

## **UN-Habitat NUPs in Arab States – Case Study [SUDAN]**

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### **Introduction of Case Study County and Region**

Sudan is the third largest country in Africa and is situated in the northeast of the continent between the Red Sea, Egypt, Eritrea, Ethiopia, and the new state of South Sudan, officially created in July 2011. Sudan is home to nearly 38 million people, only one-third of whom live in urban areas (World Bank 2013). Urban areas account for only 0.4% of Sudan's total land coverage (FAO 2012). Khartoum State, in which the capital is situated, is the smallest state with a total area of a little over 2 million hectares, but also the most populous, accommodating 17.1% of Sudan's total population - over half of the country's urban population. Urbanization in Sudan is driven predominantly by push factors, including the mechanization of agriculture, drought, and population displacements caused by civil strife. Rural migrants in search of economic opportunities in the primary cities of Khartoum and Port Sudan are contributing to relatively high rates of urban growth. Urban-based industrial and service sectors contributed approximately 73% of Sudan's 2013 GDP. According to statistics dating back to 2007, Nyala had surpassed Port Sudan as the second largest city in Sudan, though these figures are unreliable today given the continued instability in the state of South Darfur, of which Nyala is the capital.

Sudan has a federal system of government composed of 18 states with elected governors and assemblies. Like other countries in the Southern Tier region (which includes Yemen, Somalia, Djibouti, and Comoros), Sudan does not have a comprehensive national urban strategy to manage growth. National-level planning and urban management is generally concentrated in efforts to develop the capital city and villages in Khartoum governorate. Some states and other urban areas outside of Khartoum have also prepared their own regional or structure plans.

Despite the 2005 peace agreement the interaction with South Sudan remains politically sensitive and the consequences of the protracted civil war in Darfur cause instability for those displaced.

### **Research Procedures and Methodology**

The research for this case study was based primarily on desk research and references to sources published in English and Arabic. Many key documents were obtained through UN agencies including UNEP and UN-Habitat. A version of the National Quarter Century Strategy (2007-2031) and the Five Year Plan (2007-2011) were also consulted.

### **A Justification for case selection**

The Southern Tier sub-region of the Arab world differentiates itself from the rest of the region by low levels of development and low urbanization, as measured by the proportion of residents living in urban areas. Sudan is the largest country and home to the largest city in the Southern Tier – Khartoum. Khartoum has experienced unprecedented growth since the mid-20<sup>th</sup> century with its population growing over six times and ranks today as the second largest metropolitan area in the region (UN-Population Division).



### Answers to case study questions in tabular form

Theme	Question	Sudan
<b>Regional Characteristics</b>	Does the country have an explicit NUP? If not, how does the country characterize its urban development guidance (e.g. urban framework, urban strategy, sectoral policies, etc)? Or, is there no guidance at all on urban development?	<p>The National Council for Physical Development oversees and promotes general physical planning policies that apply to urban and rural territories. Established in 1996 through the Quarter Century Strategy, the Council is housed within the Ministry of Environment, Forestry, and Urban Development now charged with spatial planning. Similar to many federal governments, Sudan does not have an explicit national urban policy. It has a legal, spatial framework relating to land tenure and an institutional framework for state and local governance.</p> <p>Various states have development strategies, though not necessarily addressing urban issues. The National Quarter-Century Strategy (2007-2031) addresses urban policy concerns to a certain extent by promoting decent and affordable housing, balancing urban growth between regions, and reviewing the legislative framework that governs human settlements. Its primary focuses however are poverty reduction<sup>1</sup>, sustainability, increasing rural productivity and fostering good governance (Osman 2012).</p> <p>The lack of an explicit national urban spatial policy has resulted in a fragmented vision of urban and rural development and land use throughout each state in the country. The primacy of Khartoum has resulted in several strategic and policy efforts addressing urban development in the capital, most notably, the Khartoum Structure Plan (2008-2033).</p>
<b>Background conditions</b>	Any policies that preceded the NUP?	The Comprehensive National Strategy (1992-2002) was the first

<sup>1</sup> According to Sudan's 2010 Millennium Development Goals report, the poverty rate in urban areas is estimated at 14.4% while the rate in rural areas is 55.4%.

		<p>comprehensive strategic document in Sudan. It included an Urban Planning and Housing component that stressed the necessity of providing decent, healthy, and suitable housing for all citizens.</p> <p>The National Council for Strategic Planning developed a National Strategic Five Year Plan for 2007-2011 as a framework for the peace and development efforts of the “post-conflict” state (National Council for Strategic Planning 2007).</p> <p>A sites-and-services approach to housing provision through single-family housing plots pervaded Sudanese urban development until 2002, when it was abandoned due to its contribution to sprawl and the high cost of the infrastructure requirements. Today, multi-story, multi-family housing is promoted.</p>
	Any policies that were implemented by other agencies?	<p>Khartoum State and Greater Khartoum are important sub-national entities that have, in many ways, pioneered urban development policy and spatial planning in the country. The current structure plan prepared in 2008 for Greater Khartoum is the capital region’s fifth in a series which began in 1910. Subsequent plans were prepared in 1958, 1975, and 1991.</p>
<b>Evolution of the policy over time</b>	What is the date of implementation of the NUP?	<p>The Structural Plan for Khartoum was prepared in 2007. A national urban strategy, framework, or policy has yet to be elaborated.</p>
	Have there been modifications to policy since inception?	<p>The Gedaref State structure plan, originally prepared for the 1995-2015 period was modified to cover 2000-2020.</p>
<b>Current policy goals</b>	Does the policy have a clear goal?	<p>Current policies aim to balance development and population distribution among the country’s regions and between urban and rural areas. It promotes the preparation of urban master plans and approaches to housing that foster affordability. Spatial strategies, particularly in the capital,</p>

		focus on integrating new formal and informal settlements into the existing urban fabric.
	What are the current goals of the policy?	One of the goals of the Khartoum Structure Plan (2008-2033) is to lessen the population pressure of the capital city to achieve more regionally balanced development. This global objective includes addressing the proliferation of informal settlements, increasing the attractiveness and quality of life of rural areas to stem rural-urban migration, and creating new planned settlements to absorb rapid population growth in peri-urban and outlying areas around the main cities.
	What projects are being undertaken to achieve these goals?	<p>The goals of the National Council for Physical Development have been pursued, notably, through four interlinked programs:</p> <ol style="list-style-type: none"> <li>1. The preparation of regional development plans;</li> <li>2. The preparation of a national sustainable urban development strategy;</li> <li>3. The establishment of urban observatories at the national and regional levels; and</li> <li>4. The preparation of structure plans for state capitals.</li> </ol>
<b>Methods of implementation</b>	Is there an explicit implementation plan for the policy?	The only component initiated to date is the preparation of structure plans in state capitals; the other three have been stalled for lack of funding. The following states have prepared either structure plans for their state or capital city, or regional development plans: Khartoum, Gedaref, South Darfur, Northern, Blue Nile, and Kassala.
	If yes, has this plan been followed?	Projects, programmes, and policies prepared in collaboration with international organizations, particularly United Nations agencies, often include explicit implementation plans which are followed to varying degrees.
	If no, has the policy been implemented	Implementation of several of the urban structural plans prepared by cities and

	in any way, and if so how?	<p>states has been stalled due to insufficient budgets or an inability to identify funding sources for the projects and investments outlined in the plans.</p> <p>For example, Khartoum's traffic management plan is stalled for lack of funding for its estimated USD 2 billion implementation budget. Several aspects of Khartoum's structural plan, on the other hand, have moved forward, such as the establishment of its urban observatory.</p>
	Which policy instruments and institutions are involved in implementation?	<p>Structure plans are the primary instrument used to guide urban development at the state and local level. These plans, traditionally used in the United Kingdom, were introduced in Sudan during British rule. This older planning system has since been replaced by Regional Spatial Strategies (Government of the United Kingdom 2004).</p>
	What amounts of financial resources have been committed to the policy implementation?	<p>It is difficult to determine a global figure of the financial resources that have been dedicated to the implementation of the various state and city structural plans across the country. The budget information available is at the state level. World Bank lending commitments since 2013 total over \$USD 100 million, though these commitments extend beyond the objectives of urban policies. The total value of UN-Habitat investments in Sudan from 2008-2013 is nearly \$USD 10 million (UN-Habitat 2015).</p>
	What is the government level involved in implementation?	<p>State structure plans, regional development plans, and city structure plans are currently being prepared at the state level for approval by the National Council for Physical Planning and the Council of Ministers. The Darfur Regional Authority, a governing body created through the Peace Agreements has also begun to prepare similar plans for its states.</p>
	Was a monitoring and evaluation framework set with implementation?	<p>The regional and urban planning efforts being carried out in the states and cities</p>

		to prepare structure plans have built-in mechanisms for updating and revising these plans, which entail setting up a monitoring and evaluation system.
<b>The nature and extent of stakeholder involvement</b>	Who are the main stakeholders involved in the formation of the policy?	<p>The Ministry of Physical Planning and Public Utilities was formerly the central government body responsible for spatial planning and infrastructure development (UN-Habitat 2012). A ministerial reorganization transferred this responsibility to the Ministry of Environment, Forestry, and Urban Development.</p> <p>There is also a National Council for Urban Development and a National Habitat Committee. Academics from the University of Khartoum also work with the Ministry as consultants.</p>
	Who are the main stakeholders involved in the implementation of the policy?	The National Fund for Housing and Reconstruction is a key player in the implementation of Sudan's housing policies. The Fund was established in 2008 to build affordable housing units for low-income households.
	Are there any groups that have been left out of the stakeholder process?	Many of Sudan's urban policy reports are prepared in cooperation with international organizations and include consultations with a wide range of stakeholders. Groups include, but are not limited to: national government agencies, local authorities, civil society organizations, trade unions and professionals, researchers and academics, the private sector, indigenous peoples, women, and youth.
	How have stakeholders been engaged in the policy formation, implementation, and evaluation of the policy?	<p>Stakeholder engagement is a challenge in comprehensive planning in Sudan. States and cities involved in preparing structural plans have difficulties including communities and wider stakeholder participation without impacting the pace or cost of the planning process due to the cost of transport and the time required for people to reach destination places.</p> <p>In implementing projects for local development, the legacy of "self-help"</p>

		<p>initiatives, encouraged by the government in the 1970s, has established several platforms for community participation. Red Sea State has several Communal Committees that deal with wide-ranging local development issues such as school renovation and maintenance, green space, management of mosques, and care for youth and the elderly. The committees also contribute co-financing for local infrastructure and services including water lines and road paving. Concern urban security is also a priority in the post-conflict, transitional setting of Sudan. Community and religious leaders are engaged in raising awareness about safety and security issues.</p>
<b>Evidence of policy impact and effectiveness: monitoring and evaluation</b>	What projects have been undertaken since the policy's implementation?	<p>Many states and state capitals have prepared structural Master Plans. Structural and regional plans are in various states of preparation in Gedaref State, Nyala City (South Darfur State), Dongola City (Blue Nile State), Gedaref (Gedaref State), and Blue Nile State.</p> <p>Plans for Khartoum State, Gedaref State, and Kassala City (Kassala State) have been completed and approved by the National Council of Physical Planning but information on the state of their implementation is limited.</p>
	Is it possible to evaluate how successful these projects have been in helping to attain the goals of the policy? If yes, have they been successful?	<p>Sudan's implicit national urban policy is aligned with the objectives of the Habitat Agenda and has made progress towards many of the goals set. This progress is, however, highly concentrated in Greater Khartoum, which, in 2008, accounted for over half of the urban population (World Bank 2013). For instance, the number of slum dwellers in the capital has been decreasing steadily since 1990.</p>
	How are the policy goals being monitored and evaluated?	<p>Sudan has developed several urban indicators meant to monitor home ownership rates, population growth rates, poverty rates, access to basic services, gender issues, the reach of</p>



		social services, and CO2 emissions.
<b>NUP's relationship to any national spatial framework or equivalent policies</b>	Are there any other policies that interact or conflict with the NUP?	The National Youth Strategy is an important sectoral consideration given the youth of Sudan's population and its consequences on the growth of cities. This strategy encourages youth participation in urban and municipal affairs.
<b>Cross cutting variables</b>	To what extent has the policy advocated for or against the four cross cutting variables in this study: (more compact, better integrated and connected, socially inclusive and climate-resilient cities)?	<p>Climate resiliency for cities in Sudan is concentrated on the impacts of periodic floods and the desertification of the Sahel strip. Droughts spur rural-urban migration. Addressing climate change issues in Sudan is the mandate of the Higher Council for Environment and Natural Resources at the national level. Khartoum state has also established its own Council for Environment. Following severe flooding in 2013, Khartoum state took several actions such as reinforcing river banks, repairing retaining walls, relocating squatters in flood-prone areas, and encouraging durable building materials in new home construction.</p> <p>The Government of Sudan has emphasized the importance of connectedness through road (highway) infrastructure investments to create efficient linkages between urban and rural areas. In Greater Khartoum, mass transit by bus and a long-distance tram is being pursued. Compactness is advocated in a shift from single-family plots and services building sites to the construction of multi-family, multi-story blocks as well as adoption of smaller plot sizes to increase densities and decrease the cost of land and infrastructure.</p> <p>The socio-economic needs of women, youth, and the elderly are acknowledged in different sectoral plans. However, lack of resources hinders planned support. Nonetheless, certain programs in urban areas have targeted marginalized groups such as internally</p>

		displaced persons, the poor, the disabled, the homeless, and orphans to promote their integration in development schemes.
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## Reflection and Analysis

Sudan is growing rapidly at a rate of 2.63%, a high rate given the size of the country. This is partially due to sustained, high fertility rates and decreasing death rates. Sudan is home to a very youthful population with youth under 25 years old representing 61.5 % of the total population, resulting in significant implications on planning as this demographic begins to enter the labor force and looks for housing options to accommodate their households. Another important demographic consideration in national urban policy formulation is the phenomenon out-migration, predominated by males who seek employment abroad and send remittances back to Sudan (which accounted for less than 1% of the country's 2013 GDP) (World Bank 2015). With an unemployment rate of approximately 17% among 22-59 year olds, generating employment opportunities to decrease out-migration and provide livelihoods for the large cohort will be critical to the economic sustainability of Sudan's urban areas.

Investments in Sudan as a result of a long period of booming oil revenues were purposefully invested in Khartoum to modernize the city and enhance its competitiveness and attractiveness to investors in an effort to make the capital into a major African city. Much of the investments driven by the oil boom went into construction, leading to a dramatic increase in population and area over the past 20 years. Urban development and its most recent gains remain disproportionately concentrated in the capital, Khartoum. According to the 2008 census, while 82% of the population of Khartoum State had access to safe drinking water and 90.6% to proper sanitation, the national averages were only 55% and 54.3%, respectively. Khartoum still faces several challenges associated with rapid urban development. Currently, urban growth in Khartoum is increasing at a rate of 6.8% and is often equated with slum formation (UN-Habitat 2010; Osman 2012). To combat this trend, Sudan has also proposed managing urban expansion with planned, connected housing developments equipped with necessary infrastructures on the periphery of existing urban areas. The Khartoum Structure Plan also proposes the establishment of nine new satellite cities around Khartoum to sustainably accommodate urban growth.

In the case of Nyala, urban development has been catalyzed by civil turmoil and a centralization of humanitarian headquarters in the city. The population has more than doubled since 1993 to nearly half a million inhabitants. Furthermore, IDP camps near Nyala host approximately 105,000 IDPs. Persisting instability in Darfur, lengthy processes of plan preparation and approval, and incomplete fiscal decentralization to sub-national authorities have been major impediments to developing urban policy in many of Sudan's urban areas.

Despite a high national urban growth rate of 4.29% according to the 2008 Census, many areas are experiencing declining urban populations. A decline in drought conditions has allowed many rural and nomadic populations to return. Furthermore, the peace agreements and secession of South Sudan was followed by a return of close to two million people to South Sudan (Osman 2012).

While poverty in Sudan is predominantly concentrated in rural areas (where over half of the population live on less than \$USD 1 a day), the urban poor pose formidable challenges to local authorities that have been unable to keep up with the growth of their urban populations. The Urban Sector Study of Khartoum

led by UN-Habitat in 2009 identified three categories of urban poor: those in traditional poverty marked by little or no education and employment in the informal sector (15.5% of the poor); those in emergency poverty due to displacement who are living in informal settlements and slum conditions (19% of the poor); and those in new poverty, dwelling in older slum areas, new planned but underserviced subdivisions or renting in the informal and uncontrolled market (65.5% of the poor).

Rapid population growth in the 1980s caused by civil war, drought, desertification and the floods of 1989 caused a sharp increase in the population of Greater Khartoum that outstripped the local authorities' capacity to manage growth and basic service provision, including housing. This led to the proliferation of a ring of informal settlements around Khartoum. In the 1990s, a series of policy concepts were applied to deal with these settlements including relocation of settlements to neighborhoods with smaller plot sizes, increasing residential density, sites and services approaches, and the incorporation of peripheral villages into the urban fabric. Sites and services schemes that assumed that the population would build their own dwellings and necessary services resulted in leapfrog development that segregated the poor in areas with limited development possibilities and unaffordable services. Dar Al Salam, a concept that evolved from the sites and services approach but resettled the urban poor to areas with certain strategic basic and social services was seen as a more positive policy concept with more successful results in terms of increasing access to a decent home and services. (UN-Habitat 2009a).

More recent policy considerations for village incorporation envisage integrating 538 outlying villages in Khartoum province and dividing them into clusters with planned housing extensions and economic activities connected to the city (Osman 2012). The possibilities of public private partnerships to provide popular housing, as opposed to exclusively providing upper income housing, has yet to be fully explored as a sustainable and durable shelter solution for those currently living in informal settlements and slums. More flexible building and subdivision standards, as shown through the Dar Al Salam approach, can enhance the urban poor's integration into the urban fabric physically, economically, and socially with permanent dwellings that offer land rights and access to basic services.

These policies have made several positive impacts, though much work remains to be done as absolute urban poverty continues to grow. For instance, informal housing built of non-permanent materials declined from 60% of all dwellings in 1989 to 17% of dwellings in 2005. This has increased low-income household's disposal income for other basic needs, since they no longer need to spend those funds on rebuilding their homes. The urban poor still struggle to access and afford many basic services. The high cost of electricity, water system losses around 25% of production due to deteriorating infrastructure and a lack of filtration plants and distribution networks for potable water in 30 cities as of 2009 illustrate some of the key challenges of service provision and access in urban Sudan.

## **Conclusions**

The governance system in Sudan, particularly since the 2005 Peace Agreement that produced the Transitional Constitution, has devolved several powers and responsibilities to sub-national authorities. The current federal system of Sudan is seen as an appropriate governance structure for such a vast territory that is home to several hundreds of tribes. This system and the devolution of urban planning and policy responsibilities to states and cities has produced a lack of comprehensive vision for urban development nationally and a lack of coordination among territories and between national, state, and local

entities. Furthermore, outdated and unreliable central statistics provide uncertain baselines upon which to base urban plans and policy at all levels. These circumstances have serious implications for sustainable land use, natural resource utilization, human security and social inclusion. To overcome this challenge, UN-Habitat is collaborating with the Ministry of Environment, Forests, and Physical Development and local stakeholders to develop a Strategy of Sustainable Urban Development that will focus on promoting human settlements that improve the quality of life of their citizens (Gamie 2015).

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