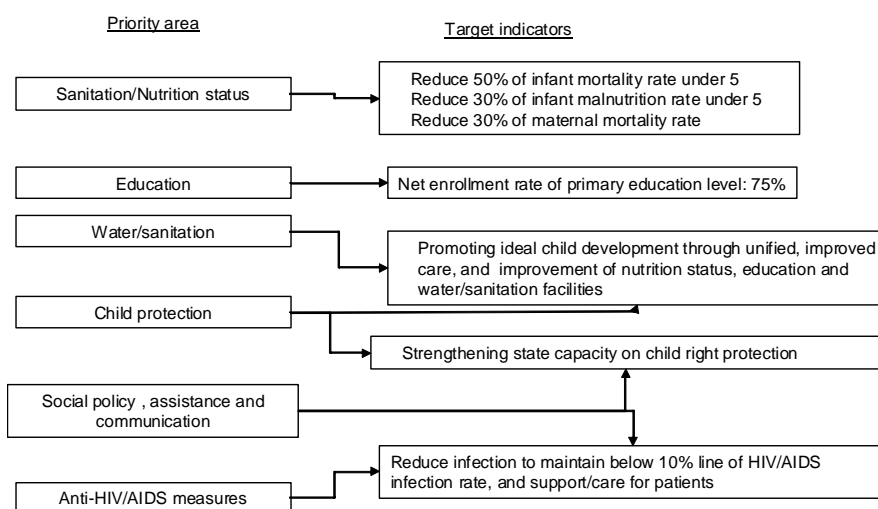
These assistances take the form of direct support from NGOs.

2.6.5 United Nations Children's Fund (UNICEF)

The current UNICEF country policy (2005-08) corresponds to the UN development framework and the PRSP's priority and target. The policy was formulated in 2004, transition period from emergency aid.

To date, problems like the spread of cholera still proved the impetus for emergency aid in Angola. Therefore, UNICEF promotes political assistance and emergency aid in parallel.

The following priorities and targets are suggested in the policy. Based on these policies, with direct assistance such as vaccinations, programs like the governments' policy formulation and HIV/AIDS prevention campaign are implemented.



Source: Compiled by Study Team upon miscellaneous source

Figure 2-11 UNICEF Country Policy (Conceptual Drawing of 2005-08 Strategy)

Table 2-34 UNICEF Priority Assistance Areas

Area	Major projects
Sanitation	<ul style="list-style-type: none"> Policy support: Support for formulation of governments' multi-year program to strengthen sanitation systems Water/sanitation: Supply of chlorine to water supply facilities for cholera prevention, and installation of water filtration systems for households Anti-HIV/AIDS program: Promoting VCT service nationwide in collaboration with the government, HIV/AIDS prevention campaign
Education	School rehabilitation/construction, literacy education and teacher training through NGOs

Source: The Study Team

The next UNICEF country policy (2009-13) is expected to follow its predecessor in terms of its basic direction. Similar to the previous policy, it suggests two ultimate objectives, "Correspond the needs of women and children by defining practical targets and policies, and reflecting its policy on the national development plans and policies" and "Strengthening states' capacity to revitalize and secure basic services for children and women".

As the core program of the policy, UNICEF formulated, in a joint effort with the government of Angola, the "Investment plan to secure and accelerate child survival and development (2007-13)."

This program includes the revitalization of the national primary healthcare service and the programs to achieve the MDGs sanitation-related indicators. The first phase is scheduled to start in 2007, targeting 33% of the infant child population in five provinces.

In addition to this, the program plans to conduct the establishment of an orphan protection network, legal protection of juveniles, promotion of legal reform of birth registrations, promoting education, and a master plan for teacher training.

2.6.6 European Union (EU)

The current country assistance policy prioritizes the followings, 1. Social development: health/sanitation and education, 2. Economic development: development of the private sector, 3. Agriculture/rural development: food security, de-mining, 4. Emergency aid for peace building

The next country assistance policy is yet to be finalized, but the following areas are to be prioritized.

Table 2-35 EU Priority Assistance Area

Priority area	Policy	Project
Governance, economic/institutional reform	<ul style="list-style-type: none"> • Modernization of administration, and institutional reform • Decentralization • Judicial reform • Fiscal management • Transparent political system 	<ul style="list-style-type: none"> • Fund support on FAS • Institutional capacity building of local autonomies via NGOs
Social/human development	<ul style="list-style-type: none"> • Education • Health/sanitation • Support for socially vulnerable people • Water, sanitation • Social infrastructure development 	<ul style="list-style-type: none"> • Fund support on FAS • Support for governments' rural development program (PERD) • School rehabilitation via NGOs like ADRA
Rural development	<ul style="list-style-type: none"> • Support local SMEs, farmers • Economic and social reintegration of vulnerable people • De-mining • Development of basic infrastructure 	<ul style="list-style-type: none"> • Fund support for FAS • Agriculture project in Benguela, Huambo, Bie • Fund support for FAO's property division project

Source: Compiled by Study Team upon miscellaneous source including website of the EU

In Benguela Province, the EU conducts indirect assistance in the area of education, agriculture and the institutional capacity building of local autonomies, via fund support to the FAS, local NGOs and GTZ.

The current major programs are productivity improvement projects by the provision of machinery, cattle and seed and support in registration of community land ownership projects by the FAO.

2.6.7 German Technical Cooperation (GTZ)

GTZ has been active in Angola since 1995. No specific master plan is formulated, and a very few assistance are implemented by their own fund. Priority areas are rural development and institutional capacity building of administration system.

In recent years, they conduct technical cooperation project by the fund of the World Bank and the EU.

Their major projects in Benguela Province are the "Small farmers' productivity improvement project" and the "Formulation of municipal development plan in Ganda and Cubal."

Table 2-36 GTZ: Major Projects

Priority area	Major projects, program
Improvement of administrators and their institutional capacity	Ganda/Cubal Municipalities: Training of administrator and support for formulation of municipal development plans
Improvement of small-sized farmers' productivity	Via support from The World Bank and the EU: Technical cooperation such as provision of farming machineries, cattle for cultivation, rehabilitation of small-sized irrigation facilities (in Benguela, Huambo, Huila Province)
Demobilization and reintegration of ex-combatants and rural development	Program for demobilization and reintegration of ex-combatants (via support from The World Bank)
Rehabilitation of physically handicapped people	Management of artificial leg workshop in the suburb of Luanda
Emergency aid (food security)	Food assistance and peace building in Uige Province
Development of social infrastructure	Via support from UNHCR: Bridge rehabilitation in Lunda Norte Province

Source: Compiled by Study Team upon miscellaneous source including interview on GTZ Benguela Office

2.6.8 Food and Agriculture Organization of the United Nations (FAO)

At the stage of emergency aid after the end of the civil war, FAO's priority task was mainly to provide support for farmers' production (by the provision of fertilizer and seeds).

Now, in the stage of reconstruction, their priorities shift to the development of basic infrastructure for further social development.

Currently FAO, with financial support from the EU, conducts the "Re-arrangement of Land division (2006-09)"⁹ project in 3 provinces including Benguela. This project was suggested based on the legislation of new land property laws, which legally admit joint land-ownership by communities.

The project covers the technical cooperation, which aims to confirm the ownership of land traditionally owned by communities, by combining methodology like RRA¹⁰, and mapping with a GIS database.

Confirmation/registration of legal ownership of land is fixed by a document of agreement by inhabitants and governments' approval. This confirmation will be deemed important for agriculture development since it will be a requirement for agriculture credit.

According to FAO, they plan to survey approximately 35-40 communities by 2009 and the government survey teams (Ministry of Agriculture and Rural Development, Ministry of Urbanism and Environment) plan to assume the remainder of the survey.

⁹ Conducted in Benguela, Huambo, and Huila. Total project cost are 2.75 million Euro

¹⁰ Abbreviation of Rapid Rural Appraisal, the methodology to survey village profile through inhabitants' interview, etc.

2.6.9 World Food Program (WFP)

Ever since the stage of emergency aid after the civil war, WFP has been providing food aid equivalent to US \$350 million through the "Food for Work Program" and school feeding program.

Although they still provide food aid to educational institutions in three provinces, i.e., Bie, Huambo, and Luanda, according to the WFP Angola office, there are internal discussions among donor countries about the rationale to continue food aid in Angola, due mainly to the macro economy's rapid improvement.

Therefore, only 20% of the required contributions have been received even for ongoing food aid programs (2007-09) and WFP is obliged to downsize the program scope a great deal. Other ongoing programs, like providing technical cooperation, are also being reviewed with the possibility of cancellation. No new intervention from 2008 have yet been planned; and they even plan to close the regional office by 2008

As evident from above, WFP's intervention in Angola, which is graduating from the stage of emergency aid, has moved into in the stage of withdrawal.

Table 2-37 History of WFP assistance

Year	Cost (million US\$)	Number of beneficiaries	Amount of food (mt)	Growth from previous year
2002	57.12	1,191,857	79,663	-
2003	139.52	1,991,447	194,594	244%
2004	80.22	1,308,931	118,669	61%
2005	45.44	1,136,633	68,640	58%
2006	19.98	443,974	24,363	35%
2007	11.84	273,773	14,436	59%
2008/09	3.63	30,000	4,427	31%

Source: WFP Angola Country Office

Table 2-38 Outline of Ongoing WFP Projects

Project	Outline/Status	Project cost	partners
Food aid for education and health in conflict areas (2006-09)	Food aid for educational institutions in Bie/Huambo/Luanda	US \$90 million (possibility subject to partial cancellation)	Government of Angola, the US, Japan and France
Bridge construction to secure access for socially vulnerable people	12 wood-made bridges and 11 steel bridges are already constructed, a remaining 7 steel bridges are under construction	Approx US\$ 8 million	The EU, DFID, Norway, Switzerland
Technical cooperation (capacity building) (2007-09)	Health, agriculture/food security, education	Not fixed (under review of partial cancellation)	Brazil

Source: WFP Angola Country Office