# How Secondary Cities Can Manage Migration to Promote Growth: A Discussion

## Lessons from Ethiopia, Kenya, Tunisia and Uganda

**Cities Alliance**
Cities Without Slums

Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

**Swiss Agency for Development and Cooperation SDC**

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This report provides an overview of the discussions and key messages that emerged from the learning event held by the Cities Alliance Joint Work Programme (JWP) on Cities and Migration from 9 to 10 September 2019 in Bern, Switzerland.
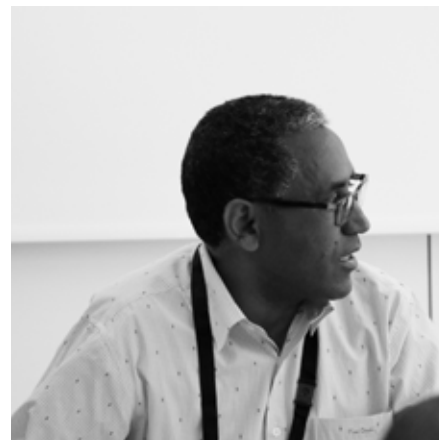
**Urbanisation is taking place whether we like it or not, and it is being supported by migration.**

**Mr Godfrey Kayima**
Office of the Prime Minister, Uganda

## SUMMARY

The idea behind the workshop was to explore migration within the context of a system of cities and seek to understand how local actors can support the global agendas (or be supported by them). Specifically, it sought to improve cooperation and peer learning among city and migration stakeholders – local, national, and international – for improved management of migration to cities.

The workshop incorporated firsthand experience by cities that are dealing with migration, with a focus on the JWP's identified partner cities (Arua and Jinja in Uganda, Jendouba and Kairouan in Tunisia, Jigjiga and Adama in Ethiopia, and Kakuma-Kalobeyei cluster in Kenya).

The discussions throughout the two-day workshop highlighted the tremendous impact migration is having on secondary cities and the challenges they face in providing basic services for existing and new residents. Above all, secondary cities need support and are seeking to have their voices heard at the national level so they can meet residents' needs and drive growth. The following key messages emerged from the workshop.

# KEY MESSAGES

- Migration to secondary cities has a significant impact on poverty reduction and reduced inequalities. More so than migration to primary cities.

- Support to secondary towns can make a significant contribution to national poverty reduction and reduced inequalities because of the sheer number of migrants settling there.

- It is important to develop systems of secondary cities because improving connectivity, networking, and most importantly collaboration among them would significantly lower disparities in levels of regional development, increase national productivity and prosperity, and reduce the pressure of rural-urban migration on the development of large metropolitan regions.

- The Cities Alliance has worked for many years to conceptualise secondary cities and explore how these systems of cities can be connected. To achieve this, partnerships need to be built at the global, national and local levels.

- Local administrations request greater involvement in national-level discussions and more accurate data on the number of residents to better inform national fiscal transfers and aid allocation decisions.

- Local governments in Ethiopia, Kenya, Tunisia, and Uganda all enjoy greater mandates as a result of decentralisation processes, but more actual decentralisation of mandates and funds are needed.

- Uganda is lauded globally as a success story for its open-door refugee policy that provides refugees the rights and freedoms to settle, live, work, do business and even own property in the country, but its overstretched cities are struggling to support the host and migrant communities.

- Kenya's Kakuma-Kalobeyei experience shows how towns can leverage large numbers of refugees for sustainable development.

- The experience of Ethiopia offers valuable lessons in engaging a city's diaspora to raise funds for sustainable development.

- Tunisian cities are exploring innovative ideas to help address the issues of migration and regional disparities in economic growth, such as a solidarity fund in which wealthy urban areas would contribute a portion of their budgets to support cities in lagging regions and help them attract and provide for workers.

"

What I want to say about migration is that it created opportunities. In Jinja it has attracted investment, cultural diversity, and lots of talent which has enriched our municipality and the entire region. So we have benefitted from migration, we have been able to interrelate with other people and learn a lot about them, but we have also been able to increase growth of the city and also development of Jinja as a whole. So there are benefits that come with migration, not just negativity as everybody thinks, there are benefits that come with migration and we as Jinja have been able to experience that first hand.

"

Mr Majid Batambuze
Mayor of Jinja

# Participants

## Ethiopia

Mr. Alemu Abuye Aneley, Head of Policy Research and Advisory Bureau, Ministry of Urban Development, Housing and Construction

Mr. Mohammedzeyen Kedir Shurea, staff member at the Policy Research and Advisory Bureau, Ministry of Urban Development, Housing and Construction

Mr. Getachew Oli Geleta, Head of Social Security and Development at the Office for Labour and Social Affairs, Adama City Administration

Mr. Tingirtu Begretsadik Tekle, Director of International Relations Affairs and the Institute for Migration and Displacement Studies at Jigjiga University

Mr. Efrem Amdework, Programme Officer, Cities Alliance

## Kenya

Mr. Joshua Lemuya, County Chief Officer for Turkana County at the Ministry of Lands, Energy, Housing and Urban Areas Management

Mr. David Kitenge, Urban Development Expert, UN-Habitat City Planning and Extension Unit

## Tunisia

Mr. Ammar Ayadi, Mayor of Jendouba

Mr. Radhouen Bouden, Mayor of Kairouan

Ms. Sawssen Gharbi, Representative Civil Society

Ms. Nazek Ben Jannet, Executive Director, National Federation of Tunisian Cities

Mr. Touhami Rhaiem, MENA Regional Manager and Tunisia Country Programme Manager, Cities Alliance

## Uganda

Mr. Isa Kato Afeku, Mayor of Arua

Mr. Majid Batambuze, Mayor of Jinja

Ms. Hellen Drabezu, Slum Dwellers Federation of Uganda

Mr. Godfrey Kaima, Undersecretary for Refugees and Disasters, Office of the Prime Minister

Mr. Chacko Babu Koonammankal, General Manager of Kengrow Industries, Jinja

Mr. Emmanuel Mike Matua, Physical Planner, Ministry of Lands, Housing and Urban Development

Ms. Juliette Mugulusi, President, Twegaite International, Diaspora Representative in the United States

Ms. Sarah Nandudu, National Coordinator, Slum Dwellers Federation of Uganda

Ms. Catherine Sikita, Representative  South Sudan Refugee Association (SSURA)

Mr. Samuel Mabala, Country Urban Advisor for Uganda, Cities Alliance

## Partners

Ms. Simone Giger, Head of the Global Programme for Migration and Development, SDC

Ms. Anne Savary Tchoursine, Programme Manager, Swiss Agency for Development and Cooperation

Dr. Evan Easton Calabria, Researcher at the Refugees Studies Center, University of Oxford

Dr. Luc Christiaensen, Lead Economist, The World Bank

**Cities Alliance Secretariat Team**

Dr. Rene Peter Hohmann, Head of Global Programmes

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# Introduction

**Cities Alliance is the global partnership supporting cities to deliver sustainable development**

As global populations and urban economies expand, managing cities and providing opportunities for all citizens is increasingly challenging. Most solutions are well known: clear and consistent national policies, strong and stable institutions, accountable and well-resourced local governments, universal access to essential services, an inclusive approach to development, and well-informed and engaged citizens. However, most rapidly urbanising cities have neither the resources nor the authority to deliver on their mandates.

To help cities of all sizes achieve these goals, the Cities Alliance promotes long-term programmatic approaches that support national and local governments to develop appropriate policy frameworks, strengthen local skills and capacity, undertake strategic city planning, and facilitate investment.

The Cities Alliance secretariat is hosted by the United Nations Office for Project Services (UNOPS), through which the Cities Alliance operates a Multi-Donor Fund supported by an efficient, flexible grant-making mechanism with global reach.

**About the Joint Work Programme for Cities and Migration**

With financial support from the Swiss Development Cooperation (SDC), the Cities Alliance has convened a Joint Work Programme to enable partner cities, local governments, host communities and migrants to manage challenges and leverage opportunities arising from migration to cities in low-income countries for sustainable and inclusive development.

The programme will advance global thinking on the role and potential of cities in low-income countries to manage migration and tap into the opportunities arising from migration to and from secondary cities. It will also seek to encourage a positive narrative on urban migration, seeing migrants and host communities as contributors of local economic growth.

The Cities and Migration Joint Work Programme aims to generate new knowledge, promote analytical and collaborative approaches to key urban issues, and improve urban practices and policies related to cities and migration. It also aspires to become a local, national, and international coordination platform, knowledge hub and think tank for advocating new thinking on migration.

The programme will engage nine cities in five countries – Ethiopia, Guatemala, Kenya, Tunisia, and Uganda – across three regions (the Horn of Africa, the Middle East and North Africa, and Latin America and the Caribbean).

# 3. Highlights of the Discussions

## 3.1. Cities Alliance's advocacy on behalf of secondary cities as drivers of growth

Dr. Rene Hohmann of Cities Alliance provided an overview of the importance of secondary cities in development. He noted that 75 per cent of the world's population lives in rural areas and almost half in urban settlements of fewer than 500,000 people (Roberts, 2014[1]).  When it comes to shaping migration management, much of the nascent urban and migration dialogue focuses on mega- and primate cities. However, systems of secondary cities in developing regions require attention as well. In many countries, systems of secondary cities with sub-national or sub-metropolitan cities have populations ranging between 10-50 per cent of the country's largest city. In most cases, this represents populations between 100,000 and five million. Megacities with populations of 10 million or more only account for 13 per cent of the world's urban dwellers (Roberts, 2014; UCLG, 2016[2]).

Secondary cities with between one and five million inhabitants are expected to grow by 460 million between 2010 and 2025, compared to a growth of 270 million for megacities. Secondary cities in developing regions – where backlogs and needs are greatest and resources are weakest – are experiencing most of the population growth and are the first point of entry for migrants seeking shelter and work (Roberts, 2014; UCLG, 2016).

It is important to develop systems of secondary cities because improving connectivity, networking and collaboration within systems of secondary cities would significantly lower disparities in levels of regional development, increase national productivity and prosperity, and reduce the pressure of rural-urban migration on the development of large metropolitan regions.

For many years, the Cities Alliance has worked to conceptionalise secondary cities and explore how the systems of cities can be connected. The work has shown that connecting systems of cities requires that partnerships be built at the national, regional and local level to:

- Understand the flow of goods, services and people within a system of cities;

- Establish a national enabling environment for cities to balance growth, such as through national urban policies, spatial plans, and territorialised growth plans;

- Identify and address the investment bias towards growth poles and match projects from secondary cities with domestic and international investment funds;

- Strengthen local planning and municipal finance capacities in small- and medium-sized cities; and

- Enable local governments to plan beyond administrative boundaries to connect with rural hinterlands and other cities.

## Cities Alliance Publications
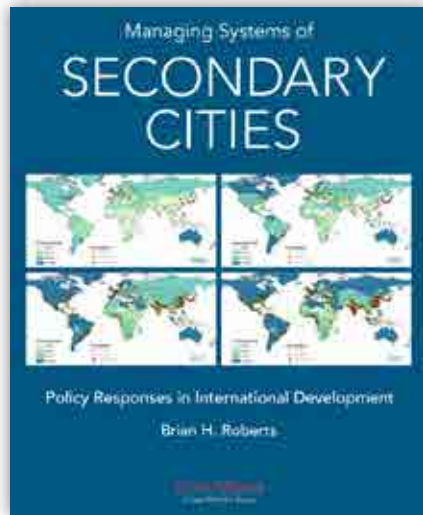


**Managing Systems of Secondary Cities.** Secondary cities are no longer defined by population size. Today, functionality and connectivity with global and national systems of cities has a significant influence on the way secondary cities are defined. The book discusses trends, influences and challenges, including the forces of New Economic Geography (NEG) facing the development of secondary cities in developing regions.
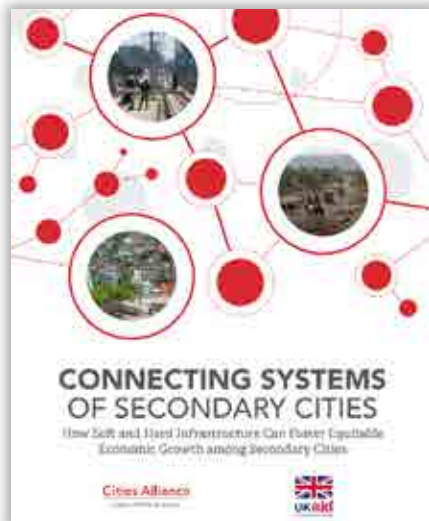


**Connecting Systems of Secondary Cities**. Around 30% of the world's population lives in secondary cities, yet they generate little more than 15% of global GDP. This gap will widen unless governments introduce policies to foster equitable economic growth through investments in soft and hard infrastructure to connect systems of secondary cities. This publication can help governments implement cluster strategies to achieve economies of scale and foster greater collaboration among cities.

> "Urbanization is real and migration is real. People flock from villages to towns, people come intentionally and unintentionally. But governments know little about how many people are coming. The issue of data is very key in planning for these people."

Ms Sarah Nandudu
Slum Dwellers Federation, Uganda

THE
GLOBAL
PARTNERSHIP
FIGHTING
URBAN
POVERTY.

## 3.2. Migration to secondary cities has a significant impact on poverty reduction and reduced inequalities. More so than migration to primary cities

Dr. Luc Christiaensen, Lead Economist for the World Bank, explored the relationship between city size and poverty reduction and whether secondary town development is more conducive to poverty reduction than focusing on primary cities. He noted that empirical research finds a positive (but decreasing) effect of city size and urban concentration on economic growth in developed countries. In developing countries, however, the relationship is likely negative.

Secondary towns occupy a unique middle ground between semi-subsistence agriculture and the primary city, between what is close by and familiar and what is much further away and unknown. Secondary towns, therefore, have great potential as vehicles for inclusive growth and poverty reduction in urbanising developing countries. This suggests that developing secondary towns does more to reduce poverty than metropolitisation. Longitudinal research in Tanzania showed that the share of changed poverty headcount of migrants going to secondary cities was double that of migrants going to primary cities, largely due to the sheer number of people coming to secondary cities (see table). Increased fiscal transfers and aid focused on secondary towns can make a significant contribution to national poverty reduction and reduced inequalities because of the sheer number of migrants settling there.

Luc Christiaensen concluded by remarking that there is recognition of the substantial role secondary cities play in national poverty reduction and reducing inequalities. This recognition needs to be followed by support for secondary cities to further increase this positive impact and help them be more conducive to poverty reduction. Creating vibrant towns that generate jobs and integrate rural-urban migrants will also require integrated or territorial approaches and filling data gaps on cities.

Town migrants contribute more to poverty reduction than migrants to cities because they are many more.

| 2010 Location | N | | Poverty Headcount | | | |
|---|---|---|---|---|---|---|
| Migrants Only | | 1991-1994 | 2010 | | Change in poverty headcount | Share in poverty headcount change |
| Rural | 1086 | 0.56 | 0.35 | | -0.21 | 0.40 |
| Town | 720 | 0.45 | 0.14 | | -0.31 | 0.38 |
| City | 285 | 0.45 | 0.02 | | -0.42 | 0.21 |
| Total | 2073 | 0.50 | 0.23 | | -0.27 | 1.00 |

Similar findings from the national panel in Tanzania 2008-2012

> Larger size outweighed smaller intensity.

## 3.3. Keynote address by SDC's Global Programme on Migration and Development

Honorable guests, Honorable Mayors, dear partners and colleagues,

On behalf of SDC, I would like to warmly welcome you in our HQ premises in Bern. This is the first Regional Peer Learning Event in the framework of our partnership with Cities Alliance and the Joint Work Program on Cities and Migration. Your participation in today's meeting demonstrates that the Joint Work Programme responds to a clear need to improve urban practices and policies in relation to migration.

Your role in this meeting and the implementation of the Joint Work Programme is crucial. You are the holders of the practical knowledge and know-how. You know what migration means in reality, and you know how to tackle the migration-related challenges and how to leverage its potential.

Urbanization and migration are important demographic phenomena that are closely interconnected. At the outset, cities are "born" through migration. Through time, they become centers of economic, social, and political transformation. They act as magnets for new migrants, who see urban settings as opportunities to enhance their livelihoods.

Urbanization is a mega trend that has shaped the past century and is now expected to further accelerate in the future: the urban share of the world population is expected to reach 68% by 2050. Taking into consideration the forecasted population growth in urban areas that will affect mostly secondary cities in the Global South, it is of crucial importance to anticipate migration movements in urban planning, housing development, and the provision of public services. Questions of social inclusion and cohesion depend heavily on how urban centers develop and how urbanization is handled.

The SDC Global Programme Migration and Development has increasingly acknowledged the crucial importance of cities in achieving the SDGs, and more precisely, in defining whether migration experiences benefit migrants and their host communities, both by leveraging the opportunities presented by migration and by reducing its costs. In the framework of its new strategy, the Global Programme has developed an Urban Migration Programme. The aim of the programme is to analyse interrelations between migration and cities in a systematic way and to generate evidence, data, lessons and innovative approaches on how to make the most out of urban migration. The good practices and lessons learned will be used for further programming and to nurture regional and global dialogues on migration and sustainable development.

Our partnership with Cities Alliance constitutes the central pillar of this Urban Migration Programme and learning journey. Key aspects of it include:

- The search for innovative partnerships and coordinated approaches to migration governance, bringing national, regional, local, state, civil society and the private sector together.
- The local, national and international platforms that the Joint Work Programme constitutes both as a knowledge hub and a think tank for advocating new thinking.
- The Joint Work Programme plays a key role in linking the local experience with regional and global debates on migration and development, and in particular, in bringing the voice and perspectives of secondary cities in those debates.

Let me take the opportunity to thank Cities Alliance for this partnership and the organization of this learning event among peers. I would also like to thank in advance all participants for your insightful contributions and commitment to this ambitious but promising endeavor.

**– Ms Simone Giger**
   Head of SDC's Global Program on Migration and Development

> "Migration is an important driver for sustainable development. We know that migration can have a positive impact for communities of origin, transit, and destination if migration is well managed."

Ms Anne Savary Tchoursine
Swiss Agency for Development and Cooperation

Migrants contributed about USD 6.7 trillion (9.4 percent) to the global GDP in 2015. It is estimated that if migrants receive improved access to basic services and are integrated more successfully into the local labour market, their contribution would add USD 1 trillion in output worldwide through increased productivity.

(McKinsey, 2015).

# 4.  PERSPECTIVES OF PARTNER CITIES

The partner cities participating in the learning event were energised by Cities Alliance's commitment to secondary cities and were pleased to have support in both strengthening their voice and making their case at the national level. The Cities Alliance Cities and Migration Programme will provide a space for secondary cities to share their voices at global debates, including the Mayoral Forums on Migration and Development, the Global Forum on Migration and Development and the Global Refugee Forum. This will allow secondary cities to raise their profiles at the international level and highlight their capacity to support global goals, such as the Sustainable Development Goals (SDGs) and Global Compacts on Migration and Refugees, if they receive adequate technical and financial support.

## 4.1. Secondary cities need full decentralisation according to accurate numbers of residents

City leaders frequently addressed the issue of decentralisation at the peer learning event. Local governments in Ethiopia, Kenya, Tunisia, and Uganda all enjoy greater mandates as a result of decentralisation processes, but they agreed that the respective fiscal transfers to fulfill these mandates are lacking.

Mayors from all four countries noted that fiscal transfers are calculated according to census data, which can be five to ten years old and does not account for the actual population that demands services in the city. The mayors of Arua and Jinja explained that they need to provide services to twice the number of residents counted by the census. This is due to large numbers of people commuting to the city or residing there unregistered.

The mayor of Jinja, Honorable Mr. Majid Batambuze, added another dimension to the issue. Jinja has been an industrial centre in Uganda and still hosts several large factories. The city produces significant tax revenue for the central government, but just a small percentage of that revenue is returned through fiscal transfers. Only minor services can be provided with these funds for the city's growing population. Many residents are rural-urban labour migrants who are not registered, but nevertheless require city services such as transport infrastructure, schools, health systems, waste, and water services. The mayor is seeking an increase in fiscal transfers based on the share of taxes that are levied locally and the actual number of residents living in the town.

Representatives from the Uganda diaspora, Ms. Juliette Mugulusi, the Jinja private sector, Mr. Chacko Babu Koonammankal, as well as the delegations from Uganda, Ethiopia, and Tunisia concurred with Mayor Batambuze's arguments and demanded greater and actual decentralisation of mandates and funds.

## 4.2. Refugees as an opportunity for secondary cities: Discussion with Kenya and Uganda

Uganda is lauded globally as a success story for its open-door refugee policy that provides refugees the rights and freedoms to settle, live, work, and do business in the country. With over 1.4 million refugees, Uganda is the number one refugee-hosting country in the Horn of Africa.

**Uganda: A good example for managing refugees, but more accurate population information is needed.**

Mr. Godfrey Kaima, Undersecretary for Refugees and Disasters, Office of the Prime Minister, shared Uganda's experience in managing such high number of refugees through the Comprehensive Refugee Response Framework (CRRF). He noted that the CRRF does not currently provide direct support to municipalities where refugees settle informally. It focuses mainly on rural areas, where about 90 per cent of recorded refugees are based. The CRRF does not provide for self-settled urban refugees at the moment due to the lack of available data.

Mike Matua, Physical Planner with the Ugandan Ministry of Land, Housing and Urban Development, explained how the national government's Uganda Support to Municipal Infrastructure Development (USMID) Programme is supporting districts hosting refugee settlements through the improvement of physical infrastructure.[3]

The Mayor of Arua, Honorable Mr Isa Kato Afeku, explained that an estimated 24 per cent of his city's residents are refugees. His observations, combined with those of Ms. Helen Drabezu and Ms. Sarah Nandudu – both from the National Slum Dwellers Federation of Uganda, which represents the interest of slum dwellers and host communities – and Ms. Sikita Catherine, a refugee representative from the South Sudan Refugee Association (SSURA), painted a picture of Arua as a city that welcomes refugees, but at the same time struggles to support services to the host and migrant communities.

Their arguments sparked a vibrant discussion on how refugee support schemes such as the CRRF can more accurately provide support for refugees in places where they reside. As a result of this exchange event, the local administration requested greater involvement in national-level discussions to better inform aid allocation decisions. They also requested better data capture – at day and night times – to feed into the global debates.

## Kenya: An example of leveraging refugee populations for development

The participants from Kenya shared a progressive example of how to leverage large refugee populations for local development. "Refugees are an opportunity for Turkana," shared Mr. Joshua Lemuya, County Chief Officer at the Ministry of Lands, Energy, Housing and Urban Areas for Turkana County.

The second-largest county in Kenya, Turkana comprises the Kakuma-Kalobeyei cluster, which has an estimated population of 46,000 residents and 187,000 refugees. The governor of Turkana County capitalised on the large number of residents to request city status for Kakuma-Kalobeyei, which provides for increased fiscal transfers and greater mandate for the local authorities.

The urban population growth, combined with the support of aid and development programmes, have brought economic opportunities to the region. Turkana now has 2,500 businesses and its local market is valued at least at USD 56 million per year.

The example of Kakuma-Kalobeyei was particularly relevant for the participants from the Uganda Ministry of Land, Housing and Urban Development, which is seeking solutions to transform large refugee settlements into towns given the scenario that refugees return home.

"One of the biggest issues facing urban refugees is education. In Uganda we are happy that the education system is good but we still face problems accessing an afforable education system. There is always a different payment for refugees."

Ms Catherine Sikita
South Sudan Refugee Association (SSURA)

## 4.3 Integrating refugees and empowering refugee-led organisations: Lessons from Uganda

Refugee-led organisations are often the first contact for new arrivals who have heard of them by word-of-mouth. Led by refugees, these organisations support refugees and link the situation on the ground to international organisations and forums. Their biggest challenges are a lack of funding and resources to implement their activities. In general, no partnerships are being created with refugee-led organisations due to their limited experience and capacity to work with international development partners.

Ms. Sikita Catherine was invited to the meeting as a refugee representative from the South Sudan Refugee Association, which is striving to represent the rights of the South Sudanese refugees in Uganda. They make sure that the voice of the South Sudanese refugees is heard.

An example of SSURA's activities is teaching Sudanese refugees living in Arua the Ugandan laws and code of conduct to try and prevent conflicts and violence from arising between refugees and host communities.

Ms. Catherine grew up in a refugee settlement in Arua district. She talked about her experience and the challenges she faced, especially with health and education.

"As refugees we are entitled to education. In the settlements we can achieve this right, but only up to the end of the primary level. No schools are provided in the settlements for the above levels, after 12 years old. Consequently, we have to move in the cities to find education. In the cities the classrooms are already full. The teachers have to accommodate their students and the students coming from the settlements. It is the same situation for health services. Most refugees in the camps are referred to the municipality of Arua for health services where there is already too much pressure."

Other participants echoed the challenges expressed by Ms. Catherine, including the mayor of Arua and the representatives of the slum dwellers organisations. They all recognise that Uganda's open-door policy is a good one that gives refugees the opportunity to integrate into the society, since they receive the same treatment as nationals. However, they also recognise the challenges and pressure put on the cities, mainly in terms of services. Ms. Catherine noted that she is thankful to the Ugandan authorities because she could succeed in Uganda, growing up and going to school while living with her family. However, she would strongly encourage more support and services taking into account urban refugees.

" We need to have planned migration, not unplanned migration. Planned migration will make us organize ourselves and also make sure we both benefit. We are talking about refugees because normally they are not captured in our budgets which limit the services we can provide to the refugees and the host communities. A lot is being done for refugees in districts but forgetting the refugees in cities. We need a deliberate effort to ensure that urban refugees are captured in our programmes. "

Mr Isa Kato Afeku,
Mayor of Arua

## 4.4. Proactive planning for urban expansion: Experiences from Ethiopia

Mr. Alemu Abuye Aneley of the Ethiopia Ministry of Urban Development, Housing and Construction shared Ethiopia's experience on proactive planning for the urban expansion of Ethiopia's cities, which will have one of the highest growth rates globally.

The Ethiopian Urban Expansion Initiative, which focused on paving the ground for the planned expansion of Ethiopian cities, supported cities in developing detailed, inclusive and consultative expansion plans and infrastructure designs for how to expand their urban space in preparation for increased demand for land and infrastructure. Four regional capitals (Adama, Bahir Dar, Hawassa, and Mekelle) and 14 additional secondary cities piloted the approach.[4] The ministry oversaw the urban expansion methodologies, budgeting, and local area planning for mayors, city managers, regional officials, university faculty, and national officials.

The Ethiopian Civil Service University used the training materials to create a curriculum for urban expansion, and it has been introduced into four regional universities. The training has already had a visible impact on the current round of urban plans.

Mr. Mohammedzeyen Kedir Shurea, also from the Ministry of Urban Development, Housing and Construction, explained that Ethiopia is facing rapid population growth. With a current population of 102 million, it is already the second most populous country in Africa. Some projections see the population growing to 188 million by 2050. However, only 20 per cent of Ethiopia's population lives in urban sites. This current low urban population share, combined with rapid population growth and strong overall economic growth, will explain rapid rural-to-urban migration flows over the next decade. There are different driving factors for urbanisation in Ethiopia: 36 per cent natural growth, 52 per cent rural-to-urban, and around 9 per cent from village to towns.

According to the National Labour Survey, migrants are moving to cities in search of employment opportunities, especially young educated people. There is currently no institution in charge of migration in Ethiopia.

In June 2015, the Ethiopian national government launched the National Expansion Strategy to explore how cities can consider planning out of their boundaries to accommodate rural-urban linkages.

Ethiopia's approach inspired a discussion among secondary city stakeholders around the question of "What city do we want?" and the pros and cons of urban sprawl versus high-density developments. While many stakeholders aspire to high-density developments, informal city expansion is the reality of fast urbanisation in very low-income city economies because it is often the only affordable way to access the city. The negative side effects of such sprawl can be addressed through proactive urban expansion plans that focus on transport systems and access to long-term, sustainable city development. While Ethiopia pioneered the approach, neighbouring countries and cities are not fully convinced, and further discussion should be nurtured on this aspect of planning.

Urban expansion is inevitable. Between 1800 and 2000, urban area per person grew at an average annual rate of 1.5 per cent in a representative sample of 30 global cities. For example, while the population of Paris, France grew 20-fold between 1800 and 2000, the city's built-up area grew 200-fold. The rapidly growing cities of the developing world cities can expect similar trajectories. Those that embrace their expansion as inevitable can act now to make room for it.

(The New York University Stern Urbanisation Project)

## 4.5. Engaging the diaspora to fund local infrastructure and social projects in Ethiopia

All four participating countries were interested in strategies to engage their diaspora to support sustainable development. The representative of the Uganda diaspora and the government of Uganda were interested in learning from the experiences of Ethiopia. The Ethiopia Diaspora Trust Fund raised about USD 4 million in one year from Ethiopians overseas, and it currently designs projects to implement the funds for sustainable development projects.

Mr. Tingirtu Gebretsadik Tekle, Director of the Institute for Migration at Ethiopia's Jigjiga University, added an interesting local dimension by explaining that in the Somali Region of Ethiopia, local administrations are actively engaged in building relationships with their diasporas to fund local infrastructure and social projects. A fundamental prerequisite for any diaspora engagement is establishing transparent local due diligence procedures to build trust among the diaspora that their funds are used appropriately.

## 4.6. Tunisia: How primary coastal cities and lagging interior cities can collaborate to spur inclusive, sustainable regional development

Mr. Touhami Rhaiem of Cities Alliance noted that cities and towns in Tunisia are at the centre of both great challenges and opportunities for poverty reduction as well as economic and social development. About 69 per cent of Tunisia's population lives in cities and towns, which have also been centres of social transformation with an active civil society since 2011.

Although Tunisia has made significant development progress, regional disparities between rural and urban areas, and between regions of the interior and urban coastal areas, remain stark. Tunisia's three largest cities –Sfax, Sousse, and Tunis – make up 92 per cent of industrial activity and represent 85 per cent of the country's GDP.

For decades, Tunisia's working-age population has been highly mobile across its regions and cities.

The patterns of internal labour migration have been, and continue to be, that of rural-urban or urban-to-urban migration from lagging regions and secondary cities to the urban economic centres along the coast.

This internal labour migration is directly linked to the regional disparities and associated phenomena of high unemployment and poverty, lack of services, and lower standards of living in the country's lagging regions and secondary cities. These imbalances were at the heart of the initial social unrests that triggered the Tunisian revolution and the Arab Spring.

The lagging regions and secondary cities face two major challenges. On the one hand, they have lost, and continue to lose, skilled labour and investors leaving for opportunities elsewhere. On the other, they need to accommodate and integrate rural migrants with overall modest skill levels.

In the context of an ongoing decentralisation process, the cities in the lagging regions are confronted with the need to improve access to basic services and infrastructure, jobs, cultural and social activities for various population segments with distinct needs and expectations. Simultaneously, primary coastal cities are confronted with pressure on their service and infrastructure systems, unplanned sprawl, and environmental degradation resulting from the migration from lagging cities and regions.

Mr. Radhouen Bouden, Mayor of Kairouan, observed the following: "To me, Kairouan provides an exemplary case for internal migration, since the city faces both strong inward and outward migration. On the one hand, many poor rural migrants from the close surroundings and neighbouring regions arrive to the city, putting pressure on our service systems. On the other hand, the original inhabitants, especially those with high skill levels and incomes that contribute to the city's tax base, leave to seek opportunities elsewhere. In the last 50 years, Kairouan's

placement in the local development index has regressed from being ranked 4 out of 12 regions to 23 out of 24 regions today. We face enormous difficulties."

Mr. Ammar Ayadi, Mayor of Jendouba, remarked: "We try our best to respond to the demand, but there's a lot of frustration on all sides. We cannot satisfy the demands for work opportunities, housing and infrastructure and service provision. But we hope that through the decentralisation process, the national government will give us the legal and  financial autonomies to better cater to the needs of the inhabitants."

In a context where the coastal cities have attracted the most attention and investment – to the detriment of secondary cities and rural zones – country-wide progress in economic and social development remains highly interdependent.

# A solidarity fund to help everyone prosper

Two mayors from affected secondary cities (Mayor of Kairouan Mr Radhouen Bouden and Mayor of Jendouba Mr Ammar Ayadi), Ms Sawssen Gharbi representing Tunisian civil society, and Ms Nazek Ben Jannet, Executive Director of the National Federation of Tunisian Cities (FNVT), discussed how a city partnership could create more solidarity across primary and secondary cities. An innovative idea emerged. The new Tunisian constitution and laws address solidarity and affirmative action by allocating resources and enacting policies that favour regions that were previously neglected. These lagging regions are the source of population movement to the major urban centres looking for jobs and better lives. Providing the new arrivals with public services such as education, health and housing is very expensive for the urban centres. At the same time, internal migration drains the poorer regions of human and financial resources and the potential for economic and social development.

The FNVT and Tunisian cities have floated the idea of creating a solidarity fund to help everyone prosper. This fund would involve wealthy urban areas contribute a part of their budgets to help neglected secondary cities to attract and provide for workers and investors. The idea has intrigued all actors: It would be cheaper for wealthy urban cities than providing services to new arrivals, and it would help secondary cities to provide adequate services. A solidarity fund has been enshrined in the new constitution and in law and FNVT will be pushing for its institutionalisation.

# 5.
# Conclusion and Way Forward

The Bern workshop was a significant milestone for the Cities Alliance and its JWP on Cities and Migration. It was the first time the partner cities and respective national representatives came together to share their experiences and needs in a space specifically designed for open, frank dialogue.

A message that resonated strongly throughout the event was that the participating cities welcomed the support of the JWP on Cities and Migration in strengthening their voices and making their case at the national level, which has been a significant challenge for them.

It was evident from the proceedings that the participants relished the opportunity presented by the event and benefited almost immediately. Over the course of the two days, they shaped and honed their arguments for advocacy on behalf of secondary cities and migration, and then boldly communicated those arguments at the Global Meeting on Migration and the 2030 Agenda organised by SDC in Zürich from 11-12 September 2019.

Of eight takeaway messages from this meeting, the Cities Alliance was especially pleased to see the resulting inclusion of the two following points for further high-level discussion:

- Secondary cities are important when it comes to overcoming poverty: their leaders are key actors. Their interests, experience and position should be better represented in city-to-city twinning partnerships or other city learning and advocacy platforms on migration & development.

- Cities or city systems offer conducive environments to strengthen multi-stakeholder approaches that include the private sector, civil society organisations, local and national governments as well as humanitarian and development actors for the achievement of the 2030 Agenda. Such innovative partnerships should be further promoted and strengthened.

The event's key findings will also be raised and discussed at three key international and intergovernmental migration events later in 2019: Global Forum on Migration and Development (GFMD), the 6th Mayoral Forum on Migration and Development in Quito in November, and the Global Refugee Forum in Geneva in December.

There have also been immediate results of the event at the country level. One week after the workshop, the Ugandan Office of the Prime Minister invited the Cities Alliance to participate in a national multi-stakeholder interagency committee on refugees as an observer.

Over the next few years, the JWP will continue to work with its partner cities and key stakeholders to foster regular exchanges on key joint interests and advocacy. This will help support them to continue advocating for their role and needs at national, regional and global events.

**References:**

1. Roberts, Brian. 2014. Managing Systems of Secondary Cities. Cities Alliance/UNOPS: Brussels.

2. United Cities and Local Governments. 2016. The Global Observatory on Local Democracy and Decentralization (GOLD). UCLG: Barcelona.

3. The Ministry of Lands, Housing and Urban Development is implementing the USMID programme, funded by the World Bank-IDA. The program is designed to enhance institutional performance of 14 municipal councils improve urban service delivery. USMID leveraged and scaled up work undertaken through the Cities Alliance Uganda Country Programme, including municipal development strategies and forums for participating cities. For more about USMID, please see: http://mlhud.go.ug/projects/usmid-program/

4. Cities Alliance provided a grant to New York University's Marron Institute to deepen the urban expansion initiative in Ethiopia in four regional capitals (Mekelle, Bahir Dar, Hawassa and Adama).