

Transforming Urban Transport – The Role of Political Leadership
TUT-POL Sub-Saharan Africa
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Case Note: Luanda, Angola

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LUANDA, ANGOLA

ANGOLA	
Population: 30,355,880 (2018 est.)	
Population Growth Rate: 3.49% (2018 est.)	
Median age: 15.9 years	
GDP: USD\$193.6 billion (2017 est.)	
GDP Per Capita: USD\$6,800 (2017 est.)	
City of Intervention: Luanda	
Urban Population: 65.5% of total population (2018 est.) Urbanization Rate: 4.32% annual rate of change (2015-20 est.)	
Land Area: 1,246,700 sq km Total Roadways: 26,000 km (2018) Paved Roadways: 13,600 km (2018) Unpaved Roadways: 12,400 km (2018)	
<i>Source: CIA Factbook</i>	

I. POLITICS & GOVERNANCE

A. Multi-Scalar Governance

Since its independence in 1975, Angola has been ruled by The People’s Movement for the Liberation of Angola. The party was also engaged in a 27-year civil war with political opposition that only ended in 2002. Longtime president Jose Eduardo dos Santos’s chosen successor, Joao Lourenco, was elected in 2017. While Lourenco has changed some of Santos’s old leadership, power remains highly concentrated around the president, with a patronage system extending from the president’s office and often circumventing official channels.

Angola has two levels of subnational governments, composed of 18 provinces, 163 municipalities, 376 communes, and 1671 towns. Sub-municipal entities such as traditional authorities are recognized, and municipalities are considered independent budget units. Luanda itself is administered by the national government; however, the planning and finance ministries have seen unusually high ministerial turnover and Angola’s strongest institution remains the parastatal oil company – Sonangol.¹

In 2011, the government adopted new administrative divisions for Luanda and the adjacent province of Bengo. Six of Luanda’s nine municipalities were joined with the municipality of Luanda to become the City of Luanda. Meanwhile, the new municipality of Belas was created in the area that covers new developments such as the New City of Kilamba.

¹ While it is considered by many to be professionally run (e.g. negotiating the strong concession agreements with oil companies), it also plays a number of blurred roles: as taxpayer, investor of public funds, concessionaire, and a sector regulator. <https://www.cfr.org/background/angolas-political-and-economic-development>

B. Urban Policy

Plans and policies that govern urban development across Angola include:²

- *National Development Plan*
- *Vision 2025*
- *National Reconstruction Plan*³
- *National Urbanism and Housing Programme*
- *Luanda 2030 (metropolitan master plan)*
- *Luanda Urban Poverty Program*

The **National Development Plan (2013-2017)** was Angola's first five-year national plan. It calls for accelerated infrastructure development (i.e. logistics and transport corridors) and improvement in public transportation at the municipal, provincial, and inter-provincial levels. The **Public Investment Plan** supports the rehabilitation of transport infrastructure, while a **National Transport Sector Master Plan** is a work-in-progress.⁴

In 2015, the government launched the **Metropolitan Master Plan of Luanda – Luanda 2030**, with the aim of modernizing the city's infrastructure to accommodate population growth.⁵ Approved by the newly-elected government in February 2018, one of the main pillars of the master plan is the transportation sector. The plan notes the installation of an above ground urban rail that would include a connection to the new international airport. Global firms –Mobility in Chain, BroadwayMalyan, Deloitte, Aurecon, University of Lisbon, and Angola's Urbinvest – are behind the plan.

C. Climate Change/Sustainability

Angola's **National Adaptation Programme of Action** lays out a vision to promote the sustainable use of the environment and natural resources through alternative renewable energies, institutional cooperation, and integration of adaptation principles with infrastructure and economic development. The **National Development Plan 2013-2017** promotes afforestation and reforestation, decentralization and diversification of energy sources, and the improvement of public transportation.

² Although not approved or implemented, the first few comprehensive master plans for Luanda were developed by the French and Cubans.

³ Primary focus was on real estate and infrastructure.

⁴<https://www.afdb.org/fileadmin/uploads/afdb/Documents/Project-and-Operations/Angola%20-%20Study%20for%20National%20Transport%20Sector%20Master%20Plan%20Update%20-%20Appraisal%20Report.pdf>

⁵<https://www.export.gov/article?id=Angola-Transportation-Aviation-and-Rail>,
<https://www.broadwaymalyan.com/projects/luanda-city/>

II. INFRASTRUCTURE & TRANSPORT

A. Existing Infrastructure

Rehabilitation and expansion of the nation's ports, highways, and railways are seen as essential to transforming Angola into a logistical hub of considerable importance in Southern Africa.⁶ Angola's civil war destroyed the roads, railways, and bridges built during Portuguese rule as well as existing agricultural infrastructure. In the post-war period, Angola spent USD\$120 billion on reconstruction and currently spends USD\$4.3 billion per year on infrastructure (14 percent of GDP).⁷ Much of this funding came from the 2006-2014 oil boom and oil-backed Chinese loans. Despite these investments, Angola's transportation infrastructure remains among the poorest in the world.⁸ Poor governance of investments often led to mismanagement of investments,⁹ with much of these investments channeled into satellite towns as well as road and railway infrastructure.¹⁰ While the Angolan state is the ultimate owner of all land,¹¹ a 2004 land law removed the legality of good-faith occupation,¹² thus making it extremely difficult to legally register land.

Rail: As of 2013, Angola has 2,852 kilometers of railways. Main railway lines include Caminhos de Ferror de Luanda (Luanda Railways); Caminhos de Ferro de Benguela (Benguela Railways); Caminhos de Ferro Namibe (Moçãmede Railways). In 2015, GE Transportation signed a contract to provide 100 locomotives, which will be concentrated in the Benguela and Moçamedes lines for cargo use and supporting mining development in southwest Angola.¹³

Ports: Major ports include Cabinda, Lobito, Luanda, Namibe, and Angola Soyo. Angola's international trade is entirely dependent on the Port of Luanda, which account for 95 percent of imports.¹⁴ However, the port faces serious congestion problems, so traffic has been increasingly diverted to Walvis Bay in Namibia.

Roads: The total road network is about 76,000 kilometers, much of which needs significant repairs. Roads have been the principal priority of reconstruction plans and are seen as essential to transport and logistics, specifically national development corridors.¹⁵ Challenges to road repair and construction efforts include the estimated seven million land mines, budget gaps, lack of skilled labor, and supply-chain bottlenecks. In response to some of these challenges, the government created a Road Fund in 2015. Financing for land infrastructure in Luanda, particularly the secondary roads system, is obtained by the government from both a 40 percent of fuel tax and a 40 percent of vehicle construction tax.¹⁶

⁶<https://www.pwc.com/gx/en/transportation-logistics/publications/africa-infrastructure-investment/assets/angola.pdf>

⁷ http://siteresources.worldbank.org/ANGOLAEXTN/Resources/AICD-Angola_Country_Report.pdf

⁸ However, during 2003–2007, infrastructure improvements added 1 percentage point to the per capita growth rate, which is substantial compared with other African countries (Foster and Pushak, 2011).

⁹ <https://www.chathamhouse.org/sites/default/files/publications/research/2018-09-14-angola-infrastructure-ambitions-kirk-jensen-final.pdf>

¹⁰ Most satellite town development has occurred since 2012 but has had a limited impact on most of Luanda's population.

¹¹ <http://www.comissaoconstitucional.ao/pdfs/constituicao-da-republica-de-angola-versao-ingles.pdf>

¹² <http://www.no-vox.org/IMG/pdf/afr120012007en.pdf>

¹³ <https://www.export.gov/article?id=Angola-Transportation-Aviation-and-Rail>

¹⁴ <https://www.pwc.com/gx/en/transportation-logistics/publications/africa-infrastructure-investment/assets/angola.pdf>

¹⁵ http://siteresources.worldbank.org/ANGOLAEXTN/Resources/AICD-Angola_Country_Report.pdf

¹⁶ <http://habitat3.org/wp-content/uploads/Angola-Habitat-III-Final-Report-English.pdf>

Corridors: Angola is part of two major trans-African corridors – the first runs from North to South, linking Tripoli in Libya with Cape Town in South Africa, and the second runs from East to West, linking Beira in Mozambique with Lobito in Angola. The Lobito corridor railroad (Benguela railway) linking Angola, the DRC, and Zambia was rebuilt by the Chinese after being destroyed during the war.

B. Existing Transportation

Luanda's demand for transport reaches about 2.8 million journeys a day. Current use of modes of public transportation in Luanda are bus, bikes, taxis, rental cars, and the Luanda railway. Major transportation challenges include lack of funding, inadequate traffic regulations, congestion, road traffic accidents, poor road conditions, and fuel station shortages.¹⁷ Moreover, the plurality of companies in the transport market has transitioned to a system of different payment models, verbal contracts, and almost non-existent social protection.

Bus: Transporte Colectivo Urbano de Luanda (TCUL) and Macon (private bus company created in 2001) are Luanda's largest inter-provincial bus companies. TCUL has been the public transit company of Luanda since 1988, when it was founded to replace Empresa de Transporte Público (ETP) buses called *machimbombos* (Angolan expression for ordinary buses).¹⁸ TCUL is considered to be ineffective in maintaining normal and frequent public transport.¹⁹ *Candongueiros* (long-distance minibuses encompassing vehicle owners, drivers, fare collectors, passenger coaxers, and vehicle washers) therefore grew, and over time became well organized.²⁰ After the government rescinded its monopoly on passenger transport, *candongueiros* began to operate legally.²¹ Currently, *candongueiros* satisfy about 45 percent of Luanda's transport demands. Despite the launch of a minibus workers union, ATL, competition has grown between five bus companies including Macon, Transporte Urbano Rodoviário de Angola (TURA), Angoaustral, and SGO, thus challenging the dominance of minibuses in the market.

Taxi: There are four licensed taxi companies in Angola – Afri-taxi, Morvic, Arvoreense Taxi and Rogerius Taxi. Afri-taxi is the largest company with a fleet of 300 vehicles.²² *Kupapatas* (an Angolan expression for 'hug me' or 'hold me tight') are motorcycle-taxi drivers who are typically unlicensed, unregistered, and operate largely in the Huambo Province. The Provincial Direction of Transport and Communications estimates that there are 500 to 700 *kupapatas* in Huambo.

Rental Cars: There are special-hire taxis, which are privately-owned vehicles with no defined routes. Cars can also be rented from global companies – Hertz, Avis, Budget, Europcar and Sixt.

¹⁷ Rorison, Sean, and Oscar Scafidi. (2019) "2." *ANGOLA*, by Mike Stead, BRADT TRAVEL GUIDES.

¹⁸ ETP was considered illegal, inefficient, and incapable of adapting, and their *machimbombos* buses did not service Luanda's expanding periphery

¹⁹ In response to worker strikes in 2018, TCUL is reducing its 80-bus fleet to 20:

https://www.angop.ao/angola/en_us/noticias/economia/2018/9/43/TCUL-workers-strike-reduces-firm-activity-percent,953e14ce-f33b-40bc-bea0-c17d23fee174.html

²⁰ <https://angolaenglish.wordpress.com/2014/06/18/luandas-candongueiro-routes/>

²¹ According to the Provincial Direction of Transport and Communications, only 1100 of the 4500-5500 minibuses in Luanda are legal.

²² Rorison, Sean, and Oscar Scafidi. "2." *ANGOLA*, by Mike Stead, BRADT TRAVEL GUIDES, 2019.

Luanda Railway: The railway, also provided by TCUL, starts with Luanda and reaches Dondo and Malanje. There are three levels of tickets: primeira (priciest), expresso, and tramway (cheapest). Earlier this year, railway workers went on strike over better working conditions and pay.²³

C. Infrastructure Stakeholders

The government of Angola has made many steps to improve infrastructure and transportation, as outlined in their various plans. The Provincial Direction of Transport and Communications, in charge of the transport sector, has also made efforts to formalize the minibus sector through the introduction of a permit system, minimum labor standards, safety regulations, and revenue taxation. The government's own functions are muddled by the operations of its parastatal oil company, Sonangol. Sonangol carries out many state fiscal activities (i.e. investing in public funds), has a network of subsidiaries and related companies in almost every sector of Angola's economy, and owns SonAir.

Regarding foreign involvement, the state ruled that 30 percent of internationally financed housing and urban infrastructure projects should be allocated to Angolan companies.²⁴ The World Bank financed a number of programs including the rehabilitation of 150 kilometers of trunk roads and 600 kilometers of feeder roads. The European Union financed a feasibility study that covers a 1,161-kilometer road section on Lobito Corridor. JICA carried out a study for a rehabilitation project in the Port of Namibe. With the "infrastructure for oil" trade agreement, China is making significant strides in the construction of large railways, roads, and housing projects. In return, Angola became China's main supplier of oil, even overtaking Saudi Arabia in 2010.²⁵

Within paratransit, the establishment of Luanda's minibus workers union, ATL, has helped with the legalization of *candongueiros*. ATL provides legal protection for members, representing them in collective bargaining and advising the National Direction of Finance on fares. The Road Transport Workers' Trade Union (STTRA), founded in 1997 and inclusive of members from ordinary bus companies and related sectors, also focuses on collective bargaining and providing legal protection. STTRA however has not attracted members from the *candongueiros*.

D. Interventions/Projects

Bus Rapid Transit and Rail Transport: An announcement was made in 2015 regarding the development of a BRT,²⁶ and Odebrecht, a Brazilian firm, appears to be behind it.²⁷ The Ministry of Transport is also planning to develop a network of rail transport, with most fast tracks to be implemented on the *Benfica-Cacuaco* road and *21 de Janeiro* and *Deolinda Rodrigues* roads.

²³ <https://www.africanews.com/2019/01/25/angolan-railway-workers-strike-over-better-pay-conditions//>

²⁴ Cain, Allan. "Alternatives to African Commodity-Backed Urbanization: the Case of China in Angola." *OUP Academic*, Oxford Review of Economic Policy, 6 July 2017, academic.oup.com/oxrep/article/33/3/478/3926164#90802475.

²⁵ <https://www.pwc.com/gx/en/transportation-logistics/publications/africa-infrastructure-investment/assets/angola.pdf>

²⁶ https://www.angop.ao/angola/en_us/noticias/transporte/2015/8/40/Luanda-new-BRT-system-start-operating-with-240-buses.442f004d-5c7a-49f4-9c54-957d85e0e5dd.html

²⁷ <https://www.odebrecht.com/en/communication/news/rapid-transit-luanda>

Redevelopment of the Bay of Luanda: In 2003, plans were commissioned by the Ministry of Public Works for the redevelopment of the bay. The redevelopment would encompass the creation of pedestrian spaces, cycle lanes, sports fields, and event spaces.²⁸

Marginal da Corimba Project: The Marginal da Corimba Project is a large-scale waterfront development scheme that will be created over a 10-kilometer stretch of coast in front of Luanda. It will serve for the construction of the Marginal da Corimba highway as well as a fishery port, marina, and land development.²⁹

Construction of the International airport of Catumbela: Financed and managed by a consortium of Chinese companies and Odebrecht, the International Airport of Catumbela was built to serve the central part of Angola and link it up with important foreign destinations. The runways and airport buildings were extended and upgraded to international standards. As such, they are now prepared to receive large airplanes and operate regional and long-haul commercial and cargo flights.³⁰ The airport is expected to begin operating by 2020.

Construction of the Barra do Dande Port: To reduce traffic at the Port of Luanda, the Government of Angola approved the construction of a commercial port at Barra do Dande (north of Luanda) in 2011. Additionally, the Port of Lobito, about 500 kilometers south of Luanda, is to be extended and rehabilitated for USD\$1.25 billion.

Upgrade of the Benguela Railway³¹: The Benguela Railway (Caminho de Ferro de Benguela), is another important component of the Lobito Corridor, running for approximately 1,345 kilometers. Extensive rehabilitation and upgrade of the Benguela Railway have been done in its full extension, from Lobito to Luena. This program was carried out by the Angolan government, and in August 2012, the first train reached the railway station of the far eastern city of Luena, after an interruption of more than 30 years, caused by the civil war.

Kilamba New City: Developed by China International Trust and Investment Corporation for a reported USD\$3.5 billion, Nova Cidade de Kilamba, is a new town with social housing for 80,000 people. It is located about 19 miles southeast of Luanda and off a highway recently renamed after Fidel Castro. A private Angolan company, Delta Imobiliária, was given the lucrative contract to sell the units, even though the company's owners included high-ranking government officials with direct influence over reconstruction projects.³²

²⁸ Croese, S., 2016. Urban Governance and Turning African Cities Around: Luanda Case Study. Partnership for African Social and Governance Research Working Paper No. 018, Nairobi, Kenya.

²⁹ <https://www.dredgingtoday.com/2017/04/06/royal-haskoningdhv-to-design-luanda-reclamation-project/>

³⁰ The current international airport in Luanda is not TSA certified.

³¹ <http://portandcorridor.org/wp-content/uploads/2013/03/Lobito-Lusaka-corridor.pdf>

³² <https://www.nytimes.com/2017/06/24/world/africa/angola-luanda-jose-eduardo-dos-santos.html>