

THE INFLUENCE OF THE PLANNING PROCESS AND TERRITORIAL MANAGEMENT IN THE PRODUCTION OF URBAN LAND IN LUANDA CITY

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ABSTRACT

The city/municipality of Luanda has approximately 2 107 648 residents, is the most populous with about 32% of the resident population in the province. The city had an uncontrolled growth of the population and the construction over time. The civil war that lasted 27 years brought the need for security of the population, which further influenced the concentration of population in Luanda.

It will be analyzed the influence of the planning and land management system in the organization of Luanda city, through literature review is mainly based on documentary research and field work, to understand the operation of the planning system and to identify the factors that underpinned the development of the urban area of Luanda.

The territorial planning system in Angola had/has little influence in the production of urban land in the city of Luanda. It is a system top-down very centralized in the central administration and decentralized in municipalities that the result of their lack of maturity.

Before independence were made 6 provincial level plans, only the last was approved and after independence were made five urban plans. The exponential growth of Luanda had socio-political and economic factors. The growth of construction was not accompanied by similar pace of production of structural networks.

Some plans and strategic orientations had/have influence on the organization of the territory but there is a lack of implementation of the plans.

Keywords: Luanda, Planning System, Planning process, urban development

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1. INTRODUCTION

Angola achieved independence in 1975, shortly after this period saw the beginning of a civil war that lasted until 2002. In this period Luanda² had an uncontrolled population growth and construction, inside and outside urban areas, high deficiency rate in infrastructure, equipment and services which led to the loss of the organization and initial urban structure that the city had.

The Civil War brought the need for protection of the population which has increased the concentration of population in Luanda, intensifying the peri-urban and urban growth, thus ignoring the natural hazards in the informal nature of urban settlements that emerged. Caused failure in the structures and services that were available, they no longer have capacity to respond to needs, thus creating immense territorial problems.

In 2002 with the establishment of peace, Luanda began creating large territorial policy to address the major urban problems that the city was already showing. The challenge today is to find planning policies of the territory and urbanism in order to achieve sustainable and harmonious development of the city of Luanda³.

Luanda is a coastal town, with a natural relationship with the sea, a fact that is related to its historical origin that was after different types of growth since the most spontaneous to the planned (Fonte, 2012, p. 120).

The province of Luanda has approximately 6 542 944 residents, corresponding to 26.8% of the total population of Angola, thus gaining the title of most populous province in the country and about 97.5% of the population resides in urban areas⁴.

Today the city appears as a permanent construction site of large enterprises from luxurious condominiums, office buildings and housing, shopping centers, new roads, roads rehabilitation and walks up to the painting of facades.

On the other hand, remain deficient water technical networks, sewers and electricity, both buildings as public roads, the road network and parking are deficient and inadequate, witnessing the illegal occupation of public spaces, inefficient rainwater drainage, the collection of garbage and cleaning deficit-way (Bettencourt, 2011, p. 49).

The current urban projects while they may solve some housing problems and reorganization of urban space, often turn out to be a failure because based on high densities, as well as Centralities of Kilamba, Cacuaco and Kilometer 44, creating spatial exclusion, disability in providing basic

² Luanda is the biggest city and capital of Angola.

³ Source: Ministry of Urban Development and Habitation - Angola.

⁴ National Statistics Institute - Angola, census 2014.

infrastructure and facilities, and the lack of public participation in the preparation and execution of these projects.

This raises the need to study the influence of the planning process and land management in the production of urban space, the case study will be the city of Luanda (Figure 1).

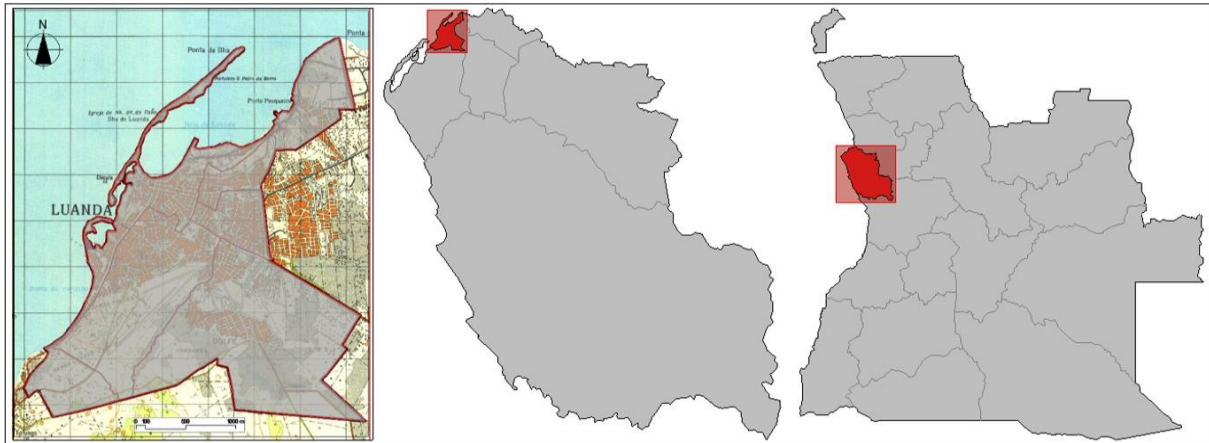


Figure 1 – Location of the study area

1.1. Goals

The main objective of this work is to analyze the extent to which the planning system and current land management is set and its influence over time (time frame 1575-2015) in the production of urban land in Luanda.

Thus disaggregates become the main goal resulting in the following specific objectives: to understand how the land use planning system in Angola; analyze the role of public administration in the implementation of public policies for planning and land management process; identify the major factors that underpinned the development of the urban area of Luanda between the period of 1575-2015; and major discordances between urban plans and the current urban settlement.

1.2. Methods

The methodological approach is mainly based on documentary research articles, research on website and published books on the city of Luanda, focusing on the evolution of the city and its urban plans, and other official documents on the subject. Field research in Luanda, where we managed to collect some bibliographic materials and interviews in certain organs of government was made.

It was in this phase of the literature review we found the main limitations in detail the access to map information, either in digital format as physical, many of the letters provided the detail levels were insufficient, such as: lack of administrative boundaries of the country and the its subdivisions, the road network and altimetry.

2. PLANNING SYSTEM OF ANGOLA TERRITORIAL

As for the spatial organization of the country, the Constitution says in Article 5 and Article 8 of Act 39/11 of 29 December, which for the State Local Administration effect, the territory hosts themselves in these provinces and in municipalities, and may also be structured into communes and districts, being the smallest administrative division of the territory the neighborhood, which are in the city, while in rural areas is the village (Frame 1).

Frame 1 - Political and administrative organization of Angola Source: 1 Status Report on the Planning of the National Territory)

| Administrative levels | Central state | No. current | Nomination |
|-----------------------|----------------------------|-------------|---------------------------|
| 1 | Provinces | 18 | President of the republic |
| 2 | Municipalities/District | 164 | provincial governor |
| 3 | Communes | 538 | provincial governor |
| 4 | neighborhood (urban areas) | ----- | municipal administrator |
| | Village (rural areas) | ----- | municipal administrator |

The appointment of provincial governors and at lower levels is only done with the positive opinion of the Minister of Territorial Administration, the budget of the provinces is powered by the State Budget, the municipalities by the provincial budget. The city of Luanda, by their length and complexity is directed by a management committee and administratively autonomous and its funding is provided by the State Budget.

The province of Luanda is divided into seven municipalities: Belas; Cacuaco; Cazenga; Icolo and Bengo; Quiçama; Luanda; and Viana, and the territorial boundaries of the municipality of Luanda coincide with the city of Luanda. The current city is composed of Urban Districts, including the Urban District of Ingombotas; the Maianga; Kilamba Xiaxi; Rangel; Samba; and Sambizanga.

2.1. Law of the Lands

The Constitution states that the land belongs to the state. The new Law of the Land, Act 9/04 of 9 November repealing Act 21-C / 92, also states that the land is originally owned by the state, integrated into its public domain and private.

As for the provision of land, the State establishes that the ceiling area of urban land to be granted is 2 hectares in urban areas and 5 hectares in the suburban areas, and as the rural land, the State may grant 2 minimum hectares and a maximum of 10 000 hectares. On the other hand, there are several agencies responsible for the transmission and control of land ⁵.

There are several procedures for granting land, and the land granted the private domain of the State can be obtained through sale and purchase agreement; contract tenure; special contract for the surface rights; lease for the right of precarious occupation; and title of use of occupancy recognition and

⁵ Act 58/07 July.

tenure.

The state provides only the use of the earth's surface for a certain period of time (maximum of 60 years renewable). In the case of land lying in underground natural resources, you can not sell or give another, because it is from state.

The land⁶ are classified as granted and not granted, for the purpose of its use by natural and legal persons, the granted land are classified as urban land⁷ and rural land⁸.

2.2. Organs and instruments of territorial management

There are 4 types of responsible bodies, political bodies with the National Assembly; the government; and the Interministerial Committee for Territorial Planning and Urbanism; participatory bodies with the National Advisory Committee on Land Use and Urban Planning; Provincial Advisory Committee on Land Use and Urban Planning; and the Municipal Advisory Committee on Land Use and Urban Planning; the political and administrative bodies with the local provincial government; and the municipal administration and technical bodies⁹.

The territorial management system is developed in three distinct territorial areas and coordinated with each other, through their respective instruments¹⁰ (Figure 2).

There are only published Urbanization Plan. There are 76 Master Plan, of which 13 completed and 63 in progress, in which three provinces have no Master Plan.

In the country there are 150 Urbanization Plan, corresponding to 56% of all developed land use planning instruments when the Detailed Plan there are 41 developed also arise some of the Land Use Schemes Plans and Urban Renewal and Rural ranging defining in detail the occupation and land use.



Figure 2 - Organization Planning System of the National Territory (Source: Act 3/04 of 25 June)

⁶ Land is the specific part of the soil, including subsoil and buildings existing in them that do not have economic autonomy, that matches or can match its own number in the respective land register and the land register, definition according to the Law of the Land - Angola.

⁷ Urban land is the land property situated in the demarcated area of an urban area it is intended for urban construction purposes, definition under Law of the Land - Angola.

⁸ Rural land is the land property located outside the defined area of an urban area and are particularly intended to end farm, livestock, forestry and mining, definition under Law of the Land - Angola.

⁹ Act 3/04 of 25 June.

¹⁰ Act 3/04 of 25 June.

There is lack of approved spatial planning instruments and published. This fact caused by poorly urban management.

3. PLANNING PROCESS TERRITORIAL LUANDA

The origin and history of Luanda urbanism, had its beginnings with the arrival of the Portuguese to the mouth of the Zaire River in 1482 (Correia, 2012). The Angola capital was founded in 1576 under the name of “São Paulo da Assunção de Loanda”, about a year after the Portuguese landing on the island of Luanda on February 11th 1575 (Cruz, 2012, p. 46).

The town had a very similar origin to the other cities colonized by the Portuguese, were careful to choose protected sites and has always studied the best place to build their cities, they sought higher ground and building fortress (Correia, 2012).

Luanda began to rise slowly around the “São Paulo da Assunção de Loanda”, stretching across the bay, which was used as a natural harbor, well protected by the Luanda Island (Cruz, 2012, p. 46). It develops a perfect adaptation to local topography, and were in two distinct zones: the upper town, where he brought the governance and defensive functions and the lower city, the commercial and port area (Jacob, 2011, pp. 17-18).

The city was developing in a spontaneous way through an urban area whose route was influenced by the shape of Luanda Bay. The result was a consequence of an irregular urban design, which evolved from consecutive interventions and without any serious planning, we tried to only respond to the immediate needs that colonization was demanding (Cruz, 2012, p. 46).

3.1. Urban planning

Before 1940, the city of Luanda grew spontaneously, without obeying any urban plan. only after 1942 that the city began the process of urban growth based on urban plans.

In 1942, it was elaborated the first urban plan of the city of Luanda. Before independence were made six territorial plans of provincial level for the city of Luanda, but only one urban plan was approved, which leads us to say that the city grew spontaneously to the preparation of the 1st territorial plan (Frame 2).

Among the plans made before independence, it is important to the 1942 plan, for various reasons, among them to be the first urban plan of the provincial level, ushered in a new era of the planned city based on territorial plans was not approved, but the following plans and in some urban interventions took into account their guidelines.

Frame 2 - Provincial level plans, made to Luanda in 1942 - 2009

| N.º | Urban planning | Date | Observations |
|------------|---|-------------|---------------------|
| 1 | Luanda City Urban Plan | 1942 | Not approved |
| 2 | Luanda City Urban Plan | 1950 | Not approved |
| 3 | Regulatory plan | 1957 | Not approved |
| 4 | Master Plan of the City of Luanda | 1962 | Not approved |
| 5 | Master Plan of the City of Luanda | 1971 | Not approved |
| 6 | Master Plan of the City of Luanda | 1973 | Approved |
| 7 | Master Plan of the City of Luanda | 1979 | Approved |
| 8 | Management Plan and Urban Growth Luanda | 1997 | Approved |
| 9 | Requalification plan Luanda | 2002 | Approved |
| 10 | Regulatory plan of the 1st Phase for New Luanda | 2006 | Approved |
| 11 | Integrated Plans of Urban Expansion and Infrastructure Luanda | 2009 | Approved |
| 12 | plan of the general Director Metropolitan City Luanda | ----- | In preparation |

The 1962 plan also deserves mention, was not approved but led the development and implementation of several detailed plans, including the Prenda of Neighborhood Units.

After independence we can highlight the 2009 plan because so far is the legal document guiding the form of occupation and land use in the province of Luanda and it includes a study/evaluation of previous plans. We look forward with high expectations completion of the General Plan, which is under preparation.

In the urban structure of the city of Luanda it is possible to find some traces or even guidelines of urban plans made over time, especially the plans 1942, 1957 and 2002.

3.2. Phase of urban expansion vs historical events

In Luanda in 2006 no longer had room for new developments, only for renovation/urban requalification, because the urban space around it was filled with buildings and open spaces were not suitable for housing developments (risk areas).

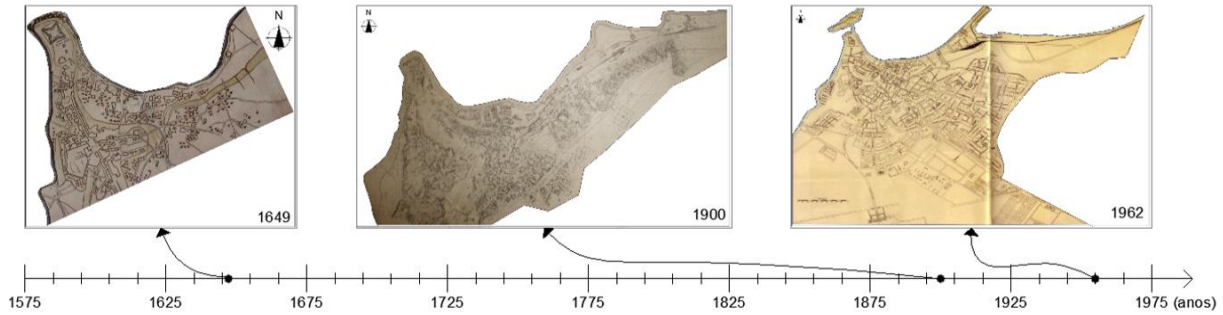
It was divided different phases of urban expansion in periods 2 (Frame 3)

Frame 3 - Expansion of the urban area of Luanda (Source: Act 59/11 of April 1)

| Urban expansion until 2006 | | | | | | |
|-----------------------------------|------------------------|-------------------------|------------------------|--------------------------|--------------------------|---------------------------|
| urban expansion by 1975 | 1647 | 1862 | 1929 | 1960 | 1975 | Σ Área |
| | 0,6 (km ²) | 0,44 (km ²) | 2,1 (km ²) | 18,81 (km ²) | 45,19 (km ²) | 67, 14 (km ²) |
| urban expansion by 2006 | 1986 | 1996 | 2001 | 2003 | 2006 | Σ Área |
| | 110 (km ²) | 28 (km ²) | 74 (km ²) | 26 (km ²) | 38 (km ²) | 276 (km ²) |

After presenting the studies on urban planning, has led us to make another approach to the subject, there was an analysis based on a chronological ruler, divided into two periods (before and after independence), where presentation the historical events that influenced the expansion of urban area and city plans (Frame 4 e 5).

Plants of Luanda

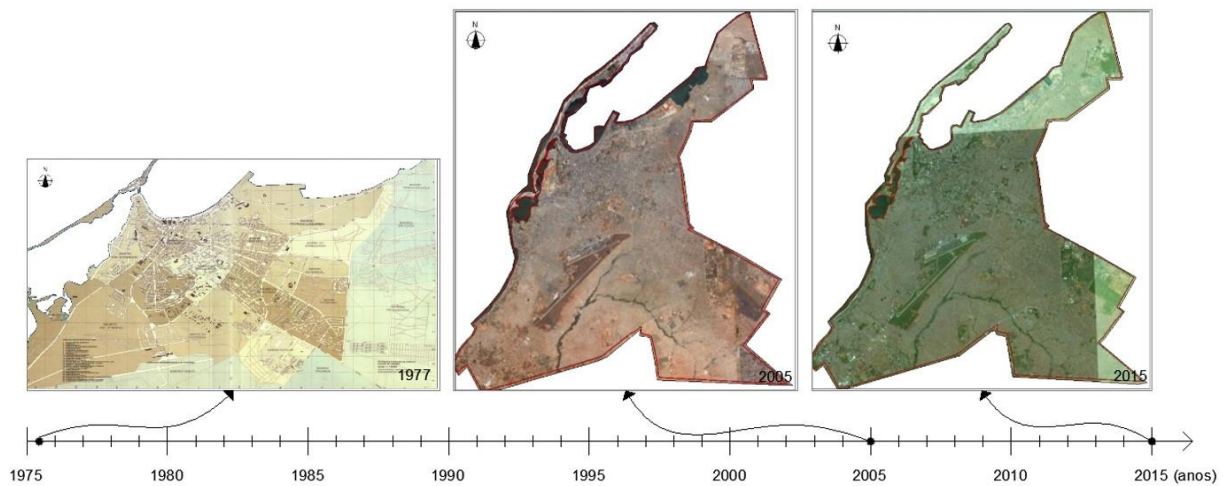


Historical events with consequences on the territory

Founding of the city of Luanda; Occupation of the Netherlands; Abolition of slave trade; Implementation of railways; Street lighting implementation; War of colonial liberation; Implementation of the Port of Luanda; Implementation of water supply

Figure 3 – 1.º period - Before independence

Plants of Luanda



Historical events with consequences on the territory

National independence; Civil war; Office of colonial urbanization; Accelerated migration; National reconstruction; Airport; Peace deal; Population growth increase; Deficiency Infrastructures.

Figure 4 – 2.º period - After independence

In short, the occupation of urban space and the urban sprawl of Luanda, with strong consequences in Luanda revealed a lack of control in land use planning and urban design that reflects the organization of the planning and management system territorial, with a power of central and concentrate decision.

4. CONCLUSION

It is concluded that the planning system and current land management in Angola is inappropriate given the current reality, is strongly marked by a top-down in which the power of decision is central and presidential. Where is the Central Administration that has decision-making power in the country, the provincial and municipal (local) level, where municipalities lack autonomy from the central level.

There is a body responsible for the management of Luanda, but responsible for strategic projects in the territory is the Special Works Office which is directly dependent on the President of the Republic.

The land management is based on documents that have macros guidelines of the territory, which in many cases do not reflect and help solve local problems and as a consequence we have a very effective land management.

Local development is highly dependent on local leadership quality in this way reinforces the importance of holding local authorities. Angola comprises 18 provinces where their leaders are appointed by the State, these in turn indicate the governors of lower levels, this management model has translated into little local development.

For the development of the municipalities, propose changes in their land management, so that municipalities were more independent as to decision (decentralization), the ideal would be a bottom-up system that the city possessed a degree of autonomy from the national (central).

In this case, the planning/management of the municipal territory would be full competence of municipalities and the state would be like urban conflict mediator (check the conformity of local plans with national guidelines and compatibility between them).

So far the province of Luanda does not have a Master Plan published let alone a territorial plan under provincial, territorial management is done by strategic documents based on national guidelines that govern the use and transformation of urban land.

The planning and current land management system has little influence in the production of urban land in the city of Luanda and consequently in the province of Luanda and does not reflect the current needs. The action of the Central Administration has been more to let happen urban problems and then develop appropriate solutions and not a political turn to proactive action.

When the planning legislation, will be beneficial to make a detailed analysis of existing legislation in order to identify in more detail possible overlapping of responsibilities and omissions. It would also be the opportunity to update the law face the current dynamic, to harmonize with the documents produced in the period of national independence and civil war in effect today.

The exponential growth of the urban area of Luanda is associated with the migration of rural populations in search of better living conditions, where urban sprawl has grown as some historical events have emerged.

The city of Luanda has developed along the pathways of the road networks, rail and train stations. Urban growth process of the city is marked at its beginning by a coastal occupation with spontaneous urban genesis, which was developing itself through guidelines and then by urban plans.

Begins to be important to think about alternatives in approaches on the subject over the context and the current dynamics, arises some questions as: what are the best urban policies to solve the problems of disorderly occupation of the country? What are the challenges in adjusting to urban legislation to local conditions? What are the challenges in promoting public participation in the territorial plans? The extent to which land reserves can block or prevent urban area?

These are the clues to some questions basis for future developments.

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Legislation

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Act 9/04 of 9 November - the Land Law

Act 58/07 July - Land Concession General Regulations

Act 29/11 of September 1 - Amending Law of Political-Administrative Division of the provinces of Luanda and Bengo

Act 39/11 of December 29 - Organization and Law Operation of the Administration of State Organs Local

Act 47/12 of 22 March - Define the Urban Districts of the City of Luanda