

INCEPTION REPORT

**Regional Case Studies for the Africities Conference
Report**

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Regional Context

The Nile has been a defining element in the settlement, history, and development of both Cairo and Khartoum with Cairo at the apex of the river's delta as it reaches the Mediterranean Sea and Khartoum at the confluence of the Blue Nile from Ethiopia with the White Nile flowing down from Lake Victoria.

Today, Cairo and Khartoum illustrate different development dynamics and institutional approaches to metropolitan growth management. Egypt and Sudan, like other African countries, are characterized by high rates of demographic growth resulting in very young populations, with 52% and 62% of the population below age 25, respectively (UN-DESA 2010). These trends have resulted in rapid urbanization and, in the case of major cities, urban sprawl with a proliferation of unplanned informal settlements that threaten the cities' ability to equitably and sustainably provide basic services and affordable housing for their populations. Sustained migration by younger people in search of better economic opportunities generates a significant amount of remittances. These large capital flows have been primarily invested in real estate in and around urban centers. National policies promoting the concentration of economic activities in urban areas to achieve economies of scale and attract private investment in employment generating activities have further accelerated rates of urbanization. Nevertheless, Egypt and Sudan still remain among the least urbanized among Arab countries with 43% and 34% of the population living in urban areas, respectively, compared with 58% for the region (World Bank Development Indicators 2014). In addition to these general trends, Egypt's major cities, particularly Cairo, are struggling to preserve their unique architectural and urbanistic heritage while Sudan's major cities, including Khartoum have had to face successive waves of internally displaced persons (IDPs) that have added a new dimension to the normal challenges of urban planning and management.

While urban regulations in both countries, as in other African nations, are rooted in their colonial past, there are sharp institutional contrasts between the two countries. Egypt has a well-articulated, centrally administered national urban policy that defines the country's spatial development framework. Moving toward a partial devolution of urban management responsibilities to the local level and expanding the role of the private sector in economic development have been integrated in the legal and institutional framework for urban planning and management (Law 119 of 2008). In contradistinction, Sudan has a decentralized, federal system of government and all decisions affecting the Greater Khartoum region are made at the level of the Khartoum State.

Other significant differences include the political repercussions that are affecting the two metropolitan areas. In Egypt, the implementation of urban strategies and action plans has been affected by the 2011 turmoil. Security is a critical concern and longer-term stability is an underpinning factor in the development of a vision of the future. The new generation of policies under development will have to address issues of living wage employment, equitable access to

food, energy, urban services, and affordable housing. There is an enhanced effort to improve the informal settlements, which is evident in the reduction of the percentage of urban dwellers living in slums from 50% in 1990 to less than 13% in 2009. A specialized Ministry of Urban Regeneration and Informal Settlements and an urban development funding facility (ISDF) (absorbed under the Ministry's umbrella) have been created to upgrade the living environment and develop the economic and social conditions of urban communities. Recovery from the disruptions caused by the turmoil in 2011 and 2012 has been slow, but is now gaining momentum following the success of the economic conference held in Sharm El Sheikh in March 2015 to promote private investment in different economic sectors.

Since the 1960s, Egypt's national urban policy has sought to divert urbanization away from valuable agricultural land and draw it into the desert through a hierarchy of urban nodes primarily around Cairo and the larger cities in the valley. These nodes range from free standing new towns to satellite cities to planned suburban extensions stretching along development corridors where major infrastructure is being extended. With the expansion of development along the Suez Canal Zone and the completion of the parallel new canal, the Greater Cairo region structure plan has been revised to emphasize two new corridors extending to Port Said and Suez at both ends of the canal and the creation of a new town anchored by the relocation of the capital's administrative center.

Sudan, following the 2005 peace deal and secession of South Sudan in 2011, is still affected by the consequences of the protracted civil war in Darfur. Many of the people who had to move settled in Khartoum State, mostly in villages around the capital. In spite of being the smallest state, with a total area of a little over 2 million hectares, it is the most populous, accommodating 17.1% of Sudan's total population and over half its urban population. It has experienced unprecedented growth driven first by rural migration resulting from the modernization of agriculture, then by the economic boom fueled by oil revenues and severe drought, and now mostly as a result of population displacement caused by conflicts and civil strife. After the signing of the peace agreement in 2005, two million persons returned to South Sudan. Yet, at the partition of the country in 2011, 800,000 persons moved from the South to the North. Furthermore, the civil war in Darfur has displaced millions, most of whom have settled in Khartoum State. As of 2009, it was estimated that the Khartoum metropolitan area hosted an estimated 2 million IDPs, an estimation that has recently increased with ongoing conflict (IDPs National Centre 2010).

In spite of concentrated efforts to structure urbanization in the capital city and villages in Khartoum State, much of this accelerated urbanization lacks adequate infrastructure and social services. Current spatial strategies, particularly in the Khartoum metropolitan area, focus on integrating new formal and informal settlements into a coherent spatial framework that would reduce unplanned sprawl. Financed by oil revenues, significant progress has been made to reduce the percentage of urban dwellers living in slums from 60% in 1990 to less than 20% in 2014. However major challenges remain in the effort to increase access to land and housing. Similarly

to Cairo, the most recent structure plan for Khartoum has incorporated a strategy of establishing nine satellite cities to absorb some of the rapid urban growth in a planned environment. The Egyptian experience demonstrates that success can be achieved, but takes over two decades to reach its anticipated potential; this significant amount of time should be factored into the planning and management of both Cairo and Khartoum.

In many ways, attempts to deal with the explosive growth of the two metropolitan regions has led to the development of legal, institutional, and spatial frameworks to address the challenges of urban development and structure the growth of metropolitan regions beyond coping with day to day crises and ad hoc large scale projects.

Draft Methodology/Framework of Analysis

The research for this paper is based primarily on desk research and references to sources published primarily in Arabic, supplemented by focused interviews with key officials in Cairo and Khartoum. The case studies are analyzed as metropolitan urban areas that cover different administrative jurisdictions. Greater Cairo spills over three governorates: all of Cairo and parts of Giza and Qalyubia. Greater Khartoum consists of the city of Khartoum and parts of Khartoum North and Omdurman.

The case studies will incorporate recent documentation that the consultant may be able to obtain from national ministries, local authorities, multilateral organizations, and bilateral development organizations. While the turmoil in the Middle East region adds to the difficulties in obtaining information at the sub-area and community level, the consultant has experienced colleagues who can undertake site visits as needed and interact with stakeholders to elicit additional information and enrich the analysis with views from different perspectives.

Draft Outline

1. Population and Urbanization Trends

This analysis will include a discussion of the demographic and economic factors driving urbanization. The youthfulness of the population is a defining determinant of urban growth dynamics because of its impact on the labor force and household formation. Given the difficulty of employment generation for the expanding cohorts of new entrants of the labor force every year, youth unemployment is driving migration, primarily to Gulf Cooperation Council states, but also to other parts of the world. As a result, remittances have been a major driver of formal and informal urbanization since the 1970s in both Cairo and Khartoum. The most recent available statistical information will be gathered from the World Bank, UN-DESA, the World Urbanizations Prospects and national agencies such as CAPMAS in Egypt. In particular, surveys

on household budgets (expenditure and income patterns) provide good indicators on issues of affordability and housing-related expenditures, including utilities.

2. Institutional Framework

As capital cities, Cairo and Khartoum are at the center of national government concern as beacons projecting an image of economic opportunity, stability, competitiveness, attractive living, working, and cultural environments. The adequacy of the metropolitan governance structure will reflect both national policies, including legal/administrative frameworks, as well as local strategies. The degree of political, managerial, and fiscal autonomy the cities enjoy affects their planning and management competences, including their ability to strengthen their economic base and expand own-source revenues. Their performance during periods of turmoil and disruptive events gives an indication of their ability to cope with different shocks and stresses. Civil unrest, widespread discontent, and turmoil are leading national authorities to re-orient some of their policies while local authorities are reviewing their actions plans. While security concerns prevail, there is a serious effort to remedy dysfunctional urban systems. This ongoing process focuses on employment generation and social inclusion. Local authorities in both Cairo and Khartoum are working to improve living conditions in informal settlements, expand infrastructure and urban services to poor neighborhoods, and integrate them into city development plans. The capacity of the cities to manage their development is conditioned by their potential ability to foster accountable governance and urban resilience.

3. Development Scenarios

The case study reports will discuss possible development scenarios for each city. Documentation of the visions they have developed regarding their future, their most recent plans, urban policies, and the activities of constituent jurisdictions will be reviewed to assess institutional response to current challenges and emerging trends. Consultation with stakeholders in both Cairo and Khartoum will enrich this analysis by highlighting different perspectives on the issues faced by national, regional, city, and community actors, including their priorities and their views regarding ongoing and proposed activities.

4. Anticipatory Mechanisms

Based on the most probable development scenarios for these two African metropolises, the case studies will explore the cities' ability to respond to current and future challenges and opportunities. The analysis will cover, but may modulate or somewhat extend beyond the UN-Habitat focus areas, the particularities of each city and the dynamic regional context in which they are operating at this time. The key dimensions examined will involve such spatially determined variables as participatory urban planning, compactness, density, affordability, access to land and housing, land use, transport, infrastructure, urban services, and environmental

conditions as well as more policy-determined processes fostering sustainability, participation, empowerment, accountability, and partnerships in local governance. Despite the limited available resources relative to the magnitude of the challenge, actions taken by the two cities with their partners to promote responsible financial management, reduce disparities and foster social inclusion, enhance capacity to respond to disruptive events, and build resilience to the longer term impacts of climate change (floods, water, and energy shortages) will be assessed with a view to highlight the ingredients underpinning achievements.

Schedule of Activities

Activity	June	July	August	September	October
Signature of Contract	■				
Drafting methodology, Cairo site visit	■ ■ ■				
Submission of Inception Report		■			
Preparation of Cairo Case Study		■ ■ ■ ■ ■			
Preparation of Work-in-Progress presentation		■ ■			
1 st Writers Workshop (presentation of Cairo Case)		■			
Preparation of Khartoum Case Study			■ ■ ■ ■ ■		
Submission of Draft Case Studies				■	
Integration of comments and edits on Draft				■ ■ ■ ■ ■	
Submission of Final Case Studies					■
Preparation of Final Presentation on Case Studies					■ ■
2 nd Writers Workshop					■

- Deliverable
- Ongoing Research/Drafting

The contract for this consultancy on the regional case studies of Cairo and Khartoum for the Africities conference report was signed on June 4th, 2015 and has a duration of four months. The research and preparation of deliverables, including the Work-in-Progress report will be undertaken as expeditiously as possible while maintaining the high quality of our research and studies, which has been our hallmark.

Working Bibliography

Egypt- Cairo

Meetings

Dr. Assam El-Gazzar, Director General of General Organization for Physical Planning

Dr Khalid El-Adli, Governor of Giza

Dr. Mostafa Madbuli, Minister of Housing, Utilities, and New Communities

Dr. Laila Iskander, Minister of Urban Regeneration and Informal Settlements
Dr. Ali Faramoui, Minister of Aqwaf Organization formerly Director General of Informal Settlements
Development Facility

Dr. Sherif El Gohary, Technical Assistance and Capacity Building Manager of the Ministry of Urban Regeneration and Informal Settlements

Dr Galal El Said, Governor of Cairo (to be scheduled)

The GIZ Technical Advisor to the Cairo Governorate

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Sudan- Khartoum

Meetings (to be scheduled in August)

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