

# POLICY NOTE

## NATIONAL URBANIZATION POLICY

### RWANDA

**Promoting Synergy between Airports and Cities to Achieve Sustainable Development**

Pre-release

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# INTRODUCTION

Rwanda's urbanization history is quite recent. Since the colonial and post-independence periods, the tendency to promote ruralisation and the confinement of residents into rural areas was the main governmental goal. This situation has led to a low urban population growth, uncontrolled spatial expansion with little provision of safe, open, public places, and the uncoordinated planning and provision of basic services in urban settlements. Between 1960 and 2012, the urbanization rate increased from 2 per cent to 16.5 per cent (multiplied by 8.3), while the Gross Domestic Product multiplied by 4.2, moving from USD 1.68 billion to USD 7 billion.

According to the National Institutes of Statistics (NISR, 2014)<sup>1</sup>, between 1978 and 2012, the inter-censal growth rate in urban areas was 6.5%. This was influenced by the 1994 genocide against the Tutsi people, which brought the rate to 10.6% between 1991 and 2002. The following decade, after the relocation of internally displaced persons, the urbanization growth rate went down to 4.1% between 2002 and 2012. During these years, less emphasis was put in : developing and implementing urban planning and design instruments, collecting and using financial resources to boost local economy and job creation, and ensuring permanent application of urban rules and regulations by all stakeholders. The Government of Rwanda aims to increase the urbanization rate from 10 % (in 2000) to 35 per cent by 2020 with a focus on the improvement of the quality of life for Rwandans (Government of Rwanda, Vision 2020). The increase of urbanisation shall be go hand in hand with poverty alleviation, increase of domestic credit to private investors, improved access to sanitation and clean water, increased access to internet and energy, off-farm jobs.

Rwanda had 222,250 urban residents in 1978. The fourth demographic and housing census revealed that the urban

population was 1,732,175 in 2012; representing 16.5 per cent of the total population (NISR, 2014).<sup>2</sup>

Considering a future decrease of the annual growth rate, from 2.37 per cent in 2012 to 1.89 percent in 2032 and based on the medium-term scenario, Rwanda would have 20.2 million people by 2042 and 26.9 million by 2062. With a projected urbanization target fixed at 35% of in 2020, Rwanda could have 4.4 million urban population. The number of urban dwellers could reached 10.1 million in 2042 considering the UNDESA<sup>3</sup> projection and, by extrapolation, to 16.3 million in 2062 for an urbanization rate projected to reach 60.6 %.

Today, urban landscapes and living quality of Rwanda people are not as viable as it should have been if efforts were put in promoting adequate and implementable urban planning and design tools, enhancing endogenous and resident's friendly mechanisms to foster urban economy and increase finance, and strengthening the implementation of pragmatic urban legislation. In 2012, only 11.2 per cent of households resided in areas of planned urban areas, whereas nearly 58 per cent of households occupied spontaneous or squatter housing (NISR, 2014).<sup>4</sup> To address this crucial issue and to meet the goals set by the Vision 2020 as well as the medium and long term sustainable urbanization objectives, the Government of Rwanda decide to develop a National Urbanization Policy (NUP). The philosophy of the NUP is to contribute to economic transformation as stated in the EDPRS II. The purpose of this is to "Transform the economic geography of Rwanda by facilitating urbanisation and promoting secondary cities" as centres of non-agricultural economic activities. In order to meet this high level orientation, the urbanisation process, if well understood and coordinated among different stakeholders, shall lead to a better economies of agglomeration based on a well-balance system of cities, more productive interactions between urban and rural settlements, and improved multi-sectoral coordination.



Street in Kigali, Rwanda © Flickr/Adam Cohn

1 NISR. 2014. Fourth Population and Housing Census report.

2 NISR (2014). Op cit.

3 UNDESA (2014). World Urbanization Prospects. New York..

4 NISR (2014). Op. cit.

# I. URBANIZATION PROSPECTS

## 1. Population dynamics

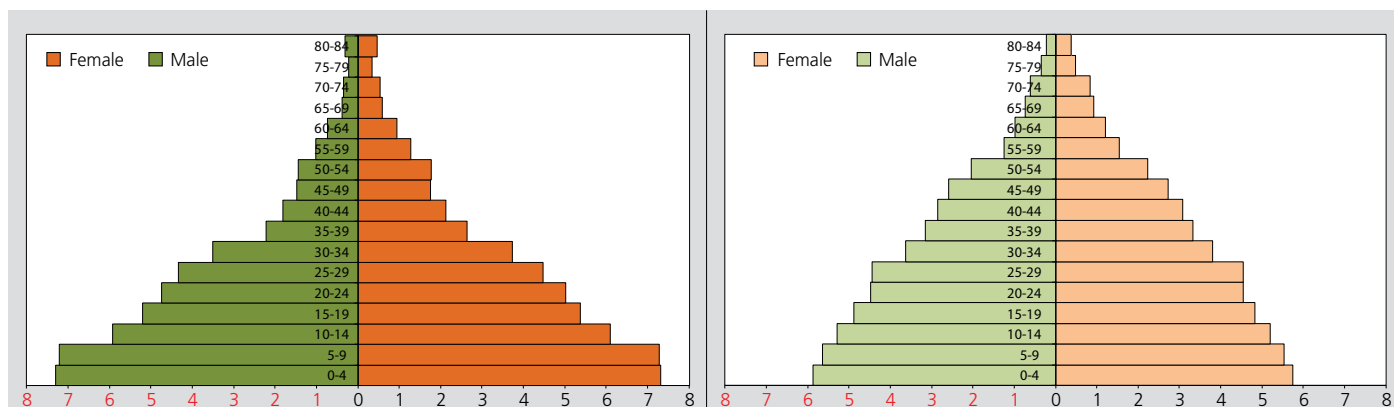
Rwanda is situated in the heart of Africa. It has a surface area of 26,338 km<sup>2</sup> with a dozen lakes that have the potential to produce gas and attract tourists. The country is surrounded by Uganda, Tanzania, Burundi and the Democratic Republic of the Congo. This strategic geo-political position gives Rwanda the potential to serve as an important hub for eastern and central Africa. With the recent development of the airline RwandAir, Rwanda is increasing its accessibility and direct connection to other African countries. Rwanda's population increased from 1,595,500 inhabitants in 1934 to 10,996,891 people in 2014. The population multiplied by 6.89 (almost 7) in 80 years, which contrasts strongly with the periods from 1978 to 1991, and from 1991 to 2002. In 2012, the population in Rwanda was estimated to be 10.5 million (4th Population and Housing Census, 2012). The figure 2 illustrates the repartition of population by sex. According to the medium-scenario projection, the population in 2014 was around 10,996,891. Over the last decade (2002-2012), the annual growth rate of Rwanda increased to 2.6 per cent. According to the medium scenario projection, the annual growth rate will continue to decrease from 2.37 per cent in 2012 to 1.89 per cent in 2032. The median age increased from 19 years in 2012 to 20 years in 2014 and will increase to 24 years by 2032. The percentage of children under five years old will decrease from 14.6 per cent in 2012 to 11.6 per cent in 2032. The report uses data from both the NSIR and Vision 2020 to project figures on urbanization. By 2062, the overall population is likely to reach 26.9 million.

Fertility, mortality and migration are the main drivers of population structure by age and sex at national and urban levels. Between 1978 and 2012, the total fertility rate was reduced by more than 2 points: from 8.6 to 4.0 children per woman. "The significant decline of fertility can be partly explained by the increase in modern contraceptive use, as shown by the increase in Contraceptive Prevalence Rate (CPR)

from 10 per cent in 2005 to 45 per cent in 2010, combined with the increase in net attendance rate in secondary school for girls that increased from 10 per cent in 2005 to 21 per cent in 2012" (Enquête Intégrée sur les Conditions de Vie des ménages, EICV 2010-11)<sup>5</sup>. The level and trends of mortality during this period has significantly improved. The mortality rate has gone down while life expectancy has gone up, especially during the last decade. The NISR points out that "life expectancy at birth was 46.4 years in 1978, increased to 53.7 years in 1991 before decreasing to 51.2 years in 2002. Between 2002 and 2012, it increased again by about 26 per cent, from 51.2 years to 64.5."<sup>6</sup> The NISR also projected fertility and mortality rates from 2012 to 2032. During this period, life expectancy for both sexes should grow from 64.5 to 70.4 years while mortality for children under five years will decrease from 72.2 per cent to 27.7 per cent. In Rwanda, the majority of the population is composed of non-migrants. The 2002 and 2012 Population and Housing Census showed that only 20 per cent of the population has moved from one site to another.

The proportion of the resident population of the age group 0-4 and 5 to 9 are quite similar due to a combination of three parameters. The crude birth rate and under five year mortality rate have significantly reduced between 1991 and 2012 despite some picks observed after the genocide in 1994 (figure XX). The crude birth rate went down from 45.7 per 1000 in 1991 to 41.2‰ in 2002. It was 30.9‰ in 2012. During this period, the under 5 years mortality rate increased from 195‰ (1991) to 221‰ in 2002. Then years later this rate was 72.2‰. These two factors were associated to the progressive reduction of the total fertility rate. Besides, the analysis of lifetime migrants trend indicates that more children of 5-9 year (close to 7.5%) are more concerned compare to those aged between 0-4 year (4.5%). This situation in 2012 could also demonstrate the effect of migration on the structure of the population of these age groups observed on the pyramid.

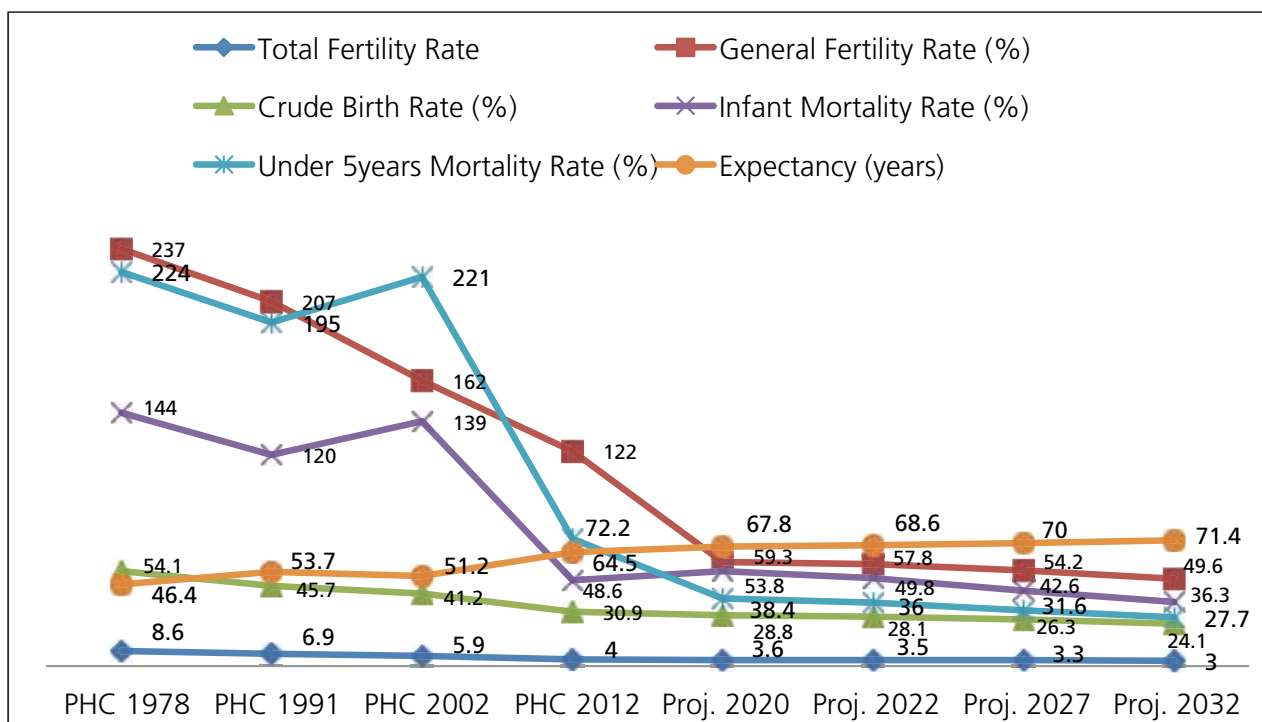
FIGURE 1: AGE PYRAMID OF THE RESIDENT POPULATION OF RWANDA IN 2012 AND 2032 (MEDIUM SCENARIO)



Source: NISR (2014). Rwanda 4th Population and Housing Census

5 EICV: Enquête Intégrée sur les Conditions de Vie des ménages (Living Standard Measurement Survey)  
6 NISR. 2014. Fourth Population and Housing Census. Mortality

FIGURE 2: TRENDS AND PROJECTIONS IN FERTILITY AND MORTALITY INDICATORS FROM 1978 TO 2032



Sources: Adapted from NISR(2012), June 2014.

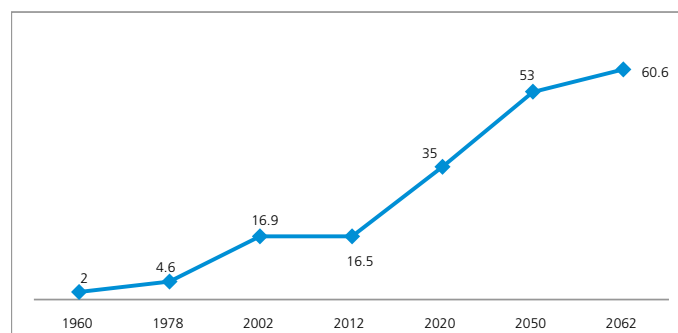
## 2. Urbanization trends

Urbanization trends are analysed from three aspects: urban population, urban households and the number of urban centres. The proportion of inhabitants residing in urban spaces has moderately increased in the last 50 years. Estimated at less than 2 per cent at the end of 1960, with only one main city, the urbanization rate was 3 per cent in 1972 and 4.6 per cent in 1978. If the definition and the legal boundaries of urban areas don't change between now and 2020, the proportion of urban dwellers is likely to reach 21.9 per cent with a projected population estimated at 2.7 million. The Government target is to reach 35% urbanization by 2020. Inconsistencies in defining urban areas and erratic censuses around the concept of urban population among stakeholders have led to less accurate estimation of the urban population in Rwanda, like in many other countries in developing world. If the definition used by the NISR during the 2012 population and housing census don't change, in 2032, Rwanda will have 30 per cent urban residency and 40 per cent by 2062. But taking into consideration the political commitment and continuous measures to advance urbanization, the recent urbanization prospects made by the UN (2014) shows that Rwanda could have 53% urban population by 2050. We assume that if such a target is met, the country could likely reach 60% urbanization in 2062, a new before the end of the new Africa agenda which is 2063. Based on the previous projection, Rwanda would then have 4.4 million inhabitants in 2020, around 7.03 in 2032,

approximately 13.3 million residents in 2050, and possibly 16.3 million citizen in 2062.

In 1970, two cities had more than 10,000 inhabitants: Kigali and Ruhengeri, called Musanze today. This group of cities gradually increased over years: 5 in 1978, 7 in 1991, and 14 in 2002. Three additional towns were created in 2002. Between 2002 and 2012, Kabuga, one agglomeration of the 2002 census, disappeared and six new agglomerations appeared on the list of urban areas. In 2014, as is shown in the following table, Rwanda had 21 urban areas with more

FIGURE 3: URBANIZATION TRENDS BETWEEN 1960 TO 2062 (URBAN POPULATION)



Sources: Human Settlement and Housing Policies, 2002, NISR (2014), UN (2014) World Urbanization Prospects.

than 10,000 inhabitants. Considering the characteristics and the typology for classifying urban areas provided by the law, No. 10 of 2012 governing urban planning and building (art. 2 and 3), the urban hierarchy in Rwanda can be categorized as shown in this table.

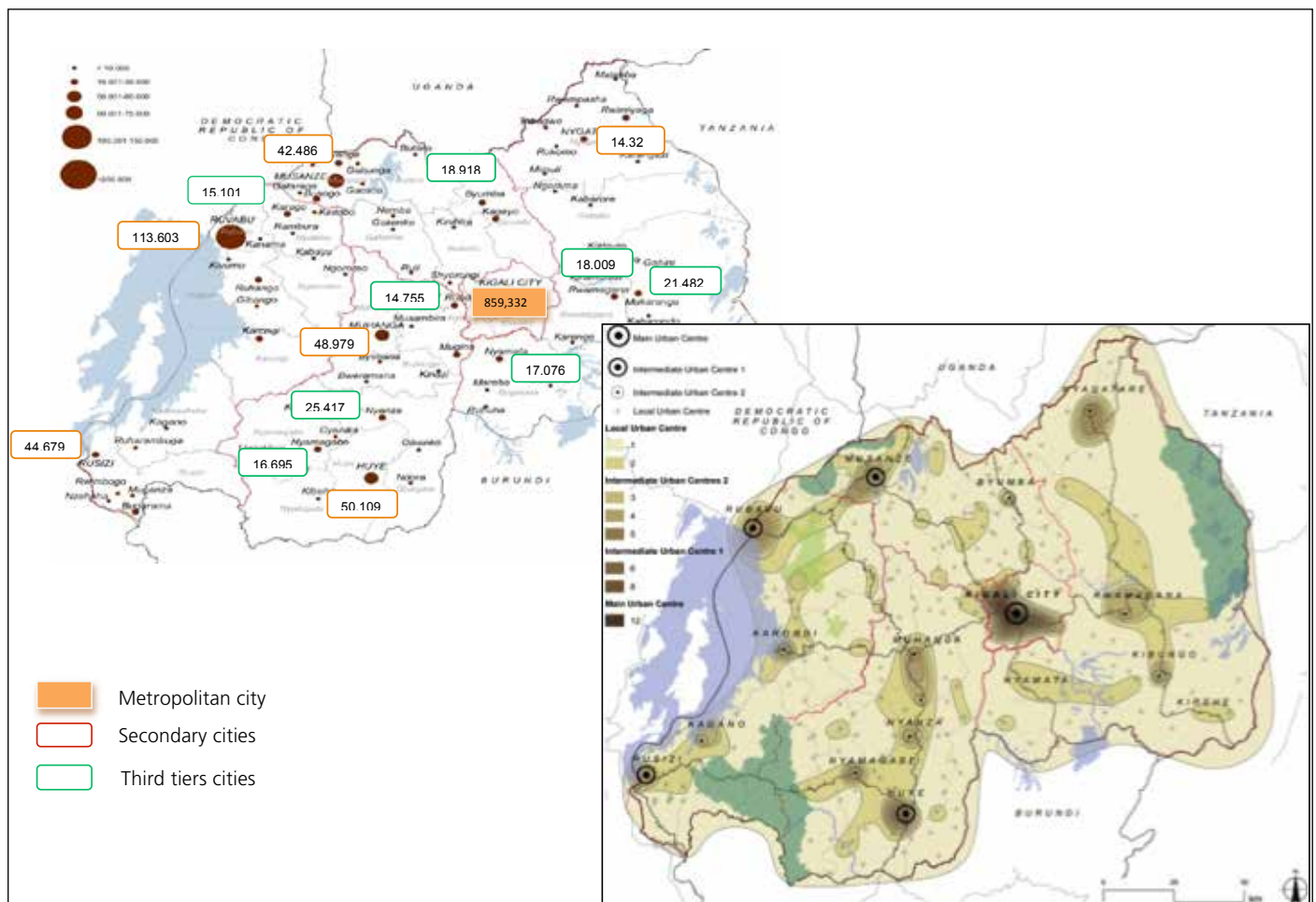
Since the colonial period and post independence area, the population of Kigali has always been very significant compare to the size of the second city. In 1970, Kigali population was 4.6 times larger than that of the all the secondary cities. This figure was 5.2 in 1978, then 8 in 1991 and 5.8 in 2012.

TABLE 1: CLASSIFICATION OF URBAN AREAS AS PER THE LAW

URBAN AREAS	DEFINITION	NUMBER (2012)	NUMBER (2032)
City	town that has at least 200,000 inhabitants	1	3
Municipalities	town with at least 30,000 inhabitants, but less than 200,000 inhabitants	10	12
Agglomerations	town with at least 10,000 inhabitants but less than 30,000 inhabitants	10	13

source: Adapted from the data of the Fourth Census, 2012.

FIGURE 4: DISTRIBUTION OF THE URBAN SETTLEMENTS SIZE AND URBAN POPULATION IN 2012



Source: 4<sup>th</sup> Population and Housing Census, Rwanda (January 2014); and NLUDMP (2010)

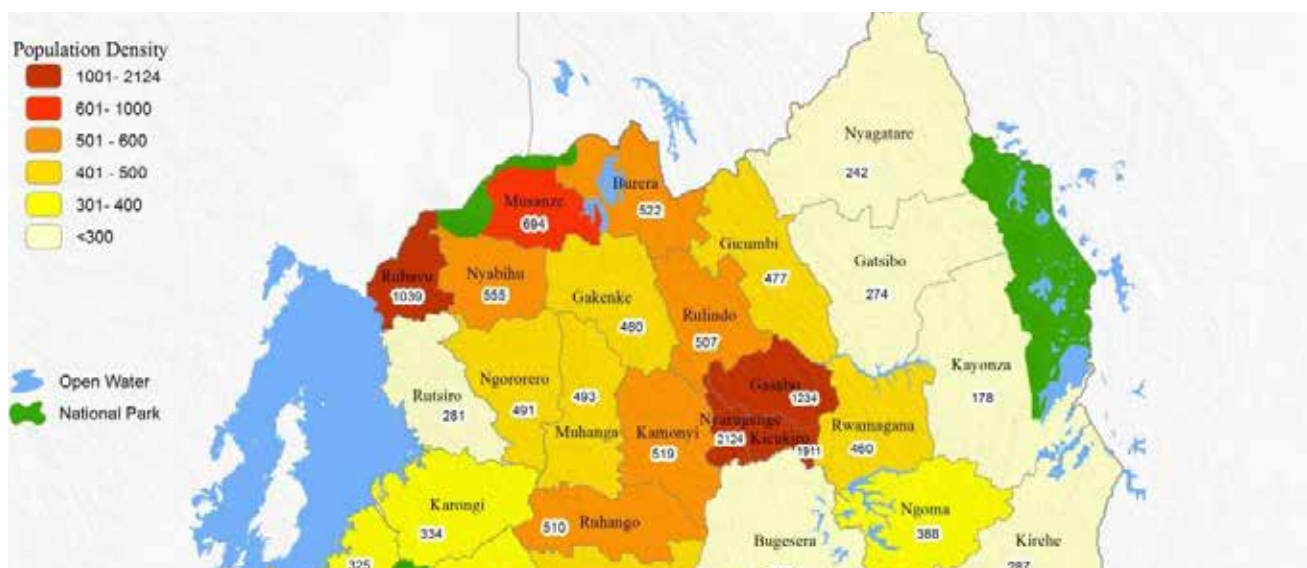
The spatial distribution of the urban population in Rwanda in 2012 was dominated by the concentration of people in the capital city. The second most urbanised urban area is Rubavu (37%) and then Muzanze (27%) as indicated in the figure below. Five secondary cities have between 45,000 and 110,000 inhabitants: Musanze, Huye, Muhanga, Rusizi and Nyagatare. Among the third tiers cities, Nyabihu and Kamonyi have more than 10% urbanization rates. Three types of studies have been combined to determine, on one hand, the urban settlements' hierarchy and on the other, a well-structured network of urban settlements:

- Socio-economic analysis of the human settlements: by using the Matrix of Ordered Functions (MOF).<sup>7</sup>
- Analysis of the population growth and the spatial distribution.

Analysis of the built-up areas: closely related to the topography and the existing road network connection, will help to define for each typology the geometries and the potential of urban growth.

The density<sup>8</sup> of Rwanda grew slowly from 1934 to late 1970. It has more than doubled since 1978, from 183 to 414 inhabitants per km<sup>2</sup> in 2012. The projections of density, illustrated by the next figure, are based on an NISR perspective with an urbanization rate that should reach 30 per cent by 2032 and 40 per cent by 2062. The second densification option is based on a moderate increase of urban population, with a target of 60% by 2062. The last scenario is done using the Vision 2020 trend and a continuous rapid increase of urban population which can lead to 80% urbanization rate.

FIGURE 5: POPULATION DENSITY IN 2012



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