

Experience and Institutional Capacity for Poverty and Income Distribution Analysis in Angola

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Contents

EXECUTIVE SUMMARY	V
INTRODUCTION.....	V
POVERTY SITUATION	V
INSTITUTIONAL MAPPING	VI
POVERTY RESEARCH	VII
DEBATES AND DISSEMINATION.....	VIII
RECOMMENDATIONS	IX
ACRONYMS AND ABBREVIATIONS.....	X
1. INTRODUCTION.....	1
2. THE POVERTY SITUATION	2
2.1 FUTURE TRENDS.....	7
3. INSTITUTIONAL CAPACITY FOR POVERTY ANALYSIS.....	9
3.1 BACKGROUND.....	9
3.2 DEVELOPMENT INSTITUTIONS IN ANGOLA COMPARED.....	10
3.3 INSTITUTIONALISATION OF DATA COLLECTION	12
3.4 GOVERNMENTAL INSTITUTIONS WITH ROLES IN POVERTY ANALYSIS	13
3.4.1 <i>Ministry of Planning/FAS</i>	14
3.4.2 <i>Ministry of Health</i>	15
3.4.3 <i>Ministry of Education</i>	16
3.4.4 <i>Ministry of Social Affairs and Social Reintegration (MINARS)</i>	16
3.5 ACADEMIC, RESEARCH AND TRAINING INSTITUTES	17
3.5.1 <i>Tertiary education and research</i>	17
3.5.2 <i>Academic poverty research institutions</i>	17
3.5.3 <i>UCAN/CEIC</i>	17
3.6 CIVIL SOCIETY ORGANISATIONS (CSOS) AND PRIVATE SECTOR NGOS	18
3.6.1 <i>Action for Rural and Environmental Development (ADRA)</i>	19
3.6.2 <i>Development Workshop (DW)</i>	19
3.6.3 <i>Angola Instituto de Pesquisa Económica e Social (A-IP)</i>	21
3.6.4 <i>Centre of Strategic Studies of Angola (CEEA)/ Centro Estudos Estratégicos</i>	21
3.6.5 <i>Centre for Social Studies and Development (CESD)</i>	21
3.7 OIL COMPANIES.....	22
3.8 THE INSTITUTIONAL MAP	23
4. APPROACHES AND QUALITY OF POVERTY RESEARCH.....	24
4.1 THE PRSP PROCESS	24
4.2 POVERTY DATA AND ANALYSIS.....	26
4.3 PRIORITY RESEARCH AREAS	29
5. PLATFORMS FOR POVERTY DATA DISSEMINATION AND DEBATE.....	31
6. CONCLUSIONS AND RECOMMENDATIONS	34
6.1 CONCLUSIONS	34
6.1.1 <i>Emerging trends</i>	35
6.2 RECOMMENDATIONS	36
6.2.1 <i>Oil revenues for funding poverty research</i>	40

ANNEX 1: LITERATURE REFERENCES.....	41
ANNEX 2: LIST OF PEOPLE AND INSTITUTIONS INTERVIEWED	54
ANNEX 3: QUESTIONNAIRES.....	56

Executive Summary

Introduction

The Chr. Michelsen Institute was contracted to carry out this study on previous experience in and institutional capacity for poverty and income distribution analysis in Angola. The study aims at presenting an overview of the present and emerging situation with regard to poverty and wealth in Angola, and at producing an input to the Norwegian Embassy on how best to support poverty analysis and monitoring in Angola.

In this study, considerable emphasis is placed on poverty statistics and the state of statistical production in Angola. This is in line with orthodox ways of measuring and describing poverty. Research on poverty has come to be based on *quantitative* methods. However, this does not mean that the study focuses only on institutions doing predominantly quantitative research. On the contrary, the team perceives - and subscribes to - an emerging feeling among academics, civil society and donors that *qualitative* research ought to be given more support and emphasis. We believe that it is more important to focus on how quantitative and qualitative techniques can be integrated in what is often called “methodological pluralism” or “pluralistic research”.

Poverty situation

Describing the national poverty situation in Angola and its development over time in some detail is a difficult task if one wants the description to be based on data and not on casual observation, hearsay and opinion. Attempts to collect data have been hampered by war and have at best covered those parts of the country where the Government has had control. Detrimental factors for the collection and analysis of poverty data have over time had damaging effects on the *data culture* in Angola. The lack of valid data on poverty is clearly visible in international publications.

Despite the high prevalence of poverty, Angola *as a country* does not belong to the poor in terms of GDP per capita. The World Bank classifies it as a lower middle income country, and it may soon be among the middle income countries in terms of average GDP per capita. However, the country’s poverty situation is serious and its income distribution very skewed. About 70% of the population are below the poverty line. The functional income distribution, i.e., the division of income between capital and labour, is biased towards capital by super-profits in the natural resource sectors in Angola. The spatial income distribution is also skewed, with most returns ending up in Luanda.

Angola’s excellent natural resource endowment should mitigate poverty and skewed income distribution. A recent IMF staff report concludes that the economic outlook for Angola has been transformed by the 2002 peace agreement and by increasing government revenues from oil but that “progress on structural reform and policies to reduce poverty has been limited”. A large number of national and international observers say that the elite’s vested interest in the status quo sidelines attention to poverty reduction. Moreover, various commentators feel that the present Poverty Reduction Plan (ECP) is a “paper plan” drawn up to appease donors and extract resources from them.

Institutional mapping

By international comparison Angola has a seemingly burgeoning civil society sector. It has a fairly average share of development organisations within government but is very short on institutions that deal with research and training.

The key institution for gathering, storing and supplying quantitative data in Angola is the *Instituto Nacional de Estatística* (INE) which, according to the IMF, leads a very weak statistical system which suffers from a “lack of timely, accurate, and comprehensive data for all economic sectors, except the monetary sector, and hampers the formulation of appropriate policies ...”

Key ministries which have responsibility for the implementation of various parts of the poverty reduction plan are the Ministry of Planning (MINPLAN), the Ministry of Health, the Ministry of Education, the Ministry of Assistance and Social Reinsertion (MINARS) and the Ministry of Agriculture, all of which have their Ministerial Office for Studies, Planning and Statistics (GEPE).

The Social Support Fund (FAS) is a governmental agency with financial and administrative autonomy under the Ministry of Planning and was created in 1994 to implement part of a credit negotiated between the Government of Angola and the World Bank.

The Ministry of Health’s focus is on regulation, technical guidelines/orientation, planning, evaluation, and the inspection of a variety of national health programmes, most of which are heavily dependent on external assistance.

The Ministry of Education is set up with a Research and Statistics Unit which collects and analyses administrative data relating to the education sector. The statistical aspects are to be supervised by the INE.

The primary role of MINARS is to trace and help vulnerable groups in society. The Ministry is represented in all the provinces, which run their own regular statistical surveys on vulnerable people. The data is shared with INE.

The university sector in Angola consists of the “old” *Universidade Agostinho Neto* (UAN), and the more recent *Universidade Católica de Angola* (UCAN) and *Universidade Lusíada*. UAN is the largest university, and was originally established in 1962.

The only notable academic institution set up for research with a poverty focus is the *Centro de Estudos e Investigação Científica (CEIC) at the Universidade Católica (UCAN)*. This is a recently established independent and autonomous research centre, with the following objectives:

- To foster informed public debate on public policy issues, through the publication of research findings and the promotion of research seminars;
- To contribute to the development of national capacity in the area of public policy formulation and evaluation;
- To assist the University to reach its full research and teaching potential, by promoting research by University professors and establishing links with other research organisations.

Before 1991, most CSOs in Angola were associated with the state party, but there was a major surge of institutions starting after 1991. The umbrella organisation, FONGA, gives an estimate of 500 NGOs nationally.

ADRA is a non-profit NGO. Its mission is to contribute to sustainable development in Angola and the improvement of living conditions, particularly for the poor and marginalised; to promote community participation in the solution of their problems through the democratisation process; and to build the capacity of civil society.

Development Workshop, founded in 1973 and operating in Angola since 1981, is a non-profit organisation working to improve the settlements and livelihoods of the poor in less developed communities by strengthening the capacity of those communities and organisations to act on development problems and opportunities.

AIP is a private research institution, formally established in Angola in January 2000. AIP involves 15 researchers, most of whom are senior professionals still maintaining employment in the public or private sector. There is also a potential group of younger academics recently returned from studies abroad.

CEEA is a private not-for-profit association of a scientific nature, with juridical and administrative and financial autonomy. Its members may be founders, associates and correspondents. A number of activities are planned: the publication of written texts is the main priority. A Portuguese and English periodic bulletin with political, economic, social and military content is considered.

CESA presents itself as an applied social science institution, and was formally established in May 2002. Its strategy is to work closely with international research institutions in data collection and research, in order to develop national capacity and enhance the role of the social sciences in Angola's development.

There are a large number of oil companies in Angola which spend money on their own CSR projects in the form of various types of support to social and economic development. The size of spending on social projects has been increasing over the past few years, and total payments at some USD 20 to 30 million in 2005 have been indicated to us. It is assumed that such payments might well increase to USD 40-50 million during the first few years.

Poverty research

Considerable changes in the profile of poverty in Angola are likely to have taken place since the end of the war in mid-2002. These have not been captured, due to the dearth of recent studies.

INE is seen as having a central role in the production of national poverty data by practically all the institutions we have interviewed. Two types of national statistics are vital in order to produce a sufficient basis for poverty reduction planning, implementation and monitoring. One is a proper census. No census has been carried out since 1970, implying that there are considerable uncertainties related to the size, composition and distribution of the population in Angola. Plans for carrying out a census are, somewhat vaguely, set for implementation after 2010. The second is a proper National Household Income and Expenditure Survey, which is planned to take place in 2008.

Apart from INE's efforts, nation-wide socio-economic data was collected by the Government with the support of OCHA in connection with the large exercise of resettling the estimated 350,000 returnees and 4 million internally displaced people following the peace settlement in mid-2002.

Data are also published in the UN-initiated Millennium Development Goals Report of 2005 and the Angola Human Development Report of 2004, but both are based on pre-2002 information.

A potential source of more recent national population data is the voter registration exercise currently being carried out by KPMG on behalf of the Government, but this is not being used to collect other types of social data.

The bulk of studies on development and poverty that have been carried out in Angola during the last five years are based on what may be termed a “qual-quant” approach and methodology, and cover a limited number of provinces, *municípios* and *comunas*. Their usefulness for the planning and implementation of a national poverty reduction strategy is limited by the nature of the data and its localised character.

FAS have carried out a number of studies on the socio-economic conditions of the areas where they work. Most of these are baseline studies directly related to their own projects, but some also have a more general applicability.

A number of studies have been undertaken as baselines or follow-up of ongoing programmes and projects implemented by Angolan NGOs. As part of their programmes in rural Bié, Huambo and Malanje, ADRA has carried out studies that are good and well-written, but again with a limited general applicability for the analysis of the poverty situation.

Qualitative analyses of social relations of poverty are rare in Angola; an important exception is Paul Robson and Sandra Roque’s “*Here in the City there is Nothing Left for a Helping Hand*” (Robson and Roque 2001) from Luanda.

The study “*Food Security and Livelihood Survey in the Central Highlands of Rural Angola*” (WFP 2005) is an example of a more recent and poverty-focussed study. It is well researched and written, and carries a wealth of information related to the mapping and profiling of poverty on the *Planalto*.

In other countries in sub-Saharan Africa, a key catalyst for the production of poverty data and analyses is the Poverty Reduction Strategy Paper (PRSP) process. The PRSP process in Angola - or the “Strategy to Combat Poverty” - is ECP, which was initiated in the late 1990s. However, the process and report reveal a situation of lukewarm political will and weak institutional capacity for poverty data production and consultations.

Debates and dissemination

Attempts to focus public debate and attention on poverty were made through the ECP process in the early part of this decade, including a Poverty Observatory organised in 2003. The official media primarily carry stories on macro-economic indicators and public investments that currently show strong positive trends, not on the poverty situation *per se*. In fact, no social poverty data appear on the official website and a search on “*pobreza*” in the internet version of *Jornal de Angola* gives few results.

Looking at the private media, the Catholic *Rádio Ecclésia* has been banned for some time, and only transmits on FM in Luanda. This leaves the weekly newspapers, such as *Angolense*, *Agora*, *Cruzeiro do Sul*, *Folha 8*, and *Capital* as the main arena for public debate.

ADRA focuses its work in rural areas on the provinces of Huíla, Bié, Malanje and Uíge, and publishes its background studies through a regular publication series. The organisation also produces more targeted information material for its collaborative partners in local government and among local NGOs, for which socio-economic conditions and poverty are important.

Development Workshop regularly publishes scanned articles from the press on development issues, and they are in the process of developing a special website for the publication of development and poverty studies.

UNDP and the National Human Development Report have been important as a focus of attention and debate on socio-economic conditions between Angolan authorities and the international community. Unfortunately, the reports stopped coming out in 1999, and the 2004 report has only recently been made publicly available.

Recommendations

This report recommends that the Norwegian Embassy considers the following projects/ measures:

- Support to INE and related institutions
- Support to the National Household Survey (IDR)
- Support for the creation of an annual poverty report (“Relatório Anual da Pobreza em Angola”)
- Support for the establishment of a training centre for applied poverty research
- Core grant to support younger social scientists
- Institutional cooperation on poverty between UCAN/CEIC and CMI
- Support for a conference on poverty research between researchers in Angola and Mozambique

The report also recommends that, in order to fund some of these projects/measures, the Norwegian Embassy, initially as an experiment, could use its grant contribution to *leverage* base funding from oil companies for policy research if this is compatible with national regulations and oil company policies. If successful, this may lead to longer-term arrangements and also encourage other donors to do the same.

Acronyms and Abbreviations

Abbreviation	Full Name
ACBF	African Capacity Building Foundation
ADPP	Ajuda de Desenvolvimento de Povo para Povo
ADRA	Acção Para O Desenvolvimento Rural E Ambiental
AEAF	Angola Educational Assistance Fund
AIP	Angola Instituto de Pesquisa Económica e Social
BP	British Petroleum
CDR	Congo Democratic Republic
CEEA	Centro de Estudos Estratégicos de Angola
CEIC	Centro de Estudos e Investigação Científica
CEIP	Centro de Estudos e Investigação em População
CESD	Centro de Estudos Sociais e Desenvolvimento
CIDA	Canadian International Development Agency
CMI	Chr. Michelsen Institute
CNIC	Centro Nacional de Investigação Científica
CODESRIA	Council for the Development of Social Science Research in Africa
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
DFID	Department for International Development
DW	Development Workshop
ECP	Estrategia de Combate a Pobreza
EPI	Expanded Programme for Immunization
EU	European Union
FAO	Food and Agriculture Organization
FAS	Fundo de Apoio Social
FONGA	Forum of Angolan Non-Governmental Organizations
G20	Group of twenty (civil society organizations from Mozambique which participated at Observatories of Poverty)
GDP	Gross Domestic Product
GEPE	Gabinete de Estudos, Planeamento e Estatística
GIS	Geographic Information System
GoA	Government of Angola
HCG	Humanitarian Coordination Group
HDI	Human Development Indicator
HIS	Health Information System
IAF	Inquérito Nacional dos Agregados Familiares (Household Survey)
IDR	Inquérito aos Agregados Familiares sobre Despesas e Receitas
IEJ	Instituto de Estudos Jornalísticos
IMCI	Integrated management of childhood illness
IMF	International Monetary Fund
INE	Instituto Nacional de Estatística
IOM	International Organization for Migration
ISCED	Higher Institute of Educational Science
KPMG	Global network of professional firms providing audit, tax and advisory services.
LPG	Liquefied Petroleum Gas

MINAG	Ministry of Agriculture
MINARS	Ministry for Social Assistance and Reinsertion
MINED	Ministry of Education
MINPLAN	Ministry of Planning
MINSA	Ministry of Health
MOH	Ministry of Health
MPLA	Movimento Popular de Libertação de Angola
NDPH	National Directorate of Public Health
NGO	Non-Governmental Organisation
Norad	Norwegian Agency for Development Cooperation
OCHA	United Nations Office for the Coordination of Human Affairs
PALOP	Países Africanos de Língua Oficial Portuguesa
PARIS21	Partnership in Statistics for Development in the 21st Century (launched to act as a catalyst for promoting a culture of evidence-based policymaking and monitoring, especially in developing countries).
PHC	Public Health Care
PNUD	Programa das Nações Unidas para o Desenvolvimento (Portuguese for UNDP)
PRSP	Poverty Reduction Strategy Paper
QUIBB	Questionário de Indicadores Básicos de Bem-Estar
RCN	Research Council of Norway
RdA	República de Angola
SN	Statistics Norway
TB	Tuberculosis
UAN	Universidade Agostinho Neto
UCAN	Universidade Católica de Angola
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USD	United States Dollar
USD PPP	United States Dollar Purchasing Power Parity
WFP	World Food Programme

1. Introduction

Chr. Michelsen Institute has been contracted to carry out a study on previous experience in and institutional capacity for poverty and income distribution analysis in Angola. The purposes of the study are:

- to produce an input to the Norwegian Embassy and its partners on the present status of and institutional basis for poverty analysis, and advice on how best to support poverty analysis and monitoring in Angola in general and with regard to the role of civil society in particular.
- to present a brief overview of the current and emerging situation with regard to poverty and wealth in Angola.

The report starts with a brief overview of the situation in Angola with regard to poverty and wealth (Chapter 1). Chapter 2 looks at past and on-going poverty *analysis* of the Angolan situation. Chapter 3 identifies actual and potential *institutions* in Angola involved in poverty analysis. Chapter 4 discusses the quality and approaches of recent poverty research in Angola, including debates on poverty issues. And the concluding Chapter 5 advises on how to stimulate analysis and discussion of poverty and poverty reduction in Angola, as well as appropriate areas for Norwegian support.

Fieldwork for the report was undertaken in Luanda from 11 to 25 June 2006 by Jan Isaksen and Inge Tvedten from CMI, and Pacheco Ilinga from the Development Workshop in Luanda. A presentation of preliminary results in the presence of local institutions and foreign diplomatic representations was held at the Norwegian Embassy in Luanda before the departure of the CMI team.

The team is indebted to all government officials, representatives of civil society organisations, private enterprises and donors, and others who answered questions and helped the team in different ways. For more details, see Annex 2.

2. The poverty situation

Describing the national poverty situation in Angola and its development over time in some detail is a difficult task if one wants the description to be based on data and not on casual observation, hearsay and opinion. The fact is that a household survey with full national coverage has not been conducted in Angola since independence in 1975. Such surveys are for most countries the bedrock of income poverty analysis. Furthermore, a population census has not been held since 1972, when the Angolan population numbered 5.6 million. Current population estimates vary between 12 and 17 million people for the country as a whole, and between 4 and 5 million for Luanda province (USAID and Partners for Health Reform, 2005).

Attempts to collect data have been hampered by war and have at best covered those parts of the country where Government has control. In essence, this has meant the coastal provinces and, within them, primarily urban areas. Quantitative data has been complemented by area or village studies, often based on a mixture of quantitative and qualitative methods, but the usefulness of these has been hampered by an inability to apply normal methods for calculating statistical significance. In addition to difficulties in data *collection*, the *distribution* and *analysis* of data have been hindered by practical, bureaucratic or political factors. The result of all this has been that data on poverty has been scientifically weak and contested.

These detrimental factors for the collection and analysis of poverty data have over time had damaging effects on the *data culture* in Angola. The lack of valid data on poverty is clearly visible in international publications; Angola columns or lines are normally dotted with NA (UNDP, 2006 and USAID and Partners for Health Reform, 2005). This is particularly the case for social data on poverty and well-being. Macro-economic data are more accessible through the efforts of the Bank of Angola and the Ministry of Finance, but many of these also have a validity problem, due to a weak overall institutional capacity for data collection.

We see, however, a basis for improving the situation: most of the country is now accessible for data collection and research; there are institutions in government, civil society and academia with a capacity for poverty research; an increasing number of Angolans are receiving training in relevant academic fields; and there are donors and oil companies which are willing to support poverty research and research dissemination. Much will depend on the willingness and ability of the Government to encourage this type of data collection, through the resuscitation of INE, research, and the establishment of the necessary platforms for debate. As we see it, the Government stands to gain from an increased emphasis in this area, both for its poverty alleviation efforts and for its international credibility.

The quantitative data that do exist reveal a very serious poverty situation in Angola. As seen from Table 1, key socio-economic indicators such as the proportion of the population living below the poverty line, life expectancy at birth, the child mortality rate, the net primary school enrolment rate and the proportion of the population with access to improved water sources are all severe, including in a sub-Saharan perspective. HIV-AIDS is the only indicator that is less severe than in the rest of the sub-continent. This is primarily explained by the isolation of Angola and most of its regions during the war, but the accuracy of the data here is contested.

Table 1:
Basic socio-economic data

Characteristics	Data
<i>Demographic Characteristics</i>	
Population (millions)	14
Urban population (%)	34.2
Life expectancy at birth (yrs)	46
Fertility rate (births per woman)	7.2
Population under 15 years (%)	48.2
Population 65 years and over (%)	2.8
<i>Health Profile</i>	
Infant mortality rate (per 1000)	250
Child mortality rate (per 1000)	150
Maternal mortality rate (per 10.000)	1.500
Malnutrition (%)	51
Adults living with HIV/AIDS (%)	5.7
<i>Educational Profile</i>	
Adult literacy rate (%)	33
Combined enrolment rate (%)	23
Primary education (Level One) (%)	56
<i>Basic Infrastructure</i>	
Population without potable water (%)	62
Population without sanitation (%)	41
<i>Synthesis indicators</i>	
Human Development Index	0,403
Human Poverty Index	0,410

Source: GoA 2003: Strategy to Combat Poverty (Luanda, 11 September 2003)

Table 2:
Angola's Gross Domestic Product by sector of activity 1999 to 2003 (billions of Kwanza)

	1999	2000	2001	2002	2003
Agriculture, forestry, and fishing	1,1	5,2	16,1	38,1	84,9
Mining	11,4	60,9	113,1	273,5	545,4
Oil and LPG	10	55,1	100,9	251	498,5
Diamonds	1,4	5,9	12,1	22,5	46,9
Manufacturing	0,6	2,6	7,6	17,6	39,3
Electricity and water	0	0	0,1	0,2	0,4
Construction	0,5	2,5	7,1	16,4	36,8
Trade and commerce	2,6	13,1	30,4	67,1	146,8
Non-tradable services	0,8	6,1	18,4	50,3	155,9
Import duties	0,2	1,2	4,3	8,5	22
GDP at market prices	17,2	91,7	197,1	471,6	1031,4

Source: IMF

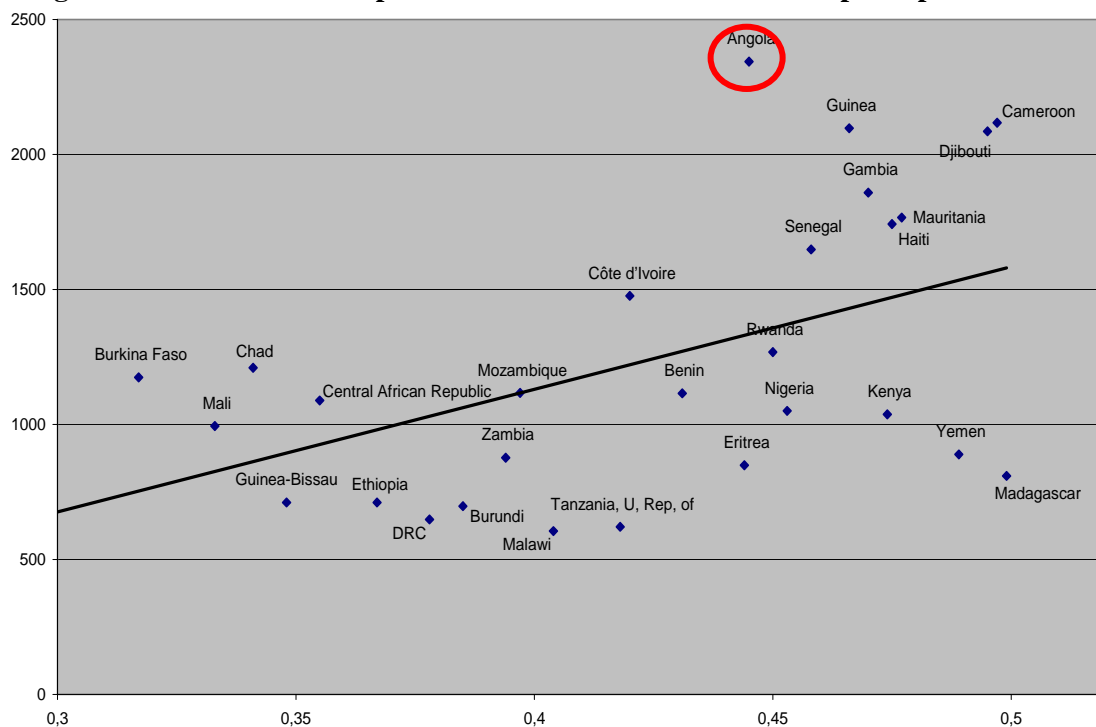
Despite the high prevalence of poverty, Angola *as a country* does not belong to the poor in terms of GDP per capita. The World Bank classifies it as a lower middle income country, and it may soon be among the middle income countries in terms of average GDP per capita. Table 2 above shows the country's dependence on oil and diamonds and the minuscule size of the manufacturing sector. The economy otherwise consists of trade and services, the latter mainly government services.

Table 3:
Angola's Gross Domestic Product by sector of activity 1999 to 2003 (pct annual growth)

	1999	2000	2001	2002	2003
Agriculture, forestry, and fishing	1,3	9,3	18	13,3	11,7
Mining	5,8	2	1	18,2	-0,3
Oil and LPG	1	0,4	-1	20,6	-2,1
Diamonds	39,5	13,3	19,5	-2,1	20
Manufacturing	7,2	8,9	9,8	10,2	12
Electricity and water	1,3	0,8	10	10	10
Construction	5	7,5	8,5	10	12,5
Trade and commerce	4,4	3,4	6	11,6	9,9
Non-tradable services	-7,5	1,5	1	2,5	1,9
Import duties	-10	0	2,5	5	10
GDP	3,2	3	3,1	14,4	3,4
Non-oil GDP	4,6	6,6	9,4	7,9	9,8

Table 3 shows the extraordinary but often erratic growth of the last few years. Fluctuations in oil production and processing have a strong influence on the growth in GDP. The downturn in 2003 took GDP growth down to 3.4 %. Growth in 2004 was strong, however, and it is expected that it will continue and boost GDP growth to an average of 18% p.a. in 2005 to 2007, as the value of diamond exports is expected to grow strongly. Growth in these key sectors, the investment that flows in and the double digit growth realised in other important sectors such as manufacturing, construction, trade and commerce will all increase the potential for employment growth and poverty reduction. However, given the structure of the Angolan economy, particularly its high dependence on mineral sectors, which are deficient in generating employment, even strong economic development at the macro level will leave the poor behind if the right pro-poor policy measures are not taken.

Figure 1: International comparison of the relation between GDP per capita and HDI

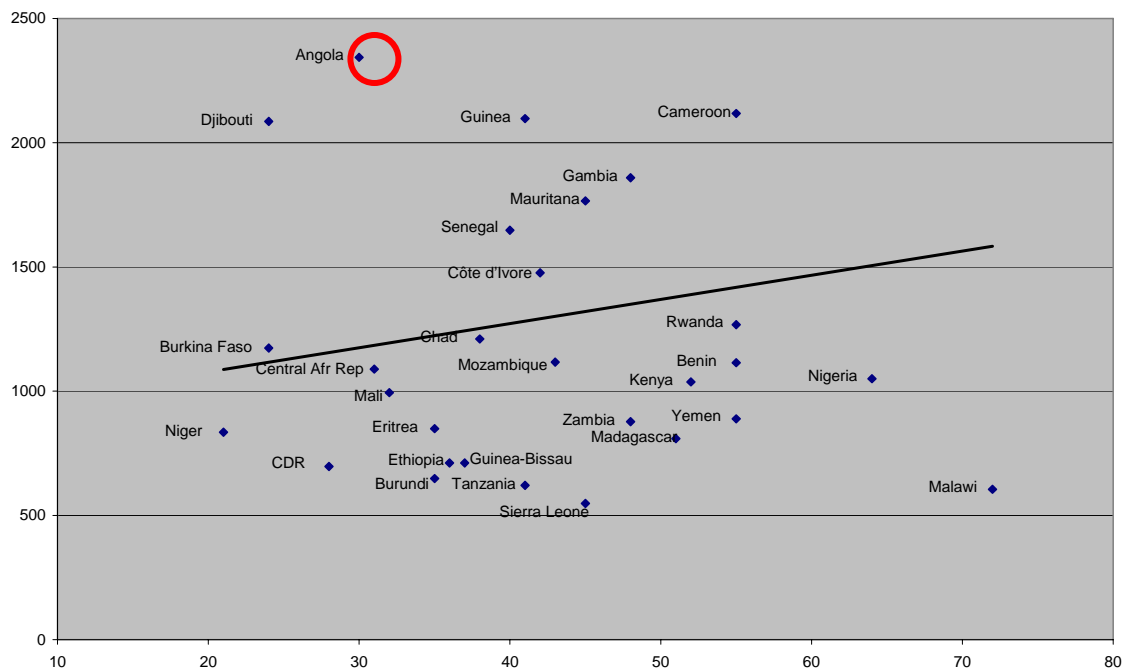


Source: Human Development Report 2005

Figure 1 above shows Angola’s character as a statistical outlier when one compares GDP per capita (USD PPP on vertical axis) and the Human Development Index (horizontal axis) with a “normal” situation indicated by the regression line. The HDI measures income, longevity and educational attainment. Mozambique, for example, has a normal relationship between its level of GDP per capita and its HDI. The chart demonstrates that Angola performs much worse than most countries in transforming its relatively high GDP per capita into basic welfare for its inhabitants. Countries such as Nigeria, Kenya, Eritrea and Madagascar do better than Angola in terms of HDI, although these countries have less than half Angola’s GDP per capita.

Angola’s situation as an outlier is also evident if one looks at GDP per capita compared with other social development data. The comparator countries are drawn from those that the HDR has classified as having low human development. In figure 2 below, enrolment in secondary and primary schools (given in percent on the horizontal axis) is compared with the per capita GDP (USD) on the vertical axis and a regression line is drawn to illustrate a “normal” situation. Again, one sees that Angola is situated far from the normal trend. Only countries such as Djibouti, Burkina Faso, Niger and CDR do worse than Angola in school enrolment. Mozambique, Kenya and Zambia do much better, despite their GDP per capita being less than half of Angola’s.

Figure 2: GDP per capita and school enrolment in selected countries



In sum, Angola is a rich country with a poor population. The tables above illustrate what we may call the Angolan problem: a country with GDP per capita much above the average for Sub-Saharan Africa but with social indicators which almost uniformly indicate a poorer performance in social well-being than its lower income neighbours

This paradoxical poverty situation is furthermore reflected in *personal income distribution*. With about 70% of the population below the poverty line and a GDP per capita which defines Angola as a middle income country, it is a fair conclusion that income distribution is strongly skewed. The trend has not only been that the poor have been getting poorer but also that the rich have been getting richer – implying that national resources have not been channelled towards the alleviation of

poverty but towards the enrichment of the better off. The top decile's share of urban household income rose from 32 percent in 1995 to 39 percent in 2002, and the Gini coefficient rose from 0.45 in 1995 to 0.51 in 2000/2001 (UNDP 2003).¹ In effect, Angola has almost no middle class, often considered a stabilising element and important for economic growth. It is possible that these trends have been reversed since 2002 but there is as yet no statistical evidence that this has happened.

The *functional income distribution*, i.e. the division of income between capital and labour, is likely to be affected by the super-profits in the natural resource sectors in Angola. That these profits mostly accrue to government means that it is the government which bears the main responsibility for counterbalancing the skewed income distribution.

The *spatial income distribution* is also skewed, with most of the riches ending up in Luanda and a few of the other larger cities. There is very limited knowledge about income distribution between rural and urban areas, as well as between provinces. The Household Survey on Revenues and Expenditures (IDR) of 2002 states that 94.3% of the rural population live in poverty compared with 57.2 percent of the urban population. At the same time, studies from INE (2001) confirm that there was a substantial worsening of urban poverty in the second half of the 1990s. Although the overall proportion of urban households living below the poverty line rose only slightly (from 61 to 63%), they argue, the proportion living in extreme poverty more than doubled from 13 to 28 percent.

The Household Survey on Revenues and Expenditures (IDR) also shows that the proportion of households living in poverty varies from 33.1 percent in Cabinda to 94.2% in Cunene. The Angola Human Development Report 2004 (which builds on MICS) confirms this trend. For example, school enrolment in Huila is 90% while in Cunene it is listed as 19%. In Cabinda 79% of the adult population can read and write while in Namibe the percentage is 37.2. The number of persons per physician varies from 4983 in Cabinda to 111 247 in Malange. Again, however, large parts of the country located in war zones were not part of the investigations.

The social dimension of the development of poverty and inequality in Angola has a long historical background. It is important to remember, however, that by nature the country has a number of features that should militate against poverty and skewed income distribution. While this varies from region to region of the country, most of Angola has more agricultural potential than most other African countries. The country also has a wider range of mineral materials than most other countries (oil and diamonds, but also many other minerals) and it has great hydropower potential. In addition, the coastal waters have upwelling areas which have created a vast marine potential.

Angola, like other African countries, inherited a colonial style of income distribution. The role of the state in the Portuguese colonies in Africa was of a particularly ruthless nature. By the end of the 19th century, a massive forced labour system had replaced formal slavery and continued until outlawed in 1961. Colonial Portuguese rule in the 20th century was characterised by rigid dictatorship and the exploitation of African labour.

After Angolan Independence a number of the features of the strong state regime did in fact continue. There was a strong emphasis on centralised planning and a strong belief that a communist state could correct social inequalities by decree. This has not worked in any of the African countries which have adopted such a system.

The wars that Angolans have fought for several decades have also contributed to the extent of poverty and the skewedness of income distribution. Firstly, the war led to a situation that made it

¹ The Gini coefficient measures inequality over the entire distribution of income and consumption. A value of 0 represents perfect equality, and a value of 100 represents perfect inequality.

impossible for the authorities to enforce laws that took care of the incomes and properties of poor people. The rule of the gun existed in large parts of the country. The break-up of social structures and relationships followed, and paved the way for the situation which is seen today, with widespread political clientelism and corruption.

What could the possible effect of the peace dividend be? A major part of the dividend consists of access to agricultural land, which will help the poorest if the land distribution system is not disrupted. Enormous resources are needed for infrastructural rebuilding, which may have positive development effects given the right pro-poor implementation. Angola appears to need up to USD 30 billion to rebuild its war-shattered infrastructure over the next decade, but analysts are warning that the basic needs of the poor must not be overshadowed by large-scale projects.² International donors, which normally push poverty reduction through both policy dialogue and financing, play a limited role in Angola.

Most of the changes over the last four years have been dramatic and rapid. They have not yet been reflected in the available statistics and information. It is therefore important to consider emerging trends in policy and policy implementation.

2.1 Future trends

As a result of its major oil income, Angola will be in a unique position to solve its poverty problems. Angolan oil production is likely to peak only in 2017. The IMF staff report for the 2004 Article IV consultation (IMF, 2005) concludes that the economic outlook for Angola has been transformed by the 2002 peace agreement and by increasing government revenues from oil. This caused GDP to grow strongly in 2004, largely reflecting rising oil production. The IMF expects an annual average growth rate of 18 percent during 2005–2007.

The government is generally commended for its macroeconomic policy, by which a major change in implementation has largely stabilised the nominal exchange rate and caused inflation to decline to 31 % p.a. At the time of the fieldwork, INE estimated the annual rate of inflation as measured by the Luanda consumer price index at 12.7% p.a. Initial estimates indicate a substantial decline in the fiscal deficit between 2003 and 2004, reflecting the rise in oil prices, reductions in fuel subsidies, and lower spending in real terms on goods and services. Unification of the budget and publication of information on oil revenues have improved the transparency of fiscal operations, but data remain unreliable.

However, it is noted, *poverty remains deeply entrenched*. The IMF's statement that "progress on structural reform and policies to reduce poverty has been limited" has been corroborated by a large number of national and international observers. They indicate that there are worrying signs of a limited political will and attention to poverty reduction because so many of the present elite have a vested interest in the status quo.

The Government of Angola has launched a document containing steps towards achieving an improvement in the poverty situation, the "Strategy to Combat Poverty" (ECP 2005). The cost of the plan is stated at USD 3.17 billion for the period 2003 to 2005/2006. This is also supposed to be the basis for the elaboration of a medium-term Development Plan to cover the period 2005 to 2009. The key sectors of action for poverty reduction in the ECP are: social reintegration (reinsertion); demining, food security and rural development; HIV/AIDS; education; health; basic infrastructure; employment and professional training; and governance and macroeconomic management. The plan

² http://www.irinnews.org/report.asp?ReportID=47282&SelectRegion=Southern_Africa&SelectCountry=ANGOLA

also contains an estimate of the (ordinary) recurrent expenditure induced by the programme as well as a considerable item for governance.

Although the ECP contains virtually all the objectives and measures that a poverty reduction plan should have, various commentators have pointed out a number of weaknesses. Generally, the ECP is said to be a “paper plan” drawn up to appease donors and extract resources from them. Moreover, nearly all the “PRSP” institutions that in other African countries have been set up to coordinate governments’ own efforts and align donor contributions are lacking.

The plan has a definite bias towards heavy infrastructure (set at 36.4% of the total cost). In the USD 3.17 billion are included items that would not normally be included in a poverty reduction plan, such as most of the infrastructure programme, recurrent spending, macroeconomic management and training. Leaving these items out would make the cost of the package just over one billion USD. It is clear that Angola needs a major improvement of its war-ravaged infrastructure, but it is also clear that an over-emphasis on this takes the emphasis away from more direct interventions in the social sectors and “empowerment”. In fact, government allocations to the social sectors (including health and education) should be seen as a significant test of its willingness to relate actively and constructively to poverty alleviation (see Chapter 4 for further discussion).

There are a number of objectives for the programme, some of them set in quantitative terms and given a timeframe. A number of the timeframes are unclear, with some stretching far beyond the plan. Objectives are generally set as output objectives (access to a sanitation system for 79 % in urban areas and 32% per cent in rural areas, and so on) but in most cases it is unclear what the initial levels are. A serious shortcoming is that there are very few input indicators. This means that it is difficult to judge the government’s efforts at implementation. Since most of the ECP period is over, in mid 2006 one would have expected a review of progress but this has apparently not been produced. Nor have there been any signs of following up the monitoring system outlined in the ECP report. Unfortunately, then, the conclusion has to be that in terms of what has been done and what has been achieved, real poverty reduction has been a dismal failure.

It appears that the primary attention of the Government is now on the political processes of democratic elections and transparency, for which international pressure is much stronger. This may be a window of opportunity for improved emphasis on poverty policies. The Government may see some self-interest in devoting more attention to poverty issues in relation to elections. One would hope that an increased interest in poverty research and data generation would follow. This political attention should be used for a stronger emphasis on capacity building and strategic partnerships among research institutions, to which we now turn.

3. Institutional capacity for poverty analysis

3.1 Background

Along with a worldwide increase in attention to poverty issues by the international community there is a growing tendency towards setting targets for outputs and impacts. Donors and governments alike are frequently criticised for having failed to monitor and evaluate rigorously the impact of their support programmes. Angola's setting in terms institutional capacity for measuring and analysing the state of poverty and poverty reduction is special.

A wide variety of institutions may be said to deal with poverty and poverty analysis in one or another sense of the word. What kinds of institution one should include in a study such as the present will vary according to its intentions. We have aimed at generating conclusions for an institutional framework to help implement government policies, measures and programmes as well as to produce ideas for donors interested in supporting poverty alleviation in Angola through capacity building. We also hope that our conclusions will be useful for the wider international community engaged with poverty issues and the struggle against poverty.

In this study, considerable emphasis is placed on poverty statistics and the state of statistical production in Angola. This is in line with the orthodox ways of measuring and describing poverty based on *quantitative* methods. However, this does not mean that the study focuses only on institutions doing predominantly quantitative research. On the contrary, the team perceives - and subscribes to - an emerging feeling among academics, civil society and donors that *qualitative* research ought to be given more support and emphasis. We believe that it is important to focus on how quantitative and qualitative techniques can be integrated in what is often called "methodological pluralism" or "pluralistic research".

Some of the history and the background for the institutional features of poverty research and analysis in Angola can be summed up the following way:

- During the colonial era there was in Angola, as in most colonies, little concern with poverty and even less concern with research.
- To the extent that there was any study activity at all, it was based on the highly "intellectual" academic tradition in Portugal and there were few if any institutions purporting to engage in policy-relevant research and studies.
- The 14 years of anti-colonial struggle and the 27 years of civil war devastated any institutional structures. Government efforts were focused on winning the war.
- Before 1991, most local organisations were associated with MPLA, which in true communist fashion made all the important decisions and decreed that "independent policy analysis" was a contradiction in terms. All policy analysis took place within party structures. The lack of analysis by organisations other than the party had a devastating effect on the culture of independent thinking.
- After multi-party democracy was introduced in 1991, there was a flowering of all kinds of CSOs, among them some independent institutions which focused on poverty and analysis.
- Over time, however, as the war continued, there were physical difficulties in continuing the work, donor aid flagged and the government again did not use many of its resources for fighting poverty.
- After 2002, a certain renewed interest from the international community in poverty issues was clearly recognisable. However, several factors weakened initial donor determination.

Among these factors were the government's perceived lack of commitment to poverty reduction, and a tendency towards monopolisation of information. Furthermore, new oil resources and higher oil prices made financial contributions from donors less vital. As a result, many donors have withdrawn support or are thinking of such action.

- A positive feature in the generally dismal picture of capacity building within poverty research institutions is perhaps the oil companies, which engage in various poverty reduction activities and projects through their social responsibility programmes. This has so far mostly taken the form of actual projects for the poor, and research focused on concrete programmes, but may later take the direction of support for more general research activities.
- The stunted development of independent research institutions has led to a high demand for the few institutions and persons with sufficient competence and capacity. A lack of base finance is threatening to force the institutes to balance their books by chasing projects. This has often meant that major projects on poverty analysis have been implemented by consultancy firms staffed and owned by expatriates, thus preventing the present demand for poverty analysis from being used as a lever for the capacity building of institutions and researchers focusing on poverty issues.

Whereas institutions of the state perform the major part of the data collection, institutions involved in policy-relevant analysis span a variety of different types, including governmental, academic, civil society and donor organisations. It is clear, however, that the bulk of the financial and professional resources for poverty analysis are in the hands of the state. The section below considers briefly how the structure of not only poverty-focused organisations but of all development organisations in Angola compares to that of other countries.

3.2 Development institutions in Angola compared

The Directory of Development Organisations 2006 has registered various development institutions in nine different categories for most countries worldwide. Categories are international organisations, government institutions, private sector support organisations, financial institutions, training and research centres, civil society organisations, development consulting firms, information providers and grant makers. Although it is difficult to fit the multitude of development organisations of one sort or another into these nine categories, and we see from the Angolan data that the definitions do not always fit with those used below, the data do allow a comparison between countries which shows some interesting differences between Angola and countries with which comparison is reasonable.³ The 19 comparator countries are selected mostly from southern Africa but the Lusophone countries are given an emphasis.

Figure 3 shows the total number of development organisations per million inhabitants. Typically, for countries with large populations there are relatively fewer organisations per million inhabitants since there is a limit to possible organisations and they tend to be bigger in terms of membership and range of action in populous countries such as Sudan, Brazil and Tanzania. For smaller countries (Namibia, Botswana and Mauritius) organisations per million inhabitants is high for the opposite reasons: countries need various organisations but each of them must of necessity be smaller than they can be in populous countries.

Angola appears close to being an average or typical country in terms of numbers of development organisations compared to population. This is perhaps surprising considering the long war-like and state-dominated situation in the country, which has stifled organisational life considerably. The

³ Angola, Botswana, Brazil, Egypt, Kenya, Madagascar, Malawi, Mali, Mauritius, Mozambique, Namibia, Portugal, Senegal, South Africa, Sudan, Tanzania, Uganda, Zambia and Zimbabwe

situation may be explained by the surge of new organisations just after 1991, which appeared to be overly optimistic about sustainability but became more or less defunct when the war resumed. Closer inspection of the data for Angola and comparison with the actual situation found during fieldwork reveal a number of paper institutes that are scarcely known in the country and which make a mark neither in research nor in the public debate about poverty and poverty alleviation.

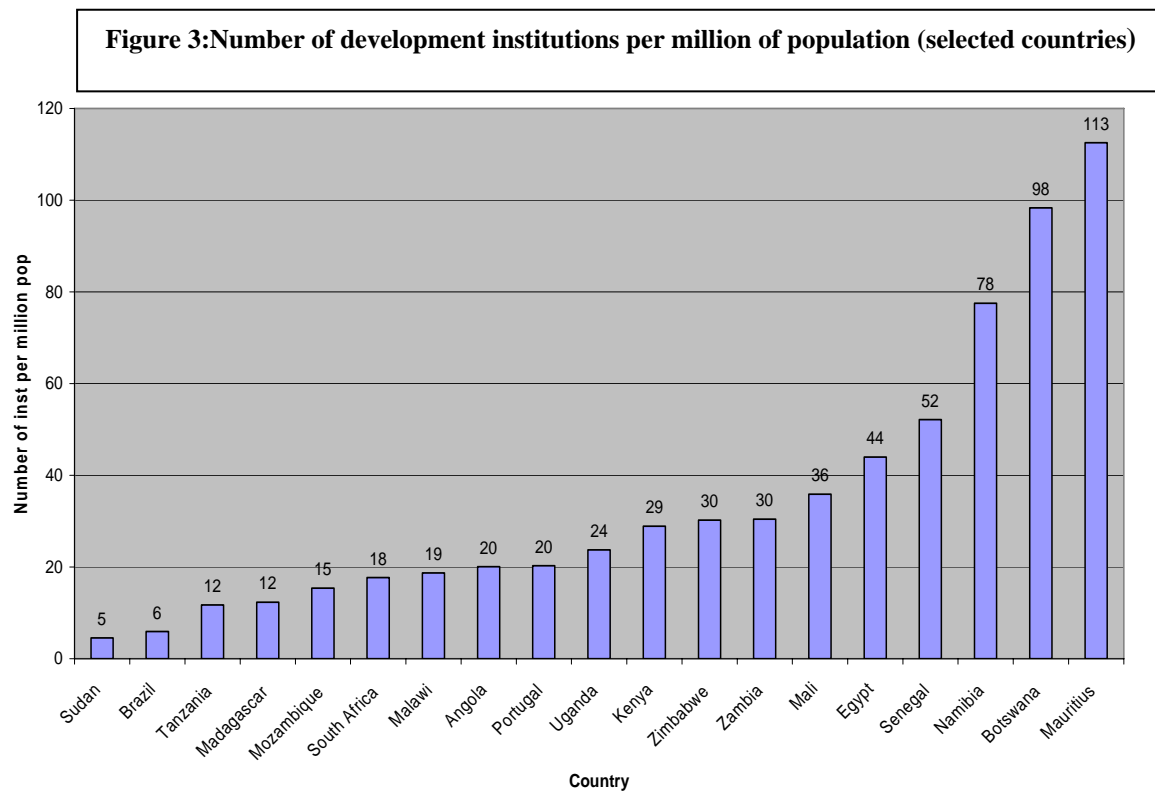
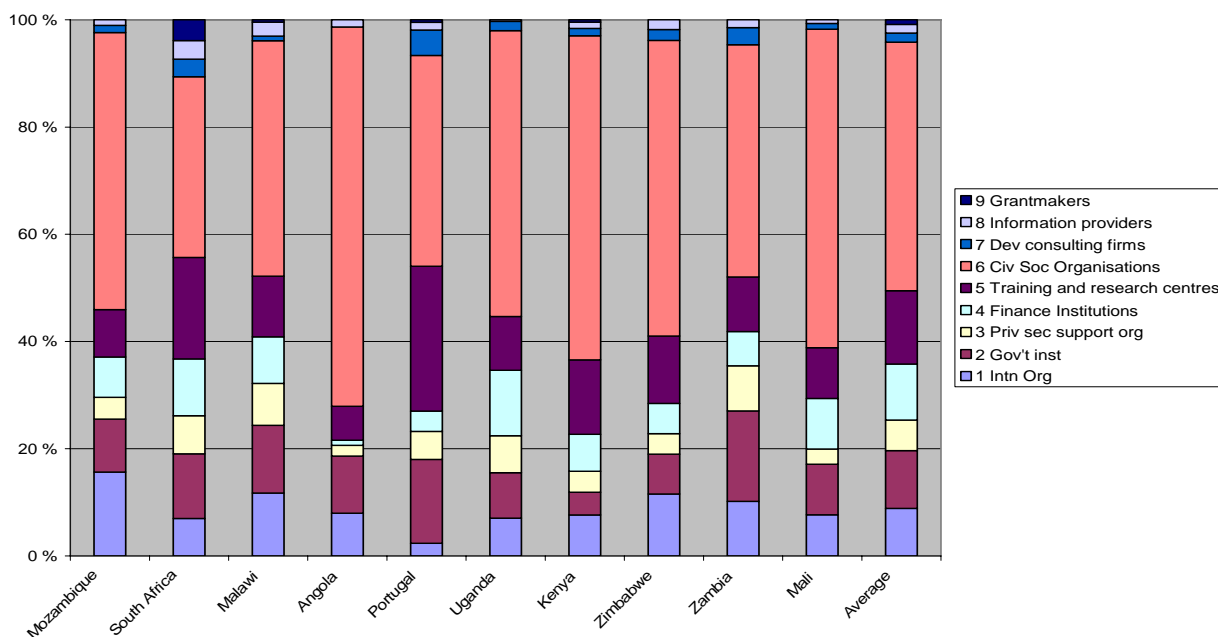


Figure 4 below shows the composition of development organisations in terms of the 9 categories mentioned above in 10 selected countries and the average for all of the 19 countries included in the analysis. Angola appears to have relatively more civil society organisations than any other country in percentage of the total number of organisations. While the percentages of governmental organisations and international organisations are about “normal” for the comparator countries, Angola is short of financial and private sector organisations.

None of the comparator countries have as few development training and research centres as Angola. This fits well with our impressions from the fieldwork in Angola. The country also appears to have relatively few development *consulting* firms. This would mean that “big jobs” may not be taken by foreign consultants, as they tend to be in many other countries. This further increases pressure on the few well-established local research institutions.

The important finding for this particular study from the regional comparison, then, is that Angola has a seemingly burgeoning civil society sector and a fairly normal share of development organisations within government but is very short on institutions that deal with research and training. Information institutions, financial institutions and private sector support organisations are also in relatively short supply.

Figure 4: Development organisations in selected countries by type (%)



The next few sections consider in some detail those organisations in Angola that are involved in the analysis of poverty issues, and which have a focus on policies, projects or poverty alleviation measures. Institutions of data collection are considered first, followed by organisations that deal with the use of data for policy and implementation purposes within central government, academia, training and research institutions, civil society and the private sector. Finally, we look at the institutional aspects of oil companies and the second- and third-tier government development institutions.

3.3 Institutionalisation of data collection

In Angola, the key institution for gathering, storing and supplying quantitative data is the *Instituto Nacional de Estatística* (INE). The institution is set up as a separate entity under the Ministry of Planning but with its vote under the state budget and some degree of administrative and financial autonomy. INE is the secretariat for the National Statistical Council, which is headed by the Minister of Planning. Most of the Ministries are represented in the Council.

INE has adequate premises at the Universidade Agostinho Neto campus and has about 200 employees, of whom about 80 work on a contract basis. INE is also in charge of professional control of the Ministerial Offices for Studies, Planning and Statistics (Gabinete de Estudos, Planeamento e Estatística, (GEPE), which are found in most ministries.

Except for consumer price statistics for Luanda, INE has few regular publications. The main activity on the social statistics side at present is the finalisation of a Questionnaire for Basic Indicators of Well-Being (QUIBB), which is a mix of household and social statistics. This task has taken longer than it was supposed to, but will according to INE be published shortly. Another planned move towards transparency is a planned INE website. At present, INE does not have a

website that is accessible to outsiders, although a website has now been produced and is likely to “go on air” very soon.

Apart from INE, key producers of poverty-related statistics are the Ministries of Health and education. These do not systematically publish their data outside their own institution and the data is only partly reflected in INE publications.

All regular producers of poverty statistics are public sector institutions. There is little data - quantitative or qualitative - generated by any civil society organisation or independent research institute. Institutions such as ADRA, CEIC and DW produce statistics as a by-product of their research and survey work, but there is no coordinated system for storing and disseminating such data.

One of the main conclusions of the IMF’s Staff report for the 2006 Article IV consultation (IMF, 2006) is that “Angola’s statistical system is very weak. The lack of timely, accurate, and comprehensive data for all economic sectors, except the monetary sector, hampers the formulation of appropriate policies and the effectiveness of Fund surveillance”.

3.4 Governmental institutions with roles in poverty analysis

Estratégia de Combate a Pobreza (ECP), subtitled “Reinserção Social, Reabilitação e Reconstrução e Estabilização Económica”, is Angola’s overall plan for combating poverty. Whereas most observers say that the plan is “on paper only”, key officials in the lead Ministry of Planning maintain that the document has been adopted by Parliament and that various government institutions are busy implementing it.

Key ministries with responsibility for the implementation of various parts of this plan are listed in the table below. All of these also have separate GEPEs.

Table 4:
Key institutions in the implementation of the ECP

Institution	Role
Ministry of Planning (MINPLAN)	Harmonise and guide other institutions both inside and outside Government on current policies of social and economic development. The development programme for public investment management plays a role as a sub-programme. The Ministry of Public Administration, as well as INE and the Ministry of Justice, play various roles for the governance of the ECP in coordination with MINPLAN.
Ministry of Health	Particular focus on improvement in access to quality primary health care. The Ministry implements the Health Sector Post-Conflict Reconstruction and Rehabilitation Plan.
Ministry of Education	The Nation*al Plan of Action for Education for all is the policy basis for the Ministry. It aims at assuring universal access to quality primary education, eradicating illiteracy and creating conditions for adolescent integration, as well as planning for gender equality and people with special needs.
Ministry of Assistance and Social Reinsertion	The Ministry has a particular responsibility for the return and settlement of internally displaced refugees and demobilised people to their original areas or to resettlement, integrating them in a sustainable way into social and economic life.
Ministry of Agriculture	The Food Security Programme under MINAG aims at minimising the risks of hunger and starvation, satisfying internal food needs and re-launching the rural economy as a vital sector for sustainable development.
Other Governmental institutions	The National Institute for De-Mining still has much to do to rid the country of the land mine hazard; the national Commission to Fight AIDS aims at controlling the growth of AIDS from the present low level and taking care of victims; the Ministry of Public Works, Water and Energy and Ministry of Urban Environment are involved in a major programme to reconstruct and rehabilitate infrastructure, while the Ministry of Public Administration focuses on human capacity, access to employment and self-employment creation.

Source: Excerpts from Annex 1 in Strategy to Combat Poverty, Luanda, 24 Sept. 2003

3.4.1 Ministry of Planning/FAS

The Social Support Fund (FAS) is a governmental agency with financial and administrative autonomy under the Ministry of Planning. FAS was created in 1994 to implement part of a credit negotiated between the Government of Angola and the World Bank. FAS also benefits from bilateral donations from Sweden, Norway, Holland, and other donors. The second stage of FAS (FAS II – 1999/2004) was to contribute to the sustainable utilisation of basic social and economic services through:

- Strengthening social and economic infrastructure in poor communities (as determined by social economic indicators produced by the National Statistics Institute) through the financing of sub-projects in areas such as health, education, water and sanitation, feeder road rehabilitation, natural resources management, storage facilities and small irrigation facilities.
- Increasing the effectiveness and sustainability of community projects by building capacity through: (i) the production and dissemination of technical manuals; and (ii) the provision of technical advisory services in support of training activities at the community, implementing partner, local government, and FAS levels.
- Increasing the flow and quality of information on project implementation through: (i) the provision of technical advisory services for the monitoring of project performance; (ii) the

carrying out of qualitative appraisal and impact assessments of projects; (iii) the carrying out of reviews and analyses of interim and final evaluations and the lessons learned; (iv) the acquisition of material and equipment for the carrying out of project monitoring; and (v) the carrying out of training programmes in project monitoring for the staff of FAS.

The current FAS III (2005 – 2009) expanded its coverage from 9 to 18 provinces throughout Angola, and broadened its coverage to emphasise capacity building. A new window will be proposed to address the needs of vulnerable groups, focusing specifically on: (i) participation and social inclusion; (ii) empowerment and capacity building of community-based organisations and local administration; (iii) broad civic engagement; (iv) strengthened linkages with local government; and (v) support to a ‘pro-community driven development’.

During FAS II about USD 40 million was spent on about 1000 different projects, mostly in water and sanitation and education but also on health, environment and economic development. Apart from the World Bank, support from Norway, Sweden, Italy, USAID, British Petroleum and the Government of Angola provided finance. The organisation is run through an executive directorate in Luanda and nine regional offices which supervise the implementation of projects.

FAS is not a research organisation, but engages in research on poor communities in terms of its monitoring and evaluation system. This was part of the organisation from the start and was improved in FAS II. In addition, a key component in FAS II has been the *Conflict Impact and Vulnerability Assessment*, which was set up to enhance the understanding of obstacles to and opportunities for building/renewing social capital in conflict-affected environments. FAS therefore plays a role as a collector of data for its projects, conducts analyses of those data and is from time to time in the market for poverty-focused studies from other institutions.

3.4.2 Ministry of Health⁴

The MOH’s focus is on regulation, technical guidelines/orientation, planning, evaluation, and inspection. The MOH carries out its technical guidance role through a variety of national health programmes, most of which are heavily dependent on external assistance, such as malaria, epidemiological surveillance, the expanded programme of immunisation (EPI), reproductive health, nutrition, essential medicines, tuberculosis (TB)/leprosy, and the integrated management of child illness (IMCI). The provincial government is responsible for provincial and municipal hospitals, health centres, and health posts but funding flows do not match responsibility. The municipal government level role is not well defined and capacity is reportedly weak.

The Cabinet of Studies, Planning and Statistics is the MOH’s data analysis and statistics arm. GEPE receives health information (epidemiological and budgetary) from all the provinces and combines this with the needs of the national health priorities to determine the level of the MOH budget request. Traditionally, GEPE has had capacity problems that have limited its ability to produce and present the MOH’s analysis of needs. The EU has put in place external consultants to help GEPE in this endeavour. Even so, our interviews suggest that the budgetary negotiation between MOH and MOF is contentious and not data-driven, and is sometimes overshadowed by political tensions.

Every quarter, representatives of all the programmes as well as other MOH institutes meet to share and reconcile data with each other and with the Cabinet of Studies, Planning and Statistics. A decree given in year 2000 charges GEPE with responsibility for preparing annual plans and budgets in collaboration with other organs, as well as coordinating the periodic assessment of the state of the health of the nation. After each quarterly data reconciliation meeting, GEPE compiles the health

⁴ Section largely excerpted from Angola health system assessment September 2005 (USAID)

data that MOH collects into a quarterly and an annual publication. These two publications are disseminated throughout MOH and also back to provincial health directorates.

In addition to GEPE, NDPH deals with, for example, nutrition, women's health, infant and adolescent health, immunisation, transmissible diseases, epidemiology and health coverage, and along with other organisations may collect other non-routine data.

Data processed through the routine health information system includes data from several areas. For health units, additional reporting requirements may also occur when individual programmes receive funding through external partners and must comply with their reporting requirements as well, as occurs in the case of nutrition.

The completeness and accuracy of data collected from registers vary according to the programme. Data quality is uneven, especially under programmes and in geographical locations where quality is checked infrequently, due to logistical and budgetary constraints. Nevertheless, individual MOH programme managers interviewed were aware of the limitations of their information systems and were making efforts to obtain timely data.

MOH programmes under the NDPH generally have the capacity needed for manipulating data. For example, there are six technical staff in the Infant and Adolescent Health Section, three of whom are computer literate.

At the PHC level, data analysis capacity is reported to be weak. At individual health centres, it is often the case that forms are filled (or even collected during 'supervision' visits) but no systematic feedback is ever given. There is probably more data collected than the existing HIS has the capacity to analyse.

National level MOH programme managers are the main consumers of the data collected throughout the health system. There clearly are gaps in the information, planning, and budgeting processes. The HIS does provide information that could inform MOH planning and budgeting, though it is unclear to what extent this is done. Existing data may highlight inconsistency in the allocation of resources.

3.4.3 Ministry of Education

The Ministry of Education has a Research and Statistics Unit which collects and analyses administrative data relating to the education sector. The statistical aspects are supposed to be supervised by the INE. As in the case of the Ministry of Health, the Ministry of Education struggles with inadequate access to quality data from the local as well as the provincial level, which makes the work of the Research and Statistics Unit difficult. The head of the unit has a clear understanding of the challenges in the sector, but acknowledges that factual information is too scattered and thin to be used as a basis for the planning and implementation of educational policies.

3.4.4 Ministry of Social Affairs and Social Reintegration (MINARS)

The primary role of MINARS is to trace and help vulnerable groups in society. The ministry is represented in all the provinces and runs its own regular statistical survey on vulnerable people. The data is shared with INE. A major database which allows inputs and data analysis from the various provinces is now being built. During the transition to peace, MINARS facilitated the demobilisation process of soldiers and participated in the activities of the Humanitarian Co-ordination Group (HCG). MINARS also uses consultants for various specialised and larger research tasks. They state that it is often difficult to employ Angolan consultants and that they thus often have to rely on foreign firms.

MINARS is therefore an implementer of poverty reduction measures, a producer and user of data, and meets its need for information through the use of foreign consultants.

3.5 Academic, research and training institutes

3.5.1 Tertiary education and research⁵

After independence the task of organising research was allocated to different ministries and to the *Universidade Agostinho Neto*, where the National Centre for Scientific Research (CNIC) was created. In 1997 the Ministry of Science and Technology was created and the organisational framework adjusted.

Generally speaking, research has not been valued in Angola. There has been little research tradition and poor links between university teaching and research. Teaching staff could reach the highest hierarchical level without ever having carried out research. In social and human sciences, research along Marxist lines was both carried out by MPLA itself and commissioned to other institutions by the party. Self-evaluations by the *Universidade Agostinho Neto* paint a dismal picture of the research aspect of higher education, including a lack of laboratories and research centres, a lack of financial resources, a lack of stimuli for research in the legal statutes governing the careers of the teaching staff, and the non-existence of a School of Social and Human Sciences.

Though political and ideological pressures persist, the political developments of 1999 have given rise to methodological freedom in research. Higher education in Angola, however, “continues to neglect both actual research and the creation of research competence”.⁶

3.5.2 Academic poverty research institutions

The university sector in Angola consists of the “old” *Universidade Agostinho Neto* (UAN), and the more recent *Universidade Católica de Angola* (UCAN) and *Universidade Luciada*. UAN is the largest university and was originally established in 1962. The university consists of seven faculties: science, agriculture, law, economics, engineering, medicine and social sciences. In addition, there is a Higher Institute of Educational Science (ISCED) and altogether six research centres, including a Centre for Population Studies (CEIP). UAN has approximately 10,000 students in Luanda, Lubango and Benguela. Most observers seem to agree that the University is in crisis, perhaps particularly the Faculty of Social Sciences. Many staff members are under-qualified, many have several jobs, and there is also very little room for research. As we see it, there is currently no basis for support to poverty research at UAN, but some qualified staff members are attached to other institutions, to be treated below.

3.5.3 UCAN/CEIC

Although there is some social science development or poverty-oriented research taking place elsewhere, the only notable academic institution set up for research with a poverty focus is the Centro de Estudos e Investigação Científica (CEIC) at the Universidade Católica (UCAN). This

⁵ Much of the above is based on http://www.bc.edu/bc_org/avp/soe/cihe/inhea/profiles/Angola.htm

⁶ Paulo de Carvalho, Víctor Kajibanga, and Franz-Wilhelm Heimer, *African Higher Education: An International Reference Handbook* (Damtew Teferra and Philip G. Altbach, eds. Indiana University Press, 2003), pp. 162-175.

is a recently established independent and autonomous research centre, with the following objectives:

- To foster informed public debate on public policy issues, including through the publication of research findings and the promotion of research seminars;
- To contribute to the development of national capacity in the area of public policy formulation and evaluation;
- To assist the University to reach its full research and teaching potential, including by promoting research by University professors and establishing links with other research organisations.

CEIC has a research staff of 14, of whom three are non-Angolan. Of the Angolan staff, six are UCAN academic staff and five are from other institutions in Angola. This comprises also the Executive Director and the Academic Director. In addition, there are half a dozen collaborating staff and students. The administrative staff is very small since most of the administrative services needed are supplied by the University. The CEIC's total expenditure in 2005 was USD 340,000, and a considerable expansion is expected for 2006. Financial support, in addition to a contribution from UCAN, the mother university, comes from several different sources: USAID /Chevron / Esso channelled through the Angola Educational Assistance Fund (AEAF), Friedrich Ebert Foundation, the Government of Norway and Portuguese cooperation. All but the financing from Norway (and UCAN) is project oriented. CEIC occupies offices in the main building of Universidade Católica in Luanda.

The seven departments (núcleos) illustrate the areas in which CEIC intends to work. The departments deal with macroeconomics; microeconomics; poverty; the environment; studies on society, family and infants; and the history of Angola and legal studies. CEIC appears to have a fair number of English-speaking staff, as well as an interest in linking up with Anglophone Africa.

The centre issues regular reports, including an annual report on economic and social developments and a quarterly bulletin on economic indicators. A Workshop Series has been set up to provide an opportunity for dialogue on both theoretical and practical research. CEIC is also involved in consulting, which provides an opportunity for researchers to provide inputs into the research agenda of international organisations.

A presentation of activities in 2005 indicates a high level of activity. The 14 workshops held on a large range of issues have generally been well attended. Conferences with international participation were held in May, September and October and focused on, among other things, globalisation and issues of citizenship in Africa. In addition to the annual and quarterly series, studies on the environment, micro, medium and small enterprises and a regional business climate study were produced. Plans for 2006 are expansive, with a follow-up on the publication and regular report activities in addition to four major conferences on poverty, the onshore impact of the petroleum industry, university education and human rights. In terms of institutional development, a major task will be the further development of the poverty studies department.

3.6 Civil Society Organisations (CSOs) and Private Sector NGOs

Before 1991, most CSOs in Angola were associated with the state party. There was a major surge of institutions starting after 1991. The umbrella organisation FONGA gives an estimate of 500 institutions but it is stressed that these numbers are uncertain. It is to be expected that a good number of the registered organisations are in fact dormant or are struggling to find a footing. There are several reasons for this state of affairs. Firstly, the enthusiasm of the early 1990s did not last long and funding sources, both local and international, dried up. Secondly, relations between the

Government and CSOs, given the relatively short duration of operation of most of them, have not “normalised”. In fact, 85% of organisations described initial relations with government as “tense”, even though most (79%) report improvement in relations over the last few years (World Bank, 2005). The recent government code of conduct for NGOs is regarded by these organisations as tightening control. There are a few big organisations that dominate the picture. Two of them do very significant work on poverty, and are involved in policy research on poverty issues.

3.6.1 Action for Rural and Environmental Development (ADRA)

ADRA is a non-profit NGO. Its mission is to contribute towards sustainable development in Angola, as well as an improved standard of living, particularly for the poor and marginalised sections of the population; to promote community participation in the resolution of their problems through a democratisation process; and to build capacity for Angola’s civil society.

During the last 13 years, ADRA has worked in a number of development sectors, including rural infrastructure, agricultural resettlement, education, capacity building for community leaders and rural development institutions, civic education and human rights. Key projects have been implemented in Malanje Bengo, Benguela, Luanda, Huambo, Huila and Cunene, where ADRA has representatives or branches. ADRA has in total over 300 staff distributed between headquarters, branches and projects. Its main clients are EU, UN agencies such as UNICEF, WFP, FAO and OCHA, national and foreign NGOs, and private and foreign companies.

ADRA is an organisation which focuses on the implementation of development and poverty reduction projects, rather than research *per se*. However, major and new projects necessitate research and ADRA’s long experience in Angola and knowledge of the rural scene means that it is often invited to undertake research activities for other organisations. Since 1996, ADRA has conducted some 22 major studies, of which some recent examples are mentioned below:

- Study of the implementation of projects for the reintegration of former combatants, Ministry of Foreign Affairs of Sweden, 2005/06;
- Study on civil society in low income countries under stress, World Bank, 2004/05;
- Study of systems of agricultural land use in the provinces of Huambo, Uíje and South Lunda, Rede Terra, 2004;
- Evaluation of the second phase of implementation of Fundo de Apoio Social (FAS), 2003;
- Study on the update of the socio-economic profile of Angola for the UNDP (with AIP and KPMG), 2003.
- Facilitation, conceptualisation and organisation of the Capacity Building Programme for the second phase of FAS (2002/3).

In April 2006, ADRA started a new long-term research project on humanitarian aid, participation and the exercise of citizenship in a commune of the province of Benguela. The project will be implemented along with a group of local associations and is part-financed by the Institute of Development Studies (IDS) of the University of Sussex, UK. This *may* be the start of a research division of ADRA.

3.6.2 Development Workshop (DW)

Development Workshop, founded in 1973 and working in Angola since 1981, is a non-profit organisation working to improve the settlements and livelihoods of the poor in less developed communities by strengthening the capacity of the communities and organisations to act on development problems and opportunities. DW works with communities, grassroots organisations,

NGOs, local and national authorities and international organisations. The DW is registered as a non-profit group, and has offices in Canada, France, Mali and Vietnam. It has worked in more than 30 countries, and in 1998 received the World Habitat award.

DW has some 240 fulltime workers (only six of whom are non-nationals) in its Luanda and Huambo offices and works with more than 50 local NGOs. DW has considerable institutional infrastructure. Besides the main office in Luanda there is a project office as well as a regional office in Huambo, and a sub-office in Katchiungo. On the periphery of Luanda in Cacucaco there is an extensive training workshop, including technical facilities and dormitories. Workshops are also set up for training in construction, water and sanitation technologies. With ADRA, DW runs a research centre for rural development technologies and a field workshop for water and sanitation. In addition, the institution contains a workshop for DW vehicles, printing and publishing facilities, a documentation centre, GIS equipment and radio transmitter receivers.

The total expenditure of DW for the year 2004 was about USD 8 million. The main donors to DW have been (2003 figures) DFID, CIDA and Norad, financing about 70% of the total expenditure, and a host of others covering the rest.⁷ Key areas of operation⁸ of the DW are:

- Sustainable community services and urban poverty reduction
- Water and sanitation
- Shelter and educational infrastructure
- Capacity building through local initiatives
- AngoNet, which provides e-mail and internet services to the Angolan non-profit community
- Microfinance and sustainable livelihoods,
- Peacebuilding and civic education.

Like ADRA, DW is not primarily a research organisation but is very conscious of being a “learning organisation” which seeks best practices and attempts to process its experience in order to develop and improve programme strategies and contribute to national policy debates on key issues. DW’s Policy, Monitoring, Research and Policy Unit guides programme decision making and contributes to the growth and improvement of the learning process within the organisation. Following project completion, an impact assessment is carried out along with recommendations for enhancing, sustaining and scaling up impact. In 2004 the Unit launched a local media and monitoring project which tracks and abstracts articles from the Angolan press on the various thematic areas of interest to programmes. DW has also acquired capacity in rapid appraisal techniques, and is a frequent user of GIS in monitoring.

Apart from the ongoing activities of monitoring, DW has been engaged in a number of research projects in areas such as community survival and coping mechanisms, land tenure, gender and livelihoods in the informal sector, community services access and peace and conflict risks. Major projects of recent origin have been a “Peri-urban land tenure research project” in cooperation with the Centre for Environment and Human Settlements (Edinburgh), and a study on “Land Conflict and Resettlement of Ex-Combatants in Huambo Province” for the programme for reintegration and resettlement of the World Bank.

⁷ The Dutch Government, ESSO (Angola), Swiss Development Corporation (SDC-SHA), United States Agency for International Development (USAID), NOVIB (Netherlands), United Nations (UNDP) and the International Centre for Development Research ACACIA. Other important donors include the European Union, One World Action (UK), Christian Aid (UK), Trocaire (Ireland), Intermon (Spain), British Petroleum International, and NiZA (Netherlands).

⁸ DW 2004 Annual Report.

3.6.3 Angola Instituto de Pesquisa Económica e Social (A-IP)

AIP is a private Angolan research institution, formally established in January 2000. At that time AIP involved 15 researchers, most of whom were senior professionals still maintaining employment in the public or private sector. There was also a potential group of younger academics having recently returned from studies abroad.

AIP drew in people with different professional backgrounds, including economists, political scientists, anthropologists, demographers and sociologists. Their main areas of interest comprised public administration reform; poverty and redistribution; gender; regional integration; and the socioeconomic impact of AIDS.

AIP was involved in several projects within their areas of interest for clients including the Ministry of Finance, UNHCR, IDRC, CODESRIA and Chevron. In addition, an application was being made to the African Capacity Building Foundation (ACBF) for core funding. The options for obtaining such funding were considered good. However, since the death of the founder and manager of the group, Dr. Mario Adata, the level of activity at AIP has dropped and its members are pursuing their research at other institutions. It is not clear whether or when AIP will re-emerge as an important player among the independent research institutes in Angola.

3.6.4 Centre of Strategic Studies of Angola (CEEA)/ Centro Estudos Estratégicos

Apparently this centre has been involved in a number of important strategic policy studies. Unfortunately it was not possible to obtain an interview with the Centre but, according to its web page, it is devoted to the “promotion, study and analysis of geo-strategic information in a political, social, economical, military, cultural and cooperative context, within Angola”. Research is also conducted on Africa in general, but predominantly on the Southern and Central regions.

CEEA is a private, not-for-profit association of a scientific nature, with juridical and administrative and financial autonomy. The members can be founders, associates or correspondents. A number of activities are planned: it is said that the publication of written texts is the main priority. A Portuguese and English periodic bulletin of political, military, economic, social, and cultural analysis is planned as well as "Angola - Strategy", an opinion magazine, open to members and others. Future plans include a magazine aiming to popularise political, economical, social and military themes, especially for young people.

It does not seem likely that the institute will concentrate on poverty studies, but its willingness to study overall economic and political national and regional strategies might be an important contribution to Angolan societal debate. The Centre recently published a book entitled *Geopolítica e Geoestratégica em Angola e em Africa* (de Barros 2006).

3.6.5 Centre for Social Studies and Development (CESD)

The Centre presents itself as an applied social science institution, and was formally established in May 2002. Its strategy is to work closely with international research institutions in data collection and research, in order to develop national capacity and enhance the role of the social sciences in Angola's development. It also wants to train younger researchers, and to organise workshops and seminars. Its founders include staff from UAN as well as other researchers attached to some of the institutions discussed above. It has not been possible for the team to verify CESD's level of activity.

3.7 Oil companies

There are a large number of oil companies in Angola. Eight of them are operators, among them Total, BP, Esso and Chevron/Texaco. 24 companies are partners, among them two Norwegian companies, Statoil and Hydro. As in other countries, the petroleum taxation structure is set up with a number of components, including royalties and company taxes. In addition, during the process of competition for concessions the companies pay “signature bonuses”, of which parts are earmarked for social projects. Most companies also spend money on their own CSR projects, in the form of various types of support for social and economic development. The size of spending on social projects has been increasing over the last few years, and total payments at some USD 20 to 30 million in 2005 have been indicated to us. It is also assumed that these payments might well increase to USD 40-50 million during the next few years. There have been uncertainties around the actual use of parts of this money, and critics have also pointed to the danger of the oil companies taking on the responsibility for social and economic development which properly lies with the government.

Whereas earlier the use of funds for CSR activities was controlled by Sonangol, we understand that recently controls have been relaxed so that oil companies have considerable freedom to use money for social responsibility projects. In the case of *Statoil*, financing for health and education projects at the level of just over USD 2 million, based on two blocks (15 and 17) is indicated. There are also other programmes of a social and capacity building character. In addition to this, Statoil has supported the work of the Norwegian Peoples’ Aid in social development and mine action, as well as the Norwegian Refugee Council, ADPP, Yme and UNHCR.

To be successful, most of these projects would, directly or indirectly, need initial research focusing on poor and vulnerable groups or aspects of poverty. Interestingly, Statoil has started funding research-related activities, by supporting capacity building for training and management at the Catholic Institute for Social Studies, for example. Moreover, there are new planned CSR projects at both UCAN and ANU, the former on business education and the latter on seabed mapping.

In the case of *Chevron*, the CSR efforts are taking two different directions. On the one hand, Chevron finances directly its engagement with local business development and community development. In addition, Chevron runs a partnership programme in which it works with bilateral and multilateral donors to support socioeconomic projects in Angola. Chevron is ready to provide 5 million USD for such programmes in 2006, another 5 million being contributed by donors. Important partners comprise USAID, Sida, UNDP and the World Bank. The CSR department has a staff of 18, who are engaged in planning, monitoring and evaluation. They also train participants. Project proposals are selected through stakeholder advisory groups.

Along with activities to conceive and plan projects, a good deal of research is undertaken but is usually contracted out. For example, Chevron supported DW’s preparation of municipal profiles for Cabinda. There is also a plan for broader national sectoral profiles. These would be used and shared with both state (INE) and non-state (FONGA) actors. There have been traditional types of donation to UAN. Elsewhere, Chevron has engaged in strategic partnerships with universities. At CEIC there is a plan for enterprise development that Chevron may fund. There have also been plans for financing a policy research think tank, which would interest Chevron. They also see it as an important task to build capacity in local NGOs.

3.8 The Institutional map

Table 5 below sums up Angolan institutions of various types which, in one way or another, are concerned with poverty alleviation. The various roles they play are not surprising. Government

organisations are involved with policy and implementation. The NGOs implement their own programmes and are involved in advocacy. Most of the research / consultancy services are delivered by the independent research institutes and the consultancy firms. In addition, though not in the figure, a very substantial component of research is produced by foreign consultancy firms (merged under donors in the overview below).

	Data	Research	Advocacy	Policy	Implementation	Teaching
Academic						
AIP	Secondary activity	Main Activity	Secondary activity			
CEE	Secondary activity	Occasional	Secondary activity			
CEIC	Secondary activity	Main Activity	Secondary activity			
UAN		Secondary activity				Main Activity
IEJ		Secondary activity				Main Activity
UCAN		Secondary activity				Main Activity
Government						
Ministry of Planning	Secondary activity	Secondary activity		Main Activity		
FAS	Secondary activity	Secondary activity			Main Activity	
Ministry of Finance	Secondary activity	Secondary activity		Main Activity		
MINARS	Secondary activity			Main Activity	Main Activity	
Ministry of Agriculture	Secondary activity			Main Activity	Main Activity	
Ministry of Education	Secondary activity			Main Activity	Main Activity	
Ministry of Health	Secondary activity			Main Activity	Main Activity	
Min. of Territorial Adm.	Secondary activity			Main Activity	Main Activity	
INE	Main Activity	Secondary activity				
NGOs						
ADRA	Secondary activity	Secondary activity	Secondary activity		Main Activity	
Africare	Secondary activity	Secondary activity	Secondary activity		Main Activity	
CESD	Secondary activity	Secondary activity	Secondary activity		Main Activity	
Development Workshop	Secondary activity	Secondary activity	Secondary activity		Main Activity	
FONGA	Secondary activity	Secondary activity	Secondary activity		Main Activity	
Jubileu 2000	Secondary activity	Secondary activity	Secondary activity			
Consulting						
KPMG	Secondary activity	Main Activity				

Legend:

Main Activity	Main Activity
Secondary activity	Secondary activity
Occasional	Occasional
Seldom	Seldom

4. Approaches and quality of poverty research

Having described and analysed the institutional landscape for poverty data production and analysis in Angola in the preceding chapter, we will now take a closer look at output by assessing the approaches, relevance and quality of the research produced. While we have emphasised the political and institutional constraints on poverty research and policy-making in Angola, there are nevertheless studies produced by both Angolan and international research institutions and researchers that merit attention. The objective of this chapter is to establish a basis for giving advice, not only on the types of institution that merit support, but also on the types of analysis that seem most pertinent in the current context of Angola's poverty reduction efforts.

Before proceeding, we should clarify our own view on the role of research in poverty alleviation. We strongly believe that research-based knowledge is necessary for informed decision-making by government and other stakeholders in planning, implementing and monitoring pro-poor development policies. We further believe that the best way to approach this is through a *combination* of quantitative and qualitative research. Quantitative research makes it possible to map, profile and identify determinants of poverty in Angola, and qualitative research is necessary to understand social organisations at the levels of households and communities and poor people's strategies to improve their lives. Finally, we believe that involvement and participation by all the stakeholders (government, civil society and academia) is essential for poverty reduction policies to be legitimate and hence for poverty reduction to be achieved.

The survey among poverty-related Angolan and international institutions (see Appendix 4) carried out for this study suggests that confidence in the relevance and quality of poverty data and research in Angola is low among Angolan as well as foreign institutions.⁹ Confidence in poverty data from Angolan sources is "very poor" or "poor", while confidence in poverty data from foreign sources is "poor" or "average". Our survey also indicates that confidence in foreign studies is lower among Angolan institutions than among foreign institutions, which points towards a general scepticism towards externally initiated research and policy recommendations among Angolan stakeholders, to which we will return below.

4.1 The PRSP process

In other countries in sub-Saharan Africa, a key catalyst for the production of poverty data and analyses is the Poverty Reduction Strategy Paper (PRSP) process. The PRSP process in Angola - or the "Strategy to Combat Poverty", ECP - is a good point of departure for an introductory assessment of the approaches, strengths and weaknesses of poverty analysis in the country.

The process was initiated in the late 1990s, largely as a result of international pressure from the World Bank and other donors to produce a PRSP as a prerequisite for external funding of poverty reduction programmes. The work with ECP as such was preceded by a series of poverty studies undertaken as collaborative efforts between UNDP and INE. Despite the difficult circumstances under which the research was done and the often limited geographical coverage and samples, the reports are generally of high analytical quality and demonstrate good potential.

⁹ Unfortunately, the responses to questionnaires given to relevant national as well as international institutions were lower than expected. The following conclusions are therefore based on a combination of our interviews and the limited number of questionnaires returned to us.

The ECP process proper was initiated in 2001, and was formally coordinated by an inter-ministerial committee established by the Council of Ministers with the Ministry of Planning as the main implementing institution. However, the ECP process soon ran into problems. One reason was an abrupt halt to the production of poverty-related data and analysis after a change of management in INE in 2000, implying a dearth of updated information. The new Director General expressed little interest in “social” statistics, and prioritised the collection and processing of macroeconomic indicators (de Rocha 2001). Furthermore, as a World Bank Project supporting the Living Conditions Monitoring Unit came to an end, the Unit, which had been central to poverty analysis under the former director, was closed and many of the best qualified staff left INE. A second problem was a lack of real consultation with other government institutions, civil society, academia and international organisations. In cases where consultations were carried out, suggestions and points of view were normally not taken into consideration. Most of the institutions interviewed see this lack of consultation as the outcome of a limited political will for broad consultation on poverty; limited capacity in the Ministry of Planning (including INE) relating to poverty data and analysis; and limited experience and a lack of a culture of policy-making based on empirical socioeconomic data.

With negative responses from Angolan stakeholders to the draft ECP report published in 2003 (RdA 2003), a demand from the international community for a more consultative process, and the ensuing unlikelihood of an anticipated Round Table Conference organised by the government to secure funding for the programme, the ECP process ceased being a central focus for poverty research and alleviation efforts in Angola in mid-2004.¹⁰ The Strategy is formally sanctioned by the Council of Ministers and Parliament and implemented by the Ministry of Planning. In addition, there are government programmes being implemented in the name of the ECP, including the General Programme for Demobilisation and Reintegration (PGDR), the Programme for Rural Extension and Development (PEDR), the Social Support Fund (FAS) and the Programme for the Improvement of Basic Social Services for the Population. However, it is acknowledged by government that the ECP is not particularly central to the government’s poverty reduction efforts, and it is only indirectly reflected in other national development plans and budgets that we have argued primarily focus on macroeconomic stabilisation and large infrastructure projects.

Looking at the “*Strategy to Combat Poverty. Social Reinsertion, Rehabilitation, Reconstruction and Economic Stabilisation*” (ECP) itself, the report is published in Portuguese and English versions. Part A of the report, entitled “Poverty, Context and Characterisation”, presents and discusses the context, causes and characteristics of poverty in Angola. Part B, entitled “Poverty Reduction Programme”, defines target groups, lists priority areas of intervention and presents the financial framework and costs for the ECP. And Part C, entitled “Follow Up and Evaluation”, argues for the involvement of government, civil society and the international community in the implementation, monitoring and evaluation of the programme. As such, the approach is in line with what is normally found in PRSPs in sub-Saharan Africa.

However, the ECP report also clearly demonstrates problems with the relevance and quality of poverty data and analysis in Angola. The data upon which the programme is based is first of all old and fragmented. The five studies specifically referred to in the text are “The Priority Survey about Life Conditions in Households” (1995); “The Survey on Disposition and Capacity of Paying Basic Social Services” (1998); “The Household Survey on Revenues and Expenditures” (IDR) of 2001 and the “Multiple Indicator Clusters Survey (MICS)” of 2001. They were published at different points in time, with none of the studies taking place after the peace agreement of April 2002, which represents an important turning point for Angola. They were all based on different geographical areas, with most of them covering primarily urban areas in a limited number of provinces. The

¹⁰ This coincided with increases in oil prices and the initiation of Chinese credit lines, which put the Government in a position to disregard much of the external pressure for poverty alleviation.

samples are generally small, and selected as much on criteria of accessibility as on scientific grounds. And the reports all focus on different topics, with only one of the studies focussing on poverty in the broad sense advocated in the ECP itself.

Furthermore, there is limited coherence between the analytical first part of the ECP (which does acknowledge the depth and seriousness of poverty in Angola), and the policy implications treated in the second part of the document. This probably stems from a combination of pre-determined policies (again largely based on “accelerated modernisation”) and inadequate experience and capacity to relate planning and programmes to socioeconomic data.

The inadequate coverage and disaggregation of the baseline data also creates problems for the section on the monitoring and evaluation of the ECP. The baseline data and targets against which progress is to be measured are broad and difficult to monitor. And there are no systematic attempts to link the quantitative data with qualitative research and indicators, as the report itself argues for.

The Government states in the ECP report that it wants to reduce the incidence of poverty from 68 % to 34 % by 2015; to guarantee access to primary education to all children by 2015; and to reduce the child mortality rate by 75 % (from 250/1000) by 2015 (RdA 2003). There are no intermediate targets for monitoring the ECP process. With a lack of proper poverty data, the Government is compelled to monitor the implementation of the programme through other means. It recently claimed a reduction in the poverty ratio between 2001-2005 from 68 % to 55 % with reference to macroeconomic developments (including inflation) and public expenditure (including education and health) (see Box 1). While a reduction in the poverty incidence cannot be ruled out, a considerably stronger database is necessary in order to draw such conclusions.

Box 1

“The Government believes that with the real increases in the economy, together with public investments in the social sectors and the effective control of inflation (31% in 2004 and 18.5 % in 2005) as well as the politics of social inclusion that is ever present in its general programme – it is likely that the poverty-rate has been reduced to 56% in 2005 (which is 12.2 % down from 2000 and the Survey of Household Income and Expenditures)” (*Jornal de Angola*, 28 May 2006)

In sum, the ECP process and report reveal a situation of limited political will and weak institutional capacity for poverty data production and consultation, and concomitant outdated data and analyses that are inadequate for the planning and monitoring of poverty reduction policies. Considerable changes in the mapping and profile of poverty in Angola are likely to have taken place since the end of the war in mid-2002, but these have not been captured due to the dearth of recent studies.

4.2 Poverty data and analysis

We have included a substantial list of studies and reports in Annex 1. Three broad trends are discernable. First of all, the bulk of the publications have been produced by international organisations and consultants or researchers. Secondly, most of the publications are rather general outlines of the political and economic situation in Angola and options for development. And thirdly, most of the publications that deal with socioeconomic issues and poverty more explicitly were written in the 1990s and supported by international organisations which, we have argued, have

changed their approach. In the following, we will first assess the relevant Angolan institutions and their poverty research, and then take a closer look at the position of and contributions by international institutions.

INE is seen to have a central role in the production of national poverty data by practically all the institutions we have interviewed. Three types of national survey are vital in order to produce a sufficient basis for poverty reduction planning, implementation and monitoring: one is a proper census. No census has been carried out since 1970, implying that there are considerable uncertainties related to the size, composition and distribution of the population in Angola. Plans for carrying out a census are, somewhat vaguely, set for implementation after 2010. A second is a proper national household survey. Surveys of this type are normally used to map and draw profiles of household income and expenditure, as well as other basic data related to poverty and well-being. There are plans to carry out a national household survey in 2007 and funding has been largely secured through the World Bank. At the time of the mission, the tender process was under way for a consultant to support INE in the implementation of the survey. Finally, smaller surveys are often carried out between censuses and national household surveys to ascertain progress in particular areas of concern. In Angola, a QUIBB (*Questionário de Indicadores Básicos de Bem-Estar*) was undertaken in 2005/2006. The QUIBB comprised demographic, social, health, education, employment and some household consumption data. The QUIBB has still not been published, but according to INE it will be launched in 2006.

For sector-specific poverty-related data, INE largely depends on the relevant line ministries (including the Ministries of Education, Health, Agriculture, and Social Assistance and Reintegration). All ministries have an Office of Studies, Planning and Statistics (*Gabinete de Estudos, Planeamento e Estatística*), and systems for collecting data and other information are formally in place. However, the ministries acknowledge that the system is not functioning properly. There are problems with national coverage as parts of the country are still not served by these ministries. There are problems with competence and capacity to collect data at the local, municipal and provincial levels. And in cases where data are collected and sent to the central ministry there are problems with handling and analysing them. In line with this, the Ministry of Territorial Administration has annual reports on socioeconomic conditions from most of Angola's 164 *municípios* and 557 *communas*, but these are not systematically analysed and used. Furthermore, the national directors of the offices of Studies, Planning and Statistics in the Ministries of Education and Health both have well articulated analyses of the challenges in their sectors and their relation to poverty reduction, but also acknowledge that this is based on non-representative and weak data.

Nation-wide socioeconomic data were collected by the Government, with the support of OCHA, in connection with the large exercise of resettling the estimated 350,000 returnees and 4 million internally displaced people following the peace settlement in mid-2002. However, the data were not collected for the purpose of mapping and profiling poverty, and much of the capacity for data collection disappeared with the closing of the OCHA office in 2004. Finally, a potential source of national population and poverty data is the voter registration exercise currently being carried out by KPMG on behalf of the Government. It will yield data on the number and distribution of Angolan citizens over the age of 18 years, and represent an important update on population data if released and used for that purpose. Unfortunately, the elaborate exercise will not be used to collect other types of data on socioeconomic conditions, as has been done in other similar exercises in other countries in the region.

The bulk of studies on development and poverty that have been carried out in Angola in the last five years are based on what may be termed a "qual-quant" approach and methodology, and cover a limited number of provinces and communes. Many of them are designed with reference to specific programmes or projects. These studies are typically based on a combination of small (often random

sample) surveys, and semi-structured interviews with government representatives and focal groups. Many of them are good and important as tools for programme implementation. However, their usefulness for the planning and implementation of a national poverty reduction strategy is limited by the nature of the data and their localised nature. They would have been more useful had there existed national data against which they could be measured and assessed.

An example of this type of “qual-quant” study is a set of Regional Profiles from 2002 (RdA 2002). There are profiles for 9 of the 18 provinces in the country, which were developed partly for the reintegration of internally displaced people. The reports are based on the profiles originally produced by UNDP in 1995 in preparation for a planned Round Table Conference in the aftermath of the Lusaka Accord in April 1994, and their update is carried out under the auspices of the Ministry of Planning by Angolan NGOs. They carry general and valuable information on physical, institutional, social and economic characteristics of the Province. However, they are descriptive in their approach and do not give an analysis of their implications for poverty reduction policies. Nor are they systematically evaluated and compared.

The *Fundo de Apoio Social* (FAS) is in a special position due to its status as a government institution under the Ministry of Planning, and its ample funding. As outlined in Chapter 3, FAS is primarily an implementing agency in the areas of education, health, water and infrastructure. However, it has also carried out a number of studies on socioeconomic conditions in the areas where it works. Most of these are baseline studies directly related to its own projects, but some also have more general applicability. In addition to FAS’s closeness to policy- and decision-makers in the Ministry of Planning, the organisation has been in a financial position to disseminate the results of its work through the internet and well-developed publications. FAS will increase its area of work from three provinces under Phase II (1999-2005) to nine provinces under Phase III (2006-2009), but the scope and coverage of data collection will still be limited.

A number of studies have been undertaken as baselines or follow-up to ongoing programmes and projects implemented by Angolan NGOs. As part of its programmes in rural Bié, Huambo and Malanje, ADRA has carried out studies that are good and well-written, but again with limited general applicability for the analysis of the poverty situation in Angola. However, their impact seems to be considerable in the areas where ADRA works, which underlines the importance of a participatory approach and local embeddedness (ADRA 2005). Similar studies have been undertaken by Development Workshop, particularly those related to its work on land and urban upgrading in Luanda (see, for example, DW 2006). DW also emphasises the importance of close relations with the government stakeholder, and has had some influence, particularly on issues of urban development and land. DW has ambitions to publish and make its studies available to a broader public, as evidenced by the recently published “*Terra. Urban Land Reform in Post-War Angola: Research, Advocacy and Policy Development*” (DW 2005).

Moving on to the level of qualitative analysis of the social relations of poverty at the level of households and communities, these are conspicuously rare in Angola. An important exception is Paul Robson and Sandra Roque’s “*Here in the City there is Nothing Left for a Helping Hand*” (Robson and Roque 2001) from Luanda. Historically, anthropological studies held a strong position in Angola as part of the colonial project, but have not been given a similar emphasis in the post-independence era. This is partly related to difficulty in carrying out long-term fieldwork with the security situation that has existed, but also to the difficulty of making such studies relevant for poverty reduction policies, because of the dearth of national data against which they can be assessed. Efforts to strengthen competence and capacity to pursue national surveys and quantitative analysis should go hand in hand with efforts to strengthen qualitative research capacity. It is likely that considerable changes have taken place in terms of the social organisation of households and

communities, and in their perceptions of their own situation and strategies for social mobility – all with implications for the design of policies and interventions.

Looking at externally initiated poverty research, the main points of reference for national poverty data in Angola still remain the “Household Survey on Revenues and Expenditures” (IDR) of 2001, and the “Multiple Indicator Clusters Survey (MICS)” of the same year. Although they are well done, given the security constraints of the late 1990s, their direct usefulness for current poverty reduction policies and interventions is reduced by their being outdated, their geographical concentration being in a limited number of provinces and urban areas, and by their relatively small samples. They also focus primarily on social data related to household composition, health and education, with a much more limited emphasis on employment, income and consumption, important for understanding poverty.

The study “*Food Security and Livelihood Survey in the Central Highlands of Rural Angola*” (WFP 2005) is an example of a more recent and poverty-focussed study. It is well researched and written, and carries a wealth of information related to the mapping and profile of poverty on the *Planalto*. The main objectives of the survey were to assess the overall socioeconomic situation of resident populations and returnees and their levels of food security; to assess people’s livelihood objectives; and to provide recommendations on possible food aid needs. The study is methodologically solid, using a combination of quantitative and qualitative data. By doing this, it manages to combine information on income and consumption with a good analysis of people’s own coping strategies. While potentially being an important update on the poverty situation in the most populous part of Angola, the study does not seem to be used by policy makers and has only rarely been referred to during our interviews.

All three studies mentioned suffer from being considered “foreign” studies, as they were primarily carried out by external research institutions. In a political context of deep scepticism in government towards foreign interventions – for such diverse reasons as the international community’s inability to secure peace and development after the Bicesse Accord and the elections in the early 1990s and pressure following Global Witness’s Angolagate report at the end of the decade – national control and involvement in the production of data is extremely important in Angola. Angolan perceptions of two recent “international” reports bear evidence of this: the Angolan “Millennium Development Goals” report (RdA 2005) had considerable involvement from the Angolan authorities and was constantly referred to in our interviews, while the national Human Development Report of 2004 (PNUD 2005), primarily undertaken by UNDP, has a more critical analysis and was only publicly released in 2006.

Given the role, impact and expressed social responsibility of most oil companies active in Angola, it seems to us that these have a special responsibility for encouraging and contributing to research on and analysis of the poverty situation in the country. Companies such as Chevron and Statoil are, as outlined in Chapter 3, already involved in poverty alleviation projects implemented by government (including FAS) and civil society (including ADRA and DW). More direct support to independent data production and analysis will not only contribute to poverty reduction policies and programmes, but also to improved knowledge of and transparency about relations between the vast incomes of the oil sector and poverty alleviation.

4.3 Priority research areas

In this chapter, we have argued for i) the need to strengthen both institutional and human capacity for poverty research, ii) the urgent need to produce data and carry out analysis of the poverty

situation in Angola, and iii) the need to involve Angolan research institutions and researchers in “international” research projects.

The most urgent needs are related to the production of a Census and a National Household Survey. This will serve to determine the population distribution and profile after Angola’s recent dramatic history, and to map and profile socioeconomic conditions in different parts of the country and among different social groups – including differences in levels of income and consumption, employment, household composition, access to basic social services and regional disparities. On the basis of this, a well-founded and targeted poverty reduction strategy can be carried out.

We have also argued for the need to emphasise qualitative studies of communities and households, in order to better understand the dynamics of poverty and the coping strategies of the poor. Qualitative studies can contextualise and inform quantitative data and correlations by testing causal hypotheses on the ground; they can be used to discover processes and interdependencies related to non-tangible dimensions of poverty such as vulnerability and powerlessness; they can be used to test out and reassess central concepts (such as “poverty”) and units of poverty analysis (such as the “household”); and qualitative analyses make it possible to involve the poor themselves in analyses of their own situation in ways that are difficult with formal questionnaire surveys.

With well-founded quantitative and qualitative poverty data as points of reference, the usefulness of qual-quant and localised studies currently the main focus of attention in Angola will also increase. Such studies should be carefully coordinated to make it possible to focus human and financial resources on the most pressing topical areas for a thorough understanding of the situation of the poor in Angola. Among these are the elite’s perceptions of poverty and accumulation strategies; the issue of land and land allocation in urban as well as rural areas; the role of the informal economy in economic development as well as in the coping strategies of the poor; and the implications of a policy of decentralisation for poverty reduction.

5. Platforms for poverty data dissemination and debate

The issue of poverty and poverty reduction is highly political and contested in Angola. In the midst of an economic “miracle” in the form of high national incomes from oil and diamonds, an increasingly stable macroeconomic situation and considerable public expenditure on physical and social infrastructure, the continued presence of deep and profound poverty is potentially dangerous both for internal peace and stability in Angola and for the Government’s international reputation and legitimacy.

As argued, the government currently seems to be responding to this by de-emphasising the need for proper national poverty data and analysis. Several observers in Luanda felt that this was probably due to the government’s fear of revealing a situation even more severe than that revealed by currently accepted data. However, weak institutional capacity has played a role as well as the low priority given to statistical surveys in a context where rebuilding infrastructure and kick-starting the economy has been emphasised. Whatever the reason for poor information on poverty, the government probably stands to gain by actively supporting poverty research and an open debate about poverty with national stakeholders. The peace dividend is likely to improve the general level of well-being, particularly in rural areas, as is the huge public investment taking place, particularly in urban areas – albeit in both cases from a very poor point of departure.

Attempts to instigate public debate and to direct attention towards poverty were made through the ECP process in the early part of this decade, including a Poverty Observatory organised in 2003. As noted earlier, however, the initiative largely stalled when the process did not meet approval from Angolan civil society and the international community. Currently, the main official arena for discussions on the poverty situation in Angola is the government-controlled media. However, there seems to be a consensus among people we have interviewed that information there is controlled and “adjusted”, on radio, television and the internet and in the written media.

Rádio Nacional de Angola is the only media outlet that reaches the entire population, with programmes produced centrally as well as regionally. The official *Jornal de Angola* is in principle available all over the country, but is in practice difficult to come by outside the main urban areas. The high illiteracy rate also reduces accessibility. And *Televisão Popular de Angola* primarily reaches Luanda and the other two or three main cities in the country. Official internet pages are increasingly important as sources of information, but these reach only a small portion of the Angolan population.

The official media primarily carries stories on macroeconomic indicators and public investments that currently show strong positive trends, and not on the poverty situation *per se*. In fact, no social poverty data appear on the official website and a search on “*pobreza*” in the internet version of *Jornal de Angola* gives few results. When figures and stories on poverty are carried, data tends to be “adjusted” (or “*ponderadas*” as one interviewee put it). We have already mentioned the example of a reduction in the proportion of people living in poverty. Published data related to agricultural production is another example of “adjusted” data that serves a particular political purpose – in this case, increased production and food access in rural areas. And the HIV/AIDS figure of 5% is still official, despite clear evidence from the Ministry of Health that the infection rate is considerably higher, at least in parts of the country.

Looking at the private media, the new Media Law in Angola (approved by the National Assembly in February 2006) formally guarantees the exercise of press freedom through the prohibition of state censorship and by ensuring access to sources. However, there is still a ban on private radio stations broadcasting nationally and although the state monopoly on television has been lifted there is uncertainty about the process of licensing new stations. The Catholic *Rádio Ecclésia* has been banned for some time, and only transmits on FM in Luanda. This leaves the weekly newspapers (Angolense, Agora, Cruzeiro do Sul, Folha 8, a Capital) as the main arena for public debates about poverty issues, but these are primarily sold in Luanda and some provincial capitals. The main issues carried by these papers currently seem to be around transparency in oil income and the election process. Poverty is primarily treated in the form of articles on development in more general terms, and through stories about poor individuals and households. Capacity for producing more analytical stories about poverty and poverty reduction policies seems more limited.

This leaves much of the responsibility for poverty data dissemination and debates to civil society and academia. An important recent initiative has been taken by the Catholic University and CEIC, which have established a regular debating forum on issues of poverty and development (see Chapter 3). In 2005, a number of meetings were held at the UCAN premises. Although the number of participants is limited, with an average of 40 in 2005, the seminars draw together a number of key decision-makers. The plans for 2006/07 are to relate the seminar series more explicitly to poverty issues. CEIC has also initiated regular publications in the form of an annual report on the Angolan economy (CEIC 2003, 2004) and an academic journal (CEIC 2005). Again, the content is important, but the circulation limited. The Journal, in particular, also bears evidence of the strong theoretical tradition in Lusophone academia, at the expense of more applied research. Perhaps the most important channel of information on poverty research and analysis in the longer run is the inclusion of development and poverty topics in studies at UCAN, where many of the likely future leaders of Angola are educated. The UCAN library, otherwise well-stocked, does not yet have specialised literature on poverty.

Within the current political constraints, Angolan NGOs also have an active poverty research dissemination and advocacy policy. ADRA focuses its work in rural areas in the provinces of Huíla, Bié, Malanje and Uíge, and publishes its background studies through a regular publication series. The organisation also produces more targeted information material for its collaborative partners in local government and among local NGOs, for which socioeconomic conditions and poverty are important. Development Workshop regularly publishes scanned articles from the press on development issues, and it is in the process of developing a special website for the publication of development and poverty studies. The idea is to make this into a national focal point for research dissemination, but this does not yet seem to be supported by other organisations (partly, perhaps, because many still see DW as a foreign NGO). An alternative could be to locate such a page within the Ministry of Planning or the NGO umbrella organisation FONGA. Easy access to data and studies would be an important step towards promoting further awareness and debates about poverty in Angola.

In view of the present political climate in Angola and the sensitivity of poverty as an issue, many NGOs primarily target their research findings directly on central decision-makers and “champions” in government. This is considered the best way to secure ownership by government. A good example of this is DW’s work related to the recent land law in Angola, and ADRA’s work related to agricultural development.

As argued above, sensitivity related to the international role in development and poverty alleviation makes it necessary for international organisations to be careful and strategic in their work in stimulating poverty research and dissemination. One of the most successful meeting places for debates about issues of development in Angola has been the annual meetings organised by the

“British Angola Forum” at the Royal Institute of International Affairs (now Chatham House) in London. The meetings assemble Angolan decision-makers from government and civil society, and international Angola researchers.

In Angola, UNDP and the National Human Development Report have been important as a focus of attention and debate on socioeconomic conditions between Angolan authorities and the international community. Unfortunately the reports stopped coming out in 1999 (apparently as the combined outcome of political pressure and limited UNDP capacity), only reappearing in 2006. Since then the Millennium Goal Report (GoA/UNDP 2005) has had a similar function, even though it is less critical and controversial than the UNDP reports used to be.

Three types of international publication that have maintained a focus on issues of development and poverty are worth mentioning. One consistent international contribution to macroeconomic and development policies has been the annual reports written by Renato Aguilar at the University of Gothenburg. Alex Vines has also shown consistency in his work on Angola, most recently through his “Angola: Drivers of Change” reports (Vines et al. 2005). And publications by Global Witness (1996, 1999, 2002) on the relationship between oil income, corruption and socioeconomic conditions have stirred considerable debate and controversy, but may also have closed avenues for debate with government on key issues.

The most effective way to get poverty issues on the table and stir public debate seems to be to support Angolan stakeholders. This could involve direct support to government institutions (including key ministries such as Planning, Education and Health) to become “pro-active” and set the order of the debates. But it should also involve support to NGOs and academia, which still have an important role in challenging the government to relate publicly to a situation of extreme poverty in a country as rich as Angola. In both cases, better and more reliable data and analysis of the actual poverty situation in the country are important.

6. Conclusions and Recommendations

6.1 Conclusions

In comparison with other countries, perhaps the most surprising feature of poverty research in Angola is the limited amount of research that takes place at the universities, with the partial exception of the Catholic University and CEIC. The reasons for this may be related to the traditionally weak social science capacity at Angolan universities. In addition, the burden of teaching at the universities is often a hindrance to research activities.

Most of the institutions included in this study produce data, but only as secondary or occasional activities linked to research, policy and implementation. INE is the only institution focusing particularly on statistics, and is supposed to have an overseeing and supervisory role for statistical work. There are a number of smaller statistical surveys which may be individually good and relevant, but the synergy between them is impaired by a lack of overall coordination. INE is at present clearly a weak link in the production and analysis of poverty data in Angola. The rather prominent role that INE in Mozambique plays in poverty analysis illustrates the potential role of the statistical office in enhancing its competence and capacity for poverty research.

Poverty-relevant research is not only conducted by the independent institutes. Some research directly linked to policy and implementation is going on within the ministries, perhaps particularly in the Ministries of Finance and Planning, but most ministries appear to contract out necessary research services, often to foreign firms. Line ministries have responsibility for their own data collection. Partly due to the weakness of INE, social ministries are *de facto* responsible for their own research through their study departments.

INE's research activities are largely related to the presentation of statistical series and do not tend to have much policy focus. The NGOs have done varying amounts of research connected with their advocacy and project implementation work. Some of them take on consultancies or work with foreign institutions on such consultancies. Institutions such as ADRA and DW have, or are planning to, set up research departments within their organisations.

Training takes place within all the institutions, but most of it is on-the-job training with few options for more comprehensive studies. Academic organisations in Angola are supposed to take care of the kind of training that is directed towards research activities but little of this is of an applied nature.

Poverty analysis takes place mainly in Luanda. However, even before the war ended in 2002 both DW and ADRA had projects and other activities in various provinces that carried potential for the build-up of central-local linkages in both data collection and research. On the government side, all central government ministries have representatives in the provinces. The most important for our purposes would be the linkages of FAS under the Ministry of Planning as well as the provincial offices of the Ministries of Health, Education and MINARS.

While the discussion above has focused on institutions, the actual capacity for performing high quality work sits with individuals. Having several (part-time or full-time) research jobs is not uncommon in Angola, and it is not an exaggeration to say that most analytical work of note is done or led by one of perhaps a dozen researchers in Luanda. This indicates a very thin coverage of full-

time experienced researchers per institution, and strengthens our conclusions on institutional weaknesses.

6.1.1 Emerging trends

A number of developments that can be foreseen will require an increased emphasis on many aspects of the fight against poverty in Angola. As the major infrastructure programme, which is now at the centre of government attention, moves towards completion, poverty issues may gain importance. The government will become increasingly aware that poverty's damaging effect will affect its own legitimacy and potential for survival, and more civil service capacity will be available to plan and implement measures.

With the completion of the social statistics collected through the QUIBB exercise this year, a proper household income and expenditure in the year to follow and a census towards the end of the decade, the statistical basis for poverty analysis should be much improved. The possibility of a critical review of policies and more projects and measures emerging will clearly need more research input. Most factors indicate that the demand for poverty analysis will increase. Hopefully this will go together with a higher degree of transparency from the government side, as would be signalled with the imminent launch of an INE website.

What chance is there then that the local institutions active in policy analysis will be able to supply quality research and policy analysis to support a further effort to reduce poverty?

There appears to be increasing attention devoted to poverty issues in academic institutions. UAN and Lusíada do still have a limited emphasis on development and poverty. However, the increasing emphasis on poverty at UCAN, which has a relatively strong department of economics and will establish new departments of sociology and anthropology with a poverty focus called "development", is encouraging. In addition to this, CEIC has developed particular momentum and is in the process of establishing a separate nucleus on poverty. CEIC is popular with potential clients, and would need to make a policy decision on whether to reduce its activities or expand its capacity.

The small number of long-standing NGOs (such as ADRA and DW) which enjoy strong credibility with stakeholders and clients have been involved in several important qual-quant studies. Such localised studies have filled important gaps, but their importance is negatively affected by a lack of national references, data mapping and profiles of poverty.

Both ADRA and DW are developing more formal research wings which have the advantage of working with issues and in ways that are very close to implementation. They will tend to cover implementation issues and, through their close cooperation with the local population, provide excellent local project inputs. Their capacity building efforts ought to be supported, together with new capacity for analysing nationwide and general poverty policy issues.

At present it is clear that, whatever the state of institutional capacity, the persons active in research are limited to perhaps a dozen individuals whom everybody attempts to hire and who are totally overworked. The pressure of work and the high extent to which the main institutions rely on project finance makes it unlikely and often impossible that key senior staff can become significantly involved in capacity building.

Poverty research is vital as a basis for the planning, monitoring and evaluation of poverty reduction policies and programmes in Angola. The lack of proper national data in the form of a census and a national household survey of socioeconomic conditions is particularly noticeable, but there is also a

conspicuous lack of qualitative research on social and cultural change in Angola during recent decades. Research departments in ministries, academic institutions and NGOs work hard to fill the gaps by carrying out what we have called “qual-quant” studies, but these are of varying quality and generally inadequate for the development of the systematic and in-depth analysis necessary for poverty reduction interventions.

6.2 Recommendations

There is need for support to competence and capacity for poverty research at both the institutional and individual level. The focus should be on supporting existing key institutions, rather than the creation of new ones. Research departments in the ministries most directly involved in poverty alleviation are vital, taking into account their role in transforming research into policy. There is also a need to strengthen applied research capacity in academic institutions and NGOs. There are a limited number of senior, well-qualified researchers working on poverty issues in Angola, and most of them are severely overburdened. A key approach in strengthening individual research capacity should be to create space within the institutions for younger researchers currently working in other areas or finalising their studies. More concretely, the following interventions to support poverty research and dissemination in Angola are recommended:

a) Support to INE and related institutions

At present the national statistical system in Angola does not seem to have the capacity to play a coordinating role in the production and dissemination of data *in general*, and deficiencies are particularly serious in the case of social statistics. This is first and foremost due to the current sad state of the national statistical office (INE), which should play a pivotal role in the national statistical system comprising statistical offices in line ministries. The inadequacy of the statistical system also relates to the fact that there is no functioning depository for literature and reports containing quantitative poverty-related data.

At present, the situation in INE appears to be characterised by a vicious circle, within which both managerial and professional human resources are inadequate, leading to a poor quality and quantity of statistical output. Deficient output again has a negative effect on the demand for statistics, and on trust in their quality and the standing of the statistics personnel. This reduces the chances for the recruitment of new and capable personnel, which will lead to another downward turn of the spiral.

The general opinion outside INE is that the bureau does not put resources and commitment into the dissemination of statistics, which is one of the basic tasks for any statistical bureau. Given that there is no alternative to INE, the future of authoritative and reliable statistics is now in a critical position. If action is not taken we will have a “free for all” situation where government, donors, civil society, NGOs and the private sector all produce overlapping and conflicting data sets. This will set back policy analysis, and result in a weaker basis for the monitoring and evaluation of poverty reduction as well as other policies.

Against this scenario one should consider the fact that before 2000 INE had a qualified staff which was seen regionally and nationally as strong, particularly in the area of social statistics. The Norwegian Embassy should, through its present dialogue with the Angolan authorities, including the Ministries of Finance and Planning, stress the seriousness of the present situation in INE’s development. Unfortunately the 2007 Government Budget (OEG) does not indicate any upgrade of the Government’s priority of statistics. The Angolan government, with its increasing financial resources, should demonstrate the importance of statistics by prioritising INE in its resource allocation (budget and personnel).

Through the present cooperation project between INE and Statistics Norway (SN) or an extension of it, it is also important that SN gives higher priority to strengthening the management of INE. In addition, the Embassy and SN should encourage and support the following steps (of which some have already been programmed for implementation in late 2006):

- Start a campaign to inform Angolan stakeholders in government, the private sector and civil society about available statistics and the role of INE by boosting the capacity of the INE's information section and continue reinvigorating the INE home page.
- Initiate a drive to spread the Quibb data which, according to INE itself, are nearly ready for dissemination (no publication has taken place as of November 2006). This might be done by linking up with institutions inside and outside government which have the capacity to use the data.
- Boost the production and dissemination of poverty data by resuscitating the former Living Conditions Monitoring Unit in INE.
- PARIS21¹¹ as well as SN should be invited to give support to the preparation of a new statistical plan after the 2002-2006 Plano Estatístico Nacional (done as of November 2006).

Furthertmore, the Government and INE should be encouraged to do the following:

- In connection with the preparation of the new plan, INE should look into remuneration levels and other possible reasons why it is difficult to recruit staff for INE.
- For new and experienced employees, a training programme that combines individual capacity building with “on-the-job-training” through a larger project should be started (see next sub-point).
- Part of a staff extension at INE should be deployed for the coordination and distribution of statistics collected in various ministries (MINSAs, MINARS, MINED).

The lack of a depository and documentation centre for poverty studies, literature and documentation could be ameliorated by supporting an existing library, either outside or inside government (e.g. INE or MINPLAN), in extending its capacity for storage and retrieval of such literature. Angola's national library might be involved here, with contributions of national research publications.

Funding options: Apart from the Norwegian authorities, possibly also other bilateral donors or the African Capacity Building Foundation (ACBF). PARIS21 may supply technical assistance. State funding may increase with higher oil revenues, but the present problem appears to be one of human resources rather than finance.

b) Support to the National Household Survey (IDR)

The implementation of the planned National Household Survey 2007, “Inquérito aos Agregados Familiares sobre Despesas e Receitas” (IDR), is a major task for the INE. Well implemented, the study could bring about improvement in the methodological and technical basis for poverty-related statistics, as well as being a capacity building booster for the institution. Technical assistance to the IDR is partly financed by the INE-SN cooperation. As we see it, emphasis should be put on the following factors:

¹¹ *Partnership in Statistics for Development in the 21st Century* (PARIS21) was launched to act as a catalyst for promoting a culture of evidence-based policymaking and monitoring in all countries, and especially in developing countries.

- Initially taking stock of existing knowledge of poverty-related data. To maximise the capacity building effect, this stage should draw heavily on Angolan expertise both inside INE and in other related institutions.
- Full involvement and leadership by INE and the involvement of other Angolan institutions in technical assistance for the IDR.
- Gathering experience from other countries in the region, in particular through the PALOP network and Mozambique, which has successfully completed two IDRs (IAFs) and is building up to the implementation of a third in 2008.

Funding options: World Bank, Norway, other bilaterals.

c) Support to the creation of an annual poverty report (“Relatório Annual da Pobreza em Angola”)

An annual “Poverty in Angola” report should be produced, as a collaborative effort between an Angolan senior researcher and a Norwegian counterpart. Most senior researchers in Angola are attached to CEIC (see CEIC 2005), but the researchers in question can also come from other government research institutions and departments, or academia. The research and report-writing should be coordinated by CEIC, in collaboration with the Norwegian institution. The reports should be published by CEIC, and presented at an annual Poverty Seminar at UCAN. The topics for each report should be identified with reference to issues considered particularly important by the Angolan government and other stakeholders, and the existing competence and capacity in the institutions involved.¹²

Funding options: The Norwegian Embassy, possibly in collaboration with other donors through a donor consortium. Alternatively through a cooperation agreement between CEIC and a Norwegian independent institute, based on the announced possible new funding from Norad for cooperation between Norwegian institutions and institutions in the South.

d) Support to the establishment of a training centre for applied poverty research

It is recommended that Norwegian seed funding be made available for capacity building in social science research on poverty issues by supporting training for applied poverty research. Since each of the institutions currently doing such research is small and one needs to have a certain size of “classes” to use resources efficiently, it is suggested that the three or four institutions in question are invited to cooperate in such an endeavour. The main task will be to build up a group of young researchers to a sufficient level of excellence. These researchers would continue to work, at least part time, at their “mother” institution. Funding would be needed for offices and classroom facilities as well as for teachers and teaching materials. An initial contribution from the Norwegian Government could leverage funds from regional organisations such as ACBF and from the oil companies present in Angola.

A director for the centre should be appointed by agreement between the cooperating institutions. Teachers could partly be drawn from senior Angolan researchers, partly from specially invited teachers or guest researchers from other national and international institutions. Training would be pitched at the postgraduate level with an applied focus. As much as possible of the training should be undertaken in connection with projects conducted at the member institutions, so as to minimise the loss of time used for education. Training for staff from the cooperating institutions would be free of charge whereas non-member institutions could send their staff to the centre for a reasonable

¹² The report would “substitute for” the annual CMI-reports on Angola that have been produced since 1999, primarily by Norwegian researchers.

fee. Member institution staff would take priority. The centre would best be placed as an annex to one of the existing institutions or, less ideally, be set up as a new institution.

Funding: This operation would be along the lines of what ACBF would be interested in funding, particularly if the infrastructure component is of some size. Technical assistance contracts for individual teachers could come from the relevant donor countries. Finally, the Norwegian Peace Corps may possibly help with the funding of teachers from Norway.

e) Core grant to support younger social scientists

A number of younger well-qualified social scientists are not employed by the key research institutions and NGOs for lack of core funding. Some of these researchers reside in Angola where they work for other non-research institutions, and others are part of the diaspora and cannot move back to Angola without some type of guarantee, at least for a transitional period of resettlement. A core grant would cover the basic salary and some resettlement costs for a period of three years, after which the relevant institution should be in a position to pay expenses itself. During the three years in question the relevant researchers would take an active part in ongoing research and consultancy activities related to poverty and poverty alleviation. The following institutions/researchers have been identified: CEIC (one economist, one sociologist, one anthropologist); ADRA (one sociologist); Development Workshop (one sociologist).

Funding Options: The International Organisation on Migration (IOM) arrangement for returning professionals. The Transfer of Knowledge Through Expatriate Nationals (TOKTEN) arrangement would be another.

f) Institutional cooperation on poverty between UCAN/CEIC and CMI

CEIC is the only Angolan academic institution currently working specifically on poverty, through the recently established Poverty Research Unit (“Núcleo de Estudo sobre a Pobreza”). CMI appears to be the only institution in Norway with comprehensive country knowledge and experience from poverty-related research in Angola. We recommend that a programme of institutional cooperation is established between the two institutions. The main components of the programme would be i) research cooperation, and ii) support to a resource centre on poverty research.

i) Research cooperation: The research programme should focus on three applied research projects, each involving one senior and one junior researcher/student from UCAN/CEIC and one senior researcher from CMI. Each researcher should set aside two or three person-months per year for three years for the project. The CMI researchers should spend at least one month per year in Angola, and the Angolan researchers should spend at least two weeks per year at CMI. The projects should be identified with reference to Angolan priorities, and existing competence and capacity at UCAN/CEIC and CMI. Each project should produce i) one applied research report per year; ii) hold one open seminar at UCAN/CEIC per year; iii) produce one article in a refereed international journal per project period. Possible topics include:

Poverty reduction and the policy nexus (what is the importance of pro-poor policies relative to other factors for the alleviation of poverty in Angola?).

Social relations of poverty (what characterises the very poorest, and what are their options for escaping poverty?).

Poverty reduction and decentralisation (perceptions of, access to and use of local government institutions and services by the poor).

ii) Resource centre support should be given to the acquisition of literature and the development of a web page on poverty issues at UCAN/CEIC, and for the acquisition of literature on Angola at the CMI library and the further development of CMI's Angola web page. The collection of poverty-related literature should preferably be located in a special section at the UCAN library, and be accessible to students as well as the general public. At least one exchange trip should be organised between the UCAN and CMI librarians during the project period.

Funding Options: The most relevant source of funding would be the Norwegian Embassy, possibly in cooperation with NORAD under the arrangement for Research Cooperation with Institutes in the South if such a funding channel is reintroduced. The Research Council of Norway (RCN) could possibly fund such a cooperation, but it is unclear to what extent this will involve applied research programmes.

g) Support for a conference on poverty research between researchers in Angola and Mozambique

Mozambique has developed a larger and more coherent research milieu on poverty issues than Angola has been in a position to do. In Mozambique, poverty research involves government (with the research department in the Ministry of Planning and INE as key actors), civil society (with G20 as a key actor), academia (with the Eduardo Mondlane University as the key actor), and the private sector (with Austral as a key actor). The objective of the conference would be to exchange ideas about possible coordination and cooperation between the different sectors in poverty research. More concretely, papers on processes or topics related to poverty alleviation from government, academia, NGOs and the private sector should be presented – with a common theme of how poverty research can feed into poverty alleviation policies.

Funding Options: The Norwegian Embassy, possibly in cooperation with the Norwegian Embassy in Mozambique or other bilateral donors.

6.2.1 Oil revenues for funding poverty research

For most of the above recommendations funding is an important component. A general difficulty for independent research institutions, in Angola as in the rest of Africa, is that they are underfunded. Many of them are initially set up on the assumption of support from a *research foundation* from which their sister institutions in Europe benefit. However, few if any African countries have foundations which grant funding for research at a realistic level. To balance their books, African research institutions have to chase consultancy projects and therefore often degenerate into pure consultancy firms. To ensure a certain amount of autonomy and the possibility for them to select at least part of their research focus, these institutions need **base funding** (i.e. grants not linked to the output of a specific project). In present day Angola, with record signature bonuses from oil companies and considerable funding going into social responsibility projects, we feel that it may be useful to point out that there may be a window of opportunity for drawing base funding from oil companies. The Norwegian Embassy, initially as an experiment, could use its grant contribution to *leverage* base funding from oil companies for policy research if this is compatible with national regulations and oil company policies. If successful, this may lead to longer-term arrangements and also attract other donors to doing the same.

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Annex 2: List of people and institutions interviewed

International organisations in Angola

Foreign Representations

Name of Institution	Contact	E-mail address
DfID	Martin Johnsen	m-johnston@dfid.gov.uk
European Commission	Jorge Galego	jorge.gallego@cec.eu.int
	Tamar Bello	tamar.bello@cec.eu.int
Norwegian Embassy	Lars Ekman	le@mfa.no
Swedish Embassy	Lars Tengeroth	ambassaden.luanda@foreign.ministry.se
USAID	Diana Swain	webmaster@info.usaid.gov

Multilateral organisations

Name of Institution	Contact	E-mail address
IMF	Philip J Daniel	pdaniel@imf.org
UN Human Rights Division	Edima Cozma	ckozma@ohchr.org
	Kamia de Carvalho	kccarvalho@ohchr.org
UNDP	Camilo Ceita	camilo.ceita@undp.org
	Michel Botomazava	michel.botomazava@undp.org
UNICEF	Jonathan Coldwell	unicef@angonet.gn.apc.org
World Bank	Olivier J. L. Lambert	olambert@worldbank.org
World Food Programme	Rick Consini	wfp.luanda@wfp.org

International NGOs

Name of Institution	Contact	E-mail address
CARE International	Daniel Miji	care.ang@ebonet.net
Catholic Relief Service	Søren Kirk Jensen	skjensen@crsangola.org
Fredrich Elbert Stiftung	Sabine Fandrych	fes.luanda@ebonet.net
Norwegian People's Aid	Helena Zefanias	npa.ang.repres@nexus.ao (924231810)
LUPP	Kate Ashton	kate.lupp@angonet.org

International oil companies

Name of Institution	Contact	E-mail address
Chevron	Dennis Flemming	dflemming@chevron.co
Statoil	Per Harald Larsen	phl@statoil.com

Angolan Institutions

Government institutions

Name of Institution	Contact	E-mail address
Ministry of Planning	Alcino Conceição	aconceicao@minplan.gv.ao
FAS	Henda Ducados	henda.ducados@fas.ebonet.net
MINARS	Dr. Manuel Fernandes	
Ministry of Agriculture	Benjamin Castello	
Ministry of Education	Jaime Franco	
Ministry of Health	Dr. Basilio Cassome	cassoma@lycos.com
Min. of Territorial Adm.	Cremilda Paca	pacatura@hotmail.com
INE	Maria Ferreira Oliveira	m-ferreira.oliveira@ine.gv.ao
	Jan Stensrud	jan.stensrud@ine.gv.ao
	Kristina Johnson	kristina.johnson@ine.gv.ao

Academic institutions

Name of Institution	Contact	E-mail address
Catholic University (CEIC)	Noelma Viegas d'Abreu	noelma.ceic@ucan.edu
	Nelson Pestana	nelson.pestana@ucan.edu

NGOs

Name of Institution	Contact	E-mail address
ADRA	Fernando Pacheco	adraang@ebonet.net
	Domingo Jelembi	
AIP	Tina Abreu	tinaabreu@hotmail.com
Development Workshop	Allan Cain	dwang@angonet.org
FONGA	Lando Paulo / Sr. Kiala	fonga@angonet.org
Jubileu 2000	Benjamin Castello	

Other civil society

Name of Institution	Contact	E-mail address
BNA (Dep. Of Micro Finances)	Dra. Irene Sobrinho	cri@bna.ao
ICRA	Frei João Domingos	

Private sector

Name of Institution	Contact	E-mail address
KPMG	Dra. Isabel Serrão	isabel.serrao@kpmg.co.ao

Annex 3: Questionnaires

Questionnaire for Angolan institutions

(Click grey fields to select or write)

a) Institutional background

1. Name of institution

2. Type of institution
Click to select type of institution

3. Annual budget 2006 (USD)
0

4. Total staff (number)
0

5. Professional staff (number)

6. Three main areas of activities/work

1	
2	
3	

b) Institutional poverty focus

7. How important is it to develop poverty research and dissemination capacity in Angola
Click to select degree of Importance

8. To what extent is it important for *your* institution to develop its poverty research and dissemination capacity
Click to select degree of Importance

9. What are your institutions main activities towards improving your poverty research and dissemination capacity?

1	
2	
3	

10. What is your main research approach
Click to select main research approach

d) Institutional setup

11. When was the institution set up (year)
0

12. By whom was the institution set up

13. For what purpose was the institution set up?
14. What is the status of the board
Click here to select status of board
15. What is the background of the executive director
Click here to select background of executive dir.
16. How would you rate your office facilities
Click here to rate your office facilities
17. How would you rate your computer/technical facilities
Click here to rate your computer /tech facilities
18. How would you rate your library/resource centre (scale from 1-5)
Click to rate your libr/res centre facilities

c) Institutional links

19. Does your organisation have access to the following types of information / data
(Tick if access)
- Household survey data from INE Angola
 - Trade data
 - Local government / Provincial / District and lower level data
 - Other data which may indicate income distribution (e.g. tax / income and asset data)
 - Demographic data
 - Sectoral data, Agriculture, Industry, Mining etc
 - Data on social issues (health, education) INE
 - Data on associations /Civil Society
 - Consultancy studies done for foreign donors or government
 - Macro economic series (GDP, Balance of Payment)
 - Publications containing qualitative data, such as village studies
 - International databases on any or all of the items below
 - Government Accounts and Budget Data
 - Library / literature databases in Angola and outside
 - Other
20. To what types of institutions in Angola do you have professional links
(Tick to confirm)
- Research organizations
 - Advocacy organizations
 - Academic organizations
 - Government organizations
 - Civil Society
 - Private Sector
21. To what types of international institutions do you have professional links
(Tick to confirm)
- Research organizations
 - Advocacy organizations
 - Academic organizations
 - Government organizations
 - Civil Society
 - Private Sector

22. Who have been your most important Angolan clients the past three years

1	
2	
3	

23. Who have been your most important international clients/donors the past 3 years

1	
2	
3	

d) Research implementation and dissemination

24. Describe the research climate under which your organisation works

(Rate

Government interest in using research	Click to rate
Donors' interest in using research	Click to rate
Government interest in funding research	Click to rate
Donors' interest in funding research	Click to rate
Bureaucratic obstacles for research	Click to rate
Bureaucratic obstacles for access to information	Click to rate
Political obstacles for research	Click to rate
Political obstacles for access to information	Click to rate

25. Please briefly describe your institution's last 5-10 publications, including publication channel(s)

(Click grey field and write up to five lines)

1	
2	
3	
4	
5	
6	
7	
8	
9	
10	

26. Please briefly describe your institution's last 5-10 organised occasions for poverty research dissemination

(Click grey field and write up to five lines)

1	
2	
3	
4	
5	
6	
7	
8	
9	
10	

e) Vision and needs for support

27. Please describe the vision for your organisation

(Click grey field in box and write)

28. What are the main needs to perform as described in your organisation's vision

More clients	Click to select the degree of need
More understanding clients	Click to select the degree of need
More grant finance	Click to select the degree of need
Better researchers	Click to select the degree of need
Better recruitment basis for new staff	Click to select the degree of need
Better office facilities	Click to select the degree of need
Better information systems (library, other)	Click to select the degree of need
Better internet links	Click to select the degree of need
More cooperation with institutions in Angola	Click to select the degree of need
More cooperation with institutions elsewhere	Click to select the degree of need

Questions for international organisations / donors

1. **Name of institution:**
2. **Size of annual budget in Angola 2006 (in USD):**
3. **What are your three main areas of activities:**
 - a.
 - b.
 - c.
4. **How is poverty reduction relevant in your work (please bold or underline):**
 - a) Directly as an area of intervention
 - b) Indirectly through other interventions
 - c) Other (please explain)
5. **How do you monitor the poverty reduction implications of your work (please bold or underline):**
 - a) Directly through own (commissioned) data collection
 - b) Through the use of data from others
 - c) Other (please explain)
6. **In assessing the poverty situation in Angola do you primarily use poverty data from (please bold or underline):**
 - a) Angolan sources
 - b) International sources
 - c) Other (please explain)
7. **What are your main Angolan sources (name institutions or publications):**
 - a)
 - b)
 - c)
8. **What are your main international sources (name institutions or publications):**
 - a)
 - b)
 - c)
9. **How would you rate the relevance and quality of poverty data from Angolan sources on a scale from 1 (low) - 5 (high) (please bold or underline)?**
1 - 2 - 3 - 4 - 5
10. **How would you rate the relevance and quality of poverty data from international sources on a scale from 1 (low) – 5 (high) (please bold or underline)?**
1 - 2 - 3 - 4 - 5

11. What Angolan institutions have your organisation contracted the last five years for poverty related research and/or analyses

- a)
- b)
- c)

12. What international institutions have your organisation contracted the last five years for poverty related research and/or analyses

- a)
- b)
- c)

13. How would you rate the quality and relevance of the work done by the Angolan institutions on a scale from 1 (low) – 5 (high) (bold or underline)

1 - 2 - 3 - 4 - 5

14. How would you rate the quality and relevance of the work done by the international institutions on a scale from 1 (low) – 5 (high) (please bold or underline) ?

1 - 2 - 3 - 4 - 5

15. How are consultants used on a scale from 1 (very little) – 5 (very much) (please bold or underline)

- Collection of information 1-2-3-4-5
- Analysis of the poverty situation 1-2-3-4-5
- Advocacy on poverty issues 1-2-3-4-5
- Formulation of projects for poverty alleviation 1-2-3-4-5
- Appraisals of projects for poverty alleviation 1-2-3-4-5
- Implementation of projects for poverty alleviation 1-2-3-4-5
- Reviews and evaluations of poverty reduction policies 1-2-3-4-5

16. Please name publications on the poverty situation in Angola funded and/or published by your institution the past five years

- a)
- b)
- c)

17. How would you rate the importance of quantitative research/data on poverty in Angola on a scale from 1 (low) – 5 (high) (please bold or underline)

1 - 2 - 3 - 4 - 5

18. How would you rate the importance of qualitative research/data on poverty in Angola on a scale from 1 (low) – 5 (high) (please bold or underline)

1 - 2 - 3 - 4 - 5

19. What in your opinion is the most important way to support the capacity building for poverty research in Mozambique (please bold or underline)

- a) Individual capacity building
- b) Institutional capacity building
- c) Other (explain)

20. What in your opinion is the most important type of institution to support for poverty-related research (please bold or underline):

- a) Government
- b) Civil Society
- c) Academia
- d) Other (please explain)

21. If your organisation should support one Angolan institution working with poverty research and analysis, which one would that be (optional):

Institution:

22. What type of institution is in your opinion most important for the public attention on poverty issues in Angola (please bold or underline)

- a) Government
- b) Civil society
- c) The church
- d) The media
- e) Donors
- f) Other (please explain)

23. How would you rate the attention given to poverty issues in the Angolan media on a scale from 1 (low) – 5 (high) (please bold or underline)

1 - 2 - 3 - 4 - 5

24. How would you describe the poverty research climate in Angola on a scale from 1 (minor obstacle) to 5 (major obstacle) (please bold or underline)

- Government interest in using research 1-2-3-4-5
- Donor interest in using research 1-2-3-4-5
- Government interest in funding research 1-2-3-4-5
- Donor interest in funding research 1-2-3-4-5
- Bureaucratic obstacles for research 1-2-3-4-5
- Bureaucratic obstacles to access to poverty data 1-2-3-4-5
- Political obstacles for research 1-2-3-4-5
- Political obstacles for access to poverty data 1-2-3-4-5

SUMMARY

The Chr. Michelsen Institute was contracted to carry out this study on previous experience in and institutional capacity for poverty and income distribution analysis in Angola. The study aims at presenting an overview of the present and emerging situation with regard to poverty and wealth in Angola, and at producing an input to the Norwegian Embassy on how best to support poverty analysis and monitoring in Angola.

In this study, considerable emphasis is placed on poverty statistics and the state of statistical production in Angola. This is in line with orthodox ways of measuring and describing poverty. Research on poverty has come to be based on quantitative methods. However, this does not mean that the study focuses only on institutions doing predominantly quantitative research. On the contrary, the team perceives - and subscribes to - an emerging feeling among academics, civil society and donors that qualitative research ought to be given more support and emphasis. We believe that it is more important to focus on how quantitative and qualitative techniques can be integrated in what is often called "methodological pluralism" or "pluralistic research".

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Chr. Michelsen Institute (CMI) is an independent, non-profit research institution and a major international centre in policy-oriented and applied development research. Focus is on development and human rights issues and on international conditions that affect such issues. The geographical focus is Sub-Saharan Africa, Southern and Central Asia, the Middle East, the Balkans and South America.

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