Global Gateway

# Synthesis Report

## Cities along Global Gateway-supported corridors: from concept to impact

Urban Development Technical Facility

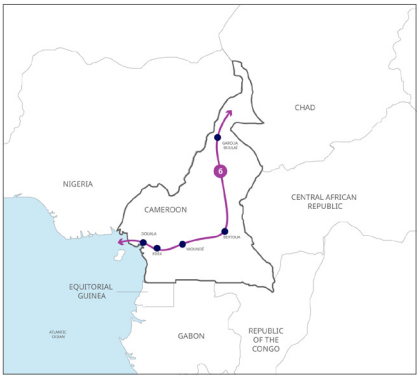
May 2025

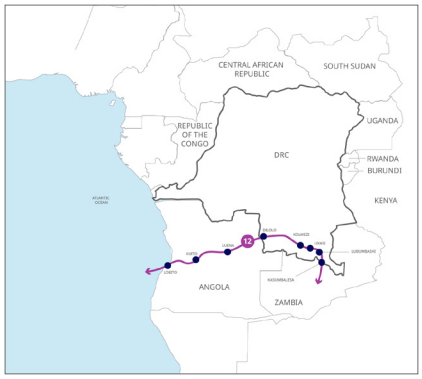
Road in Cameroon. Photo taken by consultant.

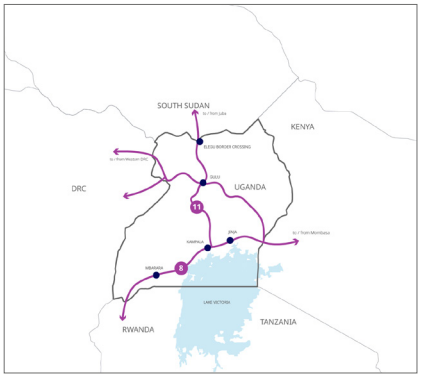
# Contents

# Executive Summary

This synthesis report compiles findings from three technical reports following assessment missions in Cameroon on Corridor 6, Democratic Republic of the Congo (DRC) on the Lobito Corridor, and in Uganda on Corridors 8 and 9. A Policy Brief has been prepared, underpinned by findings from the three assessment mission, it provides high-level recommendations to decision-makers for planning or upgrading of corridors. Its three key innovation clusters are summarized below.




## Key findings:

- All the corridors in Cameroon, the DRC and Uganda were shown to contribute to better connectivity.
- Through this, one of the corridors' primary objectives, that is, increased economic activity along their span, was substantially achieved.
- There were also evident and significant localised negative externalities in the Cameroon, DRC and Uganda case studies, namely: congestion, pollution and elevated road safety risks.
- On balance, cities have not yet been effectively integrated into the adjoining (economic) development corridors.
- Weak integration reduces overall development outcomes, contributes to localised adverse distributional (equity) impacts, and impairs economic returns on corridor investments.
- There is a key role for the EU Global Gateway (GG), in partnership with national and urban counterparts, in supporting better integration of secondary cities along major transport corridors to capture wider economic benefits and improve connectivity efficiency.
- EU GG interventions should be directly linked with and complementary to the corridor spatial development initiative, and focused on securing wider economic benefits.
- Examples of such interventions might include transit-oriented development schemes, enhanced hinterland connectivity, and enhanced local transport networks ("capillarity" of local road systems).

# Cities and Corridors in Africa:
## Shifting the Ambition toward Economic Transformation

- Strategic corridor planning is a well-established spatial development instrument to promote regional connectivity and trade expansion in Africa.
- The policy emphasis has been on hard infrastructure investments in surface transport, primarily roads, and to a lesser extent in freight rail. This is changing.
- African transport and transit corridors have principally served to improve connectivity between production centres and ports, as well as connecting cities along corridors.
- The objective has been to improve efficiency of movement through reduced travel time, vehicle operating costs and improved reliability. There has been progress on this front as is evident from the case evidence.
- Across Africa, the transition from transport corridors to economic development corridors is still at a relatively early stage.

# Policy Guides to Securing City–Corridor Development Outcomes

## Innovation Cluster 1, Governance:
### Partnerships and Leadership

The effectiveness of strategic corridor planning is significantly enhanced if all jurisdictions involved with the corridor (international, national, regional and local), and those affected by its development, are brought together in up-front partnerships built around shared objectives and development outcomes. The evidence from Cameroon, DRC and Uganda clearly indicates that to make the high investment costs of corridors fully worthwhile requires a stronger role for cities in corridor governance (especially at the interface between the main corridor and the city region).

## Innovation Cluster 2, Strategic Planning Frameworks:
### Linking physical plans and budgets

Strategic plans should set in place the right frameworks and incentives to guide infrastructure investment to fully integrate (all modes of) major transport corridors, rural–urban hinterland connectivity, and the urban growth poles thereby connected. Clearly specified objectives and development outcomes (for example, reduced total logistics costs, job creation, land value capture, access to serviced employment land) need to be agreed between all stakeholders. Infrastructure, land use and economic development plans must be aligned from the national level, through to regional and local levels. Each level of plan requires budget and financing arrangements (in terms of both funds and their scheduling) that prioritise integration; for example, the share of budgets allocated to trunk versus local connections should reflect the costs of both components viewed as one integrated project.

# Innovation Cluster 3, City-Level Interventions: Soft and hard measures are needed

Corridor implementation evidence points to the need for effective design of the city-level corridor interface if positive development outcomes are to be shared and negative externalities managed fairly and sustainably. There are two broad areas of intervention:

- Urbanisation is a driver of economic transformation in Africa, by 2030, half of the annual increase in the world's working-age population is expected to come from SSA making it the largest labour force in the world. A workforce that increasingly finds work only in the low-paid informal economy, often in urban and peri-urban areas
- It is estimated that up to one billion more people could be living and working in African cities by 2050. Linking these centres of production and consumption will be critical to the transition to 'endogenous' growth that is envisaged through the African Continental Free Trade Area and related trade liberalisation and infrastructure investment.
- Many corridors in Africa are built to serve extractive industries, focusing on the export of raw or semi-processed goods with minimal local benefit. This model often overlooks inclusive development. For instance, in Mozambique, a railway line cuts through the city of Nampula, disrupting daily economic activities.
- Corridors in Africa are often planned and managed in a top-down approach with little integration with the urban areas they are intended to serve. For example, in Ethiopia, poor last-mile connectivity continues to hinder the integration of cities and industrial zones located near transport corridors.

### Investment: Strategic Economic Development and Network Functionality

- **Urban Growth Pole Productivity Drivers:** One package of investments is focused on larger-scale city-level infrastructure projects that optimise city–corridor integration. These projects include major ring roads, integrated transport interchanges and multi-modal logistics hubs (promoting modal choice and better inter-modal integration).
- **Hinterland Connectivity to Facilitate Rural–Urban Linkages:** There is a need to fill out transport networks with secondary and tertiary links to allow labour and product markets to function more effectively at city-region scale.
- **First–Last Mile Connectivity – developing the "capillarity of road networks":** The benefits of corridors in reducing trade and transport costs tend to be less than anticipated owing to poor first and last mile connectivity. Thus, local transport infrastructure that connects to core corridor trunk and secondary roads (and to port and rail terminals) is pivotal but can also be insufficiently addressed in corridor initiatives.
- **TOD Serviced Land:** Complementing direct investment in transport networks, there should be investment in providing serviced land areas at sites proximal to key network assets and linking infrastructure. A step-change in efforts to capitalise on network improvements to drive job creation is crucial to the wider economic transformation envisaged by best practices in corridor Sustainable Development Initiatives (SDIs).

### EU GG and EUDs: Bringing Cities into EDCs

There is a case for shifting resource allocation, including external support and concessional finance, towards resolving city-level corridor bottlenecks, with secondary cities offering significant opportunity for high-impact outcomes.

- The transition to EDCs/GEDSs provides a strategic and ready-made entry point for EUDs that support innovative urban level interventions to stimulate job creation and resilient and inclusive growth.
- Engagement strategy should focus on strengthening complementary city-level reforms and investments that improve corridor development outcomes (rather than stand-alone urban interventions).

The EU GG can support better national sustainable development outcomes through effective city–corridor integration.

- **Soft Measures are Critical and Often Underplayed** – Policy and Enabling Environment: The emphasis is on reforming and strengthening institutions to achieve sustained effectiveness improvements to deliver better services and facilitate inclusive economic growth. There should be strategic focus on both innovative TOD planning-and-financing frameworks that can leverage land value capture, and on unlocking opportunities for job creation related to network access and logistics services.
- **Infrastructure: Transactions Focused on Physical Economic Growth-Enabling Investment Projects:** Investment in corridor cities, and particularly regional hubs and secondary cities, looks to be an attractive and much needed catalyst to accelerate economic growth and job creation. The evidence from Cameroon, DRC and Uganda compiled as part of this scoping study identified that urgent investments are needed to fill gaps in transport-related infrastructure, enable hinterland connectivity (rural–urban linkages), and complementary urban-capillarity road systems, in order to unlock transport-oriented development schemes proximal to major interchanges and logistics terminals.

National Road 3 connecting Yaounde to Douala, near the junction to Eséka, during the rainy season. Photo by Eric Freyssinge via Wikimedia Commons, CCSA4.0

# 1. Introduction:
## Background, Objectives and Scope

The European Union launched the Global Gateway (GG) strategy in 2021. The GG aims to enhance smart, clean and safe connections in digital, energy and transport sectors while bolstering health, education and research systems globally. The GG is ambitious and seeks to mobilise up to €300 billion for sustainable projects (see also: Global Gateway (europa.eu)). Central to the GG strategy in Africa is to facilitate the development of 12 Transport Corridors to enhance high-potential value chains and economic integration through regional connectivity catalysed through high-impact investments as shown in Figure 1.

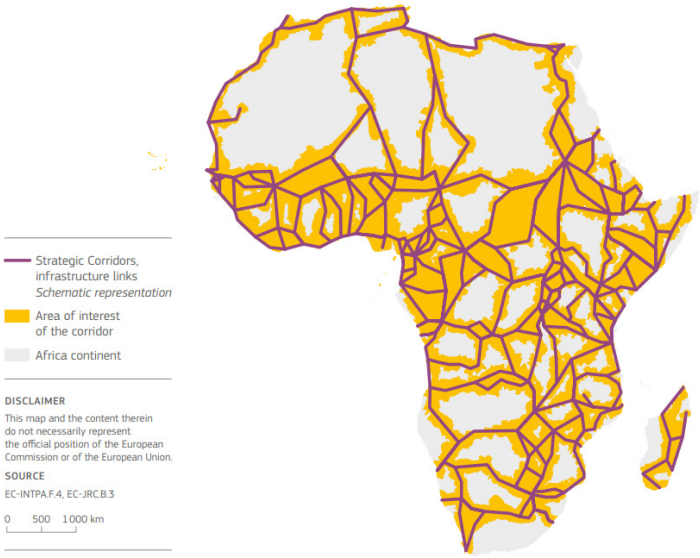



Figure 1 - EU Global Gateway Strategic Corridors

This exploratory study shows that GG-supported corridors require well-functioning urban areas that are integrated into the network infrastructure in order to fully harness the development potential of improved connectivity. Urbanisation and cities are fundamental to structural transformation, but are constrained by limited connectivity and mobility. Building effective relationships between cities and corridors is "mission-critical" to securing the socio-economic transformation of Africa.

## Objectives

The study aim to answer three clusters of questions:

- **What is the existing literature on corridor initiatives from an integrated urban perspective and what transferable lessons can be drawn from it?**
- **What strategic opportunities and actionable initiatives can be identified at the city, national and European Delegation levels for the development of cities along strategic corridors, to the benefit of their communities and regions?**
- **What are the main avenues for engagement with cities and national authorities that could be used by an international actor such as the EU to best support the identified needs and measures (of Q2)? What policy guidelines can best communicate and reinforce the importance of integrating cities to achieve economic integration and prosperity as a key Global Gateway goal?**

## Scope and Method

The report is focused on how corridor planning and investments integrate and affect cities along those corridors and pays specific attention to how well cities along the corridors are considered in the corridor development. Integration refers to the extent to which cities are engaged at each of the three key stages of the corridor development process, which are as follows:

- Upstream: Cities as core partners in the corridor-development planning process;
- Asset Delivery: Cities as core partners in the coordinated delivery of infrastructure services (strategic and local) to ensure efficient, reliable, and safe transit and transport movements along the corridor and in connecting with key growth poles (cities) and nodes (terminals and interchanges); and
- Downstream: Cities as co-developers of packages of interventions designed to optimise corridor investments and capture wider economic benefits.

The more integrated cities are throughout the project lifecycle, the greater the likelihood of positive development outcomes at all levels.

The evidence base includes:

### 1. Case Studies

- The three case studies were centred on defined segments of EU GG Corridors, selected by the EU INTPA F4 team in consultation with the EU GG and relevant EUDs in Africa.
- Each case study required a rapid review of the available documentary evidence, followed by a field mission organised according to an agreed mission trajectory and including a target set of cities on the corridor segment selected. Each mission included an extensive range of Key Informant Interviews (KIIs) with public, private and community stakeholders linked to the city–corridor integration challenge, the findings of which were outlined in a mission report.

### 2. Expert Meetings

- Expert meetings brought together international experts, representatives of International Financial Institutions (IFIs) specialising in corridor development, and relevant EU partners, including knowledge partners, to review the state of the policy narrative on urban development–transport corridor integration and discuss key challenges.

### 3. Desk Research and Literature Review:

- This related to transport and economic development corridors.
- It included the related theme of the relationship between urbanisation, city systems, and connectivity facilitated through transport corridors and networks, and at a more granular level.
- It also explored the relationship between urban planning, land use, transport networks and infrastructure investment in unlocking productivity and inclusive growth.

## Report Contents

The report will provide evidence to guide its target audience's decision-making with regard to the allocation of resources and the improvement of development outcomes for cities situated along transport corridors. The report is structured around three main pillars:

- First, a summary of the conceptual underpinnings of corridor development policies is presented.
- Secondly, a summary is provided of the field research findings related to city–corridor integration in Cameroon, DRC and Uganda.
- Finally, an outline is given of recommendations and opportunities for EU Global Gateway programming that result from analysis of the previous two steps.

# 2. Corridor Development:
## Foundations and Evolution[1]

The corridor framework has been widely adopted as a driver of economic transformation by international development organisations and national governments, including those in Africa and Asia. The Multilateral Development Banks (MDBs) or International Financial Institutions (IFIs), including the World Bank, Asian Development Bank (ADB), African Development Bank (AfDB) and EU, have all supported major corridor infrastructure programmes.[2] An economic corridor is a spatial development initiative (SDI) that is used to ensure that investment in physical infrastructure generates wider economic and social development impacts. The development of corridors has generally been described as taking place in stages (see Figure 2), which can be envisaged as a form of linear evolution. At each stage, "tipping points" in levels of urbanisation, economic development and connectivity imply the need to refocus efforts so as to progress to the next stage in terms of growth management and spatial planning. It may be possible for policy makers to skip stages, depending on their aspirations and objectives, but establishing basic connectivity seems to be a necessary (although not sufficient) precondition for planning corridor development. This conceptualisation indicates the growing preference for planning beyond basic hard transport investment.

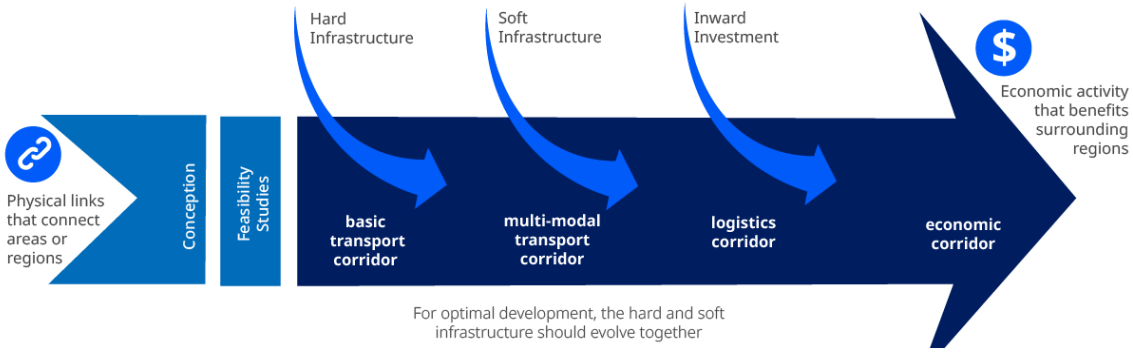



Figure 2 - Stages of Corridor Development and Deepening Economic Complexity Model.
Source - UDTF, adapted from Hope, A. and Cox, J. (2015) Development Corridors EPS-PEAKS.

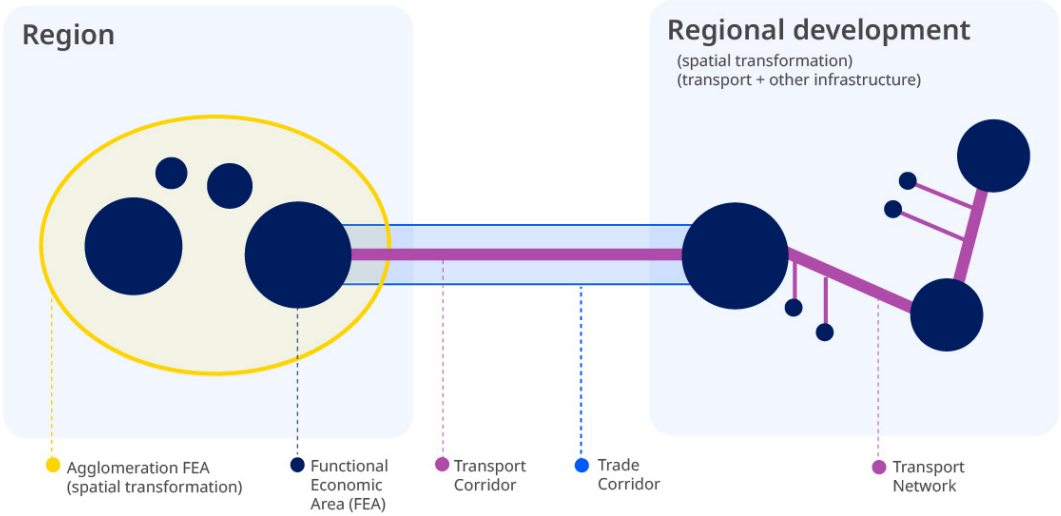



Figure 3 - The Four Approaches to Economic Corridor Development.
Source - UDTF, adapted from ADB (2023) Economic Corridor Development: From Conceptual Framework to Practical Implementation - Guidance Note.

1 - This section is based on EU DG INTPA F4 UDTF, Cities and Corridors – Background Report (March 2024).
2 - See World Bank (2018), The Web of Transport Corridors in South Asia. Thorn, J.P.R. et al. (2022), The African Development Corridors Database: a new tool to assess the impacts of infrastructure investments, www.nature.com/scientific data.

The progression through the stages presented in Figure 2 relates to the scope of interventions. Broadly speaking, there is a transition from hard infrastructure investments, typically focused on roads and rail assets, towards more complex packages of hard and soft measures, targeted to capture wider economic benefits. The policy logic is succession of steps that exhibit expanding aspiration and improving management of externalities (positive and negative):

- **Transport and transit corridors:** these are principally focused on reducing movement costs through saving time, reducing vehicle operating costs (VOCs) and improving the reliability of physical networks and flows. Policy key performance indicators (KPIs) and investment returns are narrowly focused on economies and efficiencies relating to these reduced movement costs.
- **Economic Development Corridors (EDC):** these shift the strategic investment focus to wider economic benefits (WEB) and development outcomes, including diversification, economic welfare (incomes), inclusion (gender), equity (poverty reduction), environment (pollution, biodiversity) and resilience (resistance to shocks). Policy KPIs and investment returns at this stage are much more holistic and aim to capture corridor spillover impacts – both positive and negative.
- **Green Economic Development Corridors (GEDCs):** these are a more recent addition to the corridor development sequence, intended to extend targeted development outcomes to include a strong emphasis on the decarbonisation of development pathways and of corresponding logistics and value chains. Greater attention is given to Greenhouse Gas (GHG) reductions and efficient resource use, which are used to prioritise infrastructure lifecycle costs, modal choices and innovation.

### Cities are Integral to Corridor Design, Functionality and Returns

City systems are the networks and growth poles (or nodes) that drive economic transformation through amplifying the volume and complexity of value creation.[3] Corridor investments, with the exception of pit-to-port extractive infrastructure, depend on connecting centres of production and consumption – urban growth poles – to generate traffic volumes that justify capital allocation. Cities are key. Economic transformation is driven, in part, by corridor-connected city growth poles that act as "engines of growth" through three mutually reinforcing market-driven drivers of spatial growth: agglomeration economies, trade and specialisation, and factor mobility.[4]

1. Agglomeration economies occur by reducing the economic distance – that is the time and cost of travel – between economic actors (firms, workers, suppliers, consumers). Agglomeration economies induce firms and workers to gravitate toward each other to form groups or clusters. Co-location can enhance learning and broaden markets for suppliers, which reduce costs through economies of scale.
2. Trade induces regions to specialise in producing goods and services where they hold an advantage. Greater specialisation allows them to benefit from economies of scale that further expand their trade advantage.
3. The benefits afforded by agglomeration and specialisation induce labour and capital to relocate to the locations where they will achieve the highest returns. Corridor initiatives work to increase the mobility of these factors and are linked to urbanisation and systems of cities.
4. Together these mutually reinforcing processes, supported by network expansion, density and "capillarity" further extend the corridor zones of influence through value-chain deepening, rural–urban linkages and the formation of city-regions (see Figure 3). City growth poles and corridors have multiple "hotspots" of interdependence that need to work well if wider economic benefits are to be captured.

3 - See for example: AfDB. Regional Integration Brief. Developing Economic Corridors in Africa. Rationale for AfDB Intervention (April: 2013); Hope, A and Cox, J. (2015) Development Corridors, EPS-PEAKS; ADB.

4 - Cities Alliance (nd), Cities as Engines of Growth: Unlocking Urban Productivity and Job Creation. World Bank (2009), World Development Report – Reshaping Economic Geography. See also, FAO. Making economic corridors work for the agricultural sector. Agribusiness and Food Industries Series No. 4. (2014); Gálvez Nogales, E. (2014); FAO., openknowledge.fao.org/server/api/core/bitstreams/8bab6e41-f54e-4133-9c73-2a108450f30f/content.

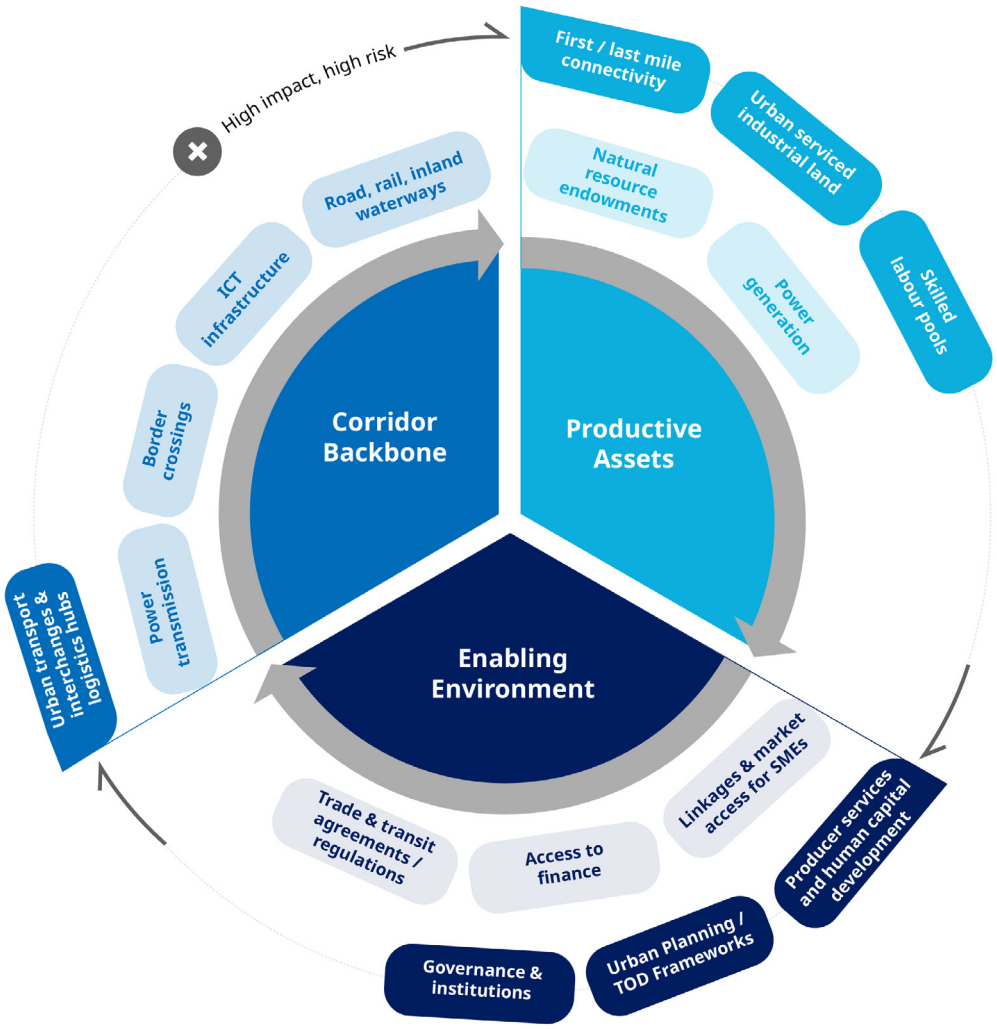



FIgure 4 - Corridors, Cities and Value-Chains: City–Corridor Integration Hotspots. Source - UDTF.

To improve urban planning and urban networks, and capture the wider development benefits of corridors requires getting in front of growth and migration pressures through planned expansion of existing urban centres along corridors, integrating transport and land uses (hinterland connectivity via rural–urban linkages, capillarity of intra-urban road systems) and providing a package of soft measures to leverage better connectivity and market access. Strengthening city systems is a critical intervention and contrasts with approaches featuring overweight investment portfolios centred on national capital regions.[5]

## Global Perspectives on Cities and Corridors

The development of transport and economic development corridors has attracted interest across all continents (see Table 1). Policy initiatives to catalyse economic growth through building better connectivity between key urban areas have strongly influenced spatial planning and infrastructure investment, with the EU TEN-T programme representing a significant example of this. The relationship between cities and corridors has varied over time, following on from the initial impetus to build transport networks connecting urban areas to facilitate trade, product and labour market expansion.

5 - Roberts, B.H. & Anyumba, G.O. (Eds.) (2022). The Dynamics of Systems of Secondary Cities series in Africa: Urbanization, Migration and Development. Cities Alliance and African Development Bank, p. 528.

Table 1 - Corridor Spatial Development Initiatives: Global Experience

| Case study | Fast Facts | Lessons |
|---|---|---|
| **Greater Mekong Subregion (GMS)** | • Total population in corridor zones of influence: 345m (2018)<br>• Trade openness as % GDP: 75<br>• Intra–GMS Trade: $640bn (2020) | • One of the earliest economic corridor initiatives, served as a model for subsequent similar initiatives in Central Asia (CAREC) and South Asia (SASEC).<br>• Highly successful at mobilising investment.<br>• Multi-dimensional approach to encourage complementary infrastructure investment.<br>• Urban development included as a target sector.<br>• Leadership supported by GMS Secretariat based within the Asian Development Bank (ADB). |
| **Ethiopia (Djibouti Corridor)** | • Population 120m | • Bilateral arrangement to give sea access to landlocked Ethiopia.<br>• Example of the challenges that occur when planning and investment for trunk, economic and urban infrastructure are not coordinated. Poor city–corridor integration impedes productivity. |
| **Delhi-Mumbai Industrial Corridor** | • Target investment financing up to $100bn by 2040<br>• 1500km transport – industrial corridor with gateway port and traversing 6 six states | • Ongoing ambitious initiative to develop an economic corridor on the back of a logistics corridor.<br>• Approach to urban development is to develop new cities rather than integrate existing settlements.<br>• Strong manufacturing focus.<br>• Multi-modal transport networks.<br>• Conceived in 2007 as a partnership with Japan supported by $4.5bn sovereign loan (2011) |
| **EU TEN-T Corridors** | • Pan – European multi-modal transport networks – long term investment plans over 20 years | • EU initiative at a similar scale to Global Gateway to develop efficient transport corridors in Europe.<br>• Multi-stakeholder agreements through consultative forums with public and private participation.<br>• Cites integrated into the process via their role as urban nodes that connect the corridor to the space economy.<br>• Strong focus on transport connectivity. |
| **Maputo Corridor** | • Corridor population 30m<br>• Intra-region trade: $5bn | • Early and oft-cited example of a corridor initiative that was planned explicitly as an economic corridor from the outset.<br>• Lessons can be learned in the use of anchor projects to amass further investment and build value chains. |

The Greater Mekong Sub-Region (GMS) and Delhi–Mumbai Industrial Corridor (DMIC) are examples where corridor development has been closely integrated with urban development. Critically, in both cases success depended on long-term spatial planning and infrastructure investment, which requires effective coordination of stakeholders across levels of government and the involvement of the private sector in the process. The relative inclusiveness and sustainability of development outcomes depends on the strength of governance arrangements, shared objectives and safeguards to ensure that wider social and environmental risks are managed fairly. The Greater Mekong Subregion (GMS) is one example of the critical role of cities in the economic transformation process (see Figure 4).

| Greater Mekong Subregion | | | |
|---|---|---|---|
| **Countries** | Cambodia<br>Thailand<br>Laos PDR<br>Vietnam<br>Myanmar<br>China | Corridor management institution | Greater Mekong Subregion Secretariat |
| **Total population** | 345 mil (2018) | GDP and per capita at Market Prices | 1.334 bn USD (2017)<br>3.864 (2017) |
| **Intra-GMS trade** | 639.4 bn USD (2020) | Trade openness | 75% GDP |
| **Financing** | 30.3 bn USD (1992-2022) | LPI score | 2.9 (2023) |
| **Focus areas** | Transport Energy, Environment, Agriculture Tourism, Health, Urban Development, Trade Facilitation, RVCs. | | |

**Key successess:**

- Since 1992, the GMS Programme has mobilised over USD 30bn into more than 100 investment and 230 TA projects
- Between 1992-2017, GDP percapita increased from USD 660 to USD 3,864
- Intra-GMS trade increased from USD 15bn to USD 639bn - with an average from 29% -55%
- Manufacturing as share of GDP increased from 15% to 25% and expert complexity from -0.8 to 0.18 (OEC complexity index)

Figure 4 - Long Term City–Corridor Integration in SE Asia. Source - UDTF, based on EU DG INTPA F4 UDTF, Cities and Corridors – Background Report (March 2024)


Truck-bus in Mandalay, Myanmar.
Photo taken by Ilya Plekhanov, via Wikimedia Commons CC-BY-SA 4.0

Following the establishment in 2012 of a GMS Task Force on Urban Development, in partnership with the Asian Development Bank (ADB), the Urban Development Strategic Framework 2015-2022 (UDSF) – adopted at the end of 2014 – firmly anchored cities into corridor intervention design. "The new spatial approach will seek to exploit the agglomeration effects of urbanisation, linking cities across borders through increased cross-border trade, [...] and agriculture value chains. GMS-2030 will promote the establishment of a well-connected network of clusters of cities [...]. The growing importance attached to urban development in GMS-2030 reflects the rapid pace of urbanisation in the subregion; the critical role agglomeration effects play in driving growth, [...] the utilisation of digitalisation and advanced technology [...] and the need to avoid constraints to growth, including negative externalities (i.e., congestion, pollution) that can arise if the urban agenda is neglected [...] the linkage of major cities to economic corridors—at the heart of the GMS Program—and border areas is critical to ensure that connectivity investments yield the highest dividends."

Urban development has been integrated explicitly into the strategic framework for GMS since the first GMS Urban Development Strategic Framework 2015-2022 (UDSF), adopted at the end of 2014, following the formation of a GMS Task Force on Urban Development in December 2012. In December 2016, an Urban Development Working Group formally established to oversee urban development and economic zones as new areas of cooperation in the GMS, as well as guide the implementation of the Urban Development Strategic Framework 2015-2022. The working group has met six times in the intervening period, the latest in June 2023.

According to the UDSF, it is "envisaged to be viewed and used in many ways. It can work as background policy on urban development, as a checklist for urban planning and management procedures, or as an indicator of investment priorities, among other uses."[6] The UDSF comprises of three strategic pillars, based on the GMS countries' priorities as identified in-country consultations, and cross-cutting themes, representing good urban development practices and the priorities of development partners. The UDSF is illustrated in Figure 5 below.

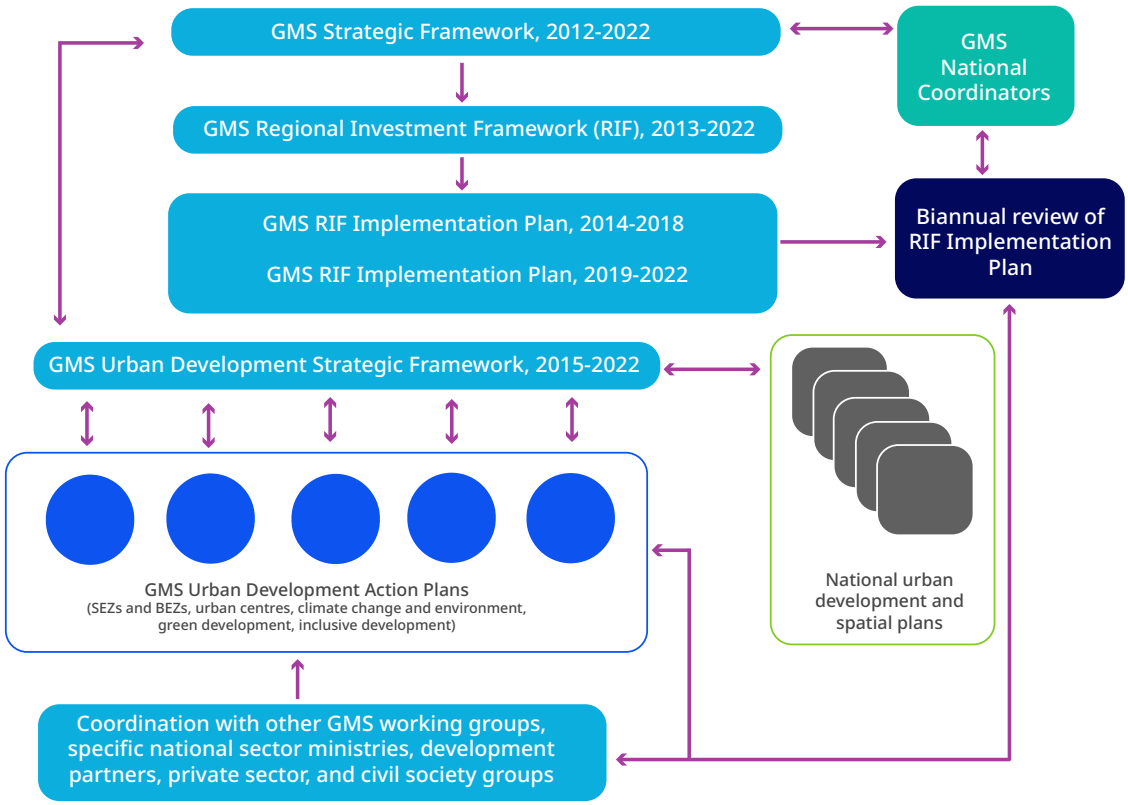



Figure 5 - GMS Urban Development Strategic Framework, 2015–2022. Source - UDTF, based on EU DG INTPA F4 UDTF, Cities and Corridors – Background Report (March 2024)

## GMS Economic Cooperation Program Strategic Framework 2030 (GMS-30)

The role of cities in GMS-30 is explicitly outlined as follows:

> **"The new spatial approach will seek to exploit the agglomeration effects of urbanization, linking cities across borders through increased cross-border trade, rising tourism, and agriculture value chains. GMS-2030 will promote the establishment of a well-connected network of clusters of cities. The GMS Program will also prioritize multisector interventions in GMS areas that share common goods across borders."**

> **"The growing importance attached to urban development in GMS-2030 reflects the rapid pace of urbanization in the subregion; the critical role agglomeration effects play in driving growth, particularly in service-based activities; the utilization of digitalization and advanced technology as countries approach middle-income status; and the need to avoid constraints to growth, including negative externalities (i.e., congestion, pollution) that can arise if the urban agenda is neglected. Moreover, the linkage of major cities to economic corridors—at the heart of the GMS Program—and border areas is critical to ensure that connectivity investments yield the highest dividends."**

In terms of specific implementation actions, the new GMS-30 references the UDSF, which was still valid at the time, and will presumably be updated in due course.

### Impact

The main impact of the UDSF has been to unlock financing for upgrading of infrastructure and services in secondary cities located along the GMS corridors. The corridors provide a framework for consensus around a list of priority cities for targeted development. Since 2012, four phases of investment, GMS Corridor Towns Development Projects, have been initiated, with a fifth phase of investment in the pipeline, mobilizing a total of ~USD 730m of investment, predominantly from Asian Development Bank, but also via co-financing from national governments, specialist climate and environmental funds, and development partners (e.g. ASEAN Infrastructure Fund. Nordic Development Fund).[7]

The projects financed included wastewater treatment, solid waste management, flood control, and urban roads. There was limited focus on economic development. The rationale was that inadequate service provision was a major constraint on growth and competitiveness and was likely to be exacerbated by rapid population growth in the selected towns. Addressing these constraints would therefore help to unlock additional investment from the private sector in economic infrastructure and activities.

Projects were implemented via central project management units, set up as part of the ADB loan, that provided support to the urban local governments to build implementation capacity, and especially capacity to operate and maintain the assets once constructed. This provided an additional benefit of inculcating more robust O&M and cost recovery processes in the towns, which previously had limited capacity in this area.[8]

The integration across GMS thematic pillars and the linkages between the urban projects and other economic development projects is not immediately clear and could potentially be strengthened. This is recognised in the GMS-30, which identifies "insufficient integration across sectors and themes" and that the "overall approach needs revision to address the new development challenges holistically".[9]

7 - See World Bank (2019), The Web of Transport Corridors in South Asia
8 - See World Bank (2019), The Web of Transport Corridors in South Asia
9 - This section is based on EU DG INTPA F4 UDTF, Cities and Corridors – Background Report (March 2024).

### What transferable lessons can we learn?

- The success of the GMS program generally is driven by the close collaboration with ADB, which hosts the GMS Secretariat (in Manila) and supports the development of strategies and action plans with the clear objective of developing a pipeline of investable projects for lending.
- The GMS economic corridors / UDSF provides a clear framework for ADB to identify and target investment into priority high-growth potential cities, as well as to package investments for multiple cities with a centralized management unit.
- The integration of urban perspectives into the GMS has evolved in-line with the overall shift to economic corridors as the primary instrument for regional integration:

    1. First, the GMS region, multilateral cooperation agreements, secretariat etc. were established with the objective of enhancing cooperation, integration, and development
    2. From 1998, economic corridors have become the primary tool to promote regional integration, and identify and prioritize a pipeline of regional investments.
    3. Within the integrated approach of economic corridors, the role and importance of cities, particularly in developing regional value chains, logistics, and cross-border trade, was identified, and urban development was adopted as a priority sector with associated strategic framework, working group and pipeline of investments
    4. Urban perspectives have been strengthened further in the latest GMS strategic framework, with rapid urbanization identified as one of seven "long-term, powerful, local trends".[10]

Similar patterns are observed in Africa, for example in East Africa where the Northern and Central corridors have worked closely with regional bodies, such as the EAC and TradeMark East Africa, to promote regional integration. Both have recently committed in their latest strategic plans to broaden their mandate with the goal of transforming from transport and transit to economic corridors.

The Global Gateway program could seek to leverage these existing institutional frameworks to integrate an urban perspective into corridor planning. The challenge will be that the corridors identified do not correspond to existing definitions and, for the most part, cut across defined regional economic communities.

The close integration of national urban and infrastructure policies through ECDs is also evident in India's growth strategy. The Delhi–Mumbai Industrial Corridor (DMIC) was conceptualised in 2007, through a $4.5bn loan agreement and partnership with Japan, as the pioneer project to a strong manufacturing and trading hub supported by world-class infrastructure. DMIC aims to achieve decentralised regional development through developing a Techno-Industrial Mega Corridor that decongests existing major towns – Delhi and Mumbai – and develops new industrial cities and clusters to form smart cities across six states.

The evidence on the economic benefits of corridors is well documented. However, general economic benefits secured through reduced movement costs may not be shared evenly; there are risks of adverse spatial (changes in regional economic prospects), social and environment impacts.[11] Understanding how the theory of change relating to corridor interventions works in any given political and economic context is critical to safeguarding targeted development outcomes and risks, and necessitates both hard and soft measures (see Figure 6). There are many of interdependent mechanisms through which WEB are generated and thus intervention packages are complex and require coordinated planning and delivery among multiple stakeholders.



10 - See World Bank (2019), The Web of Transport Corridors in South Asia.

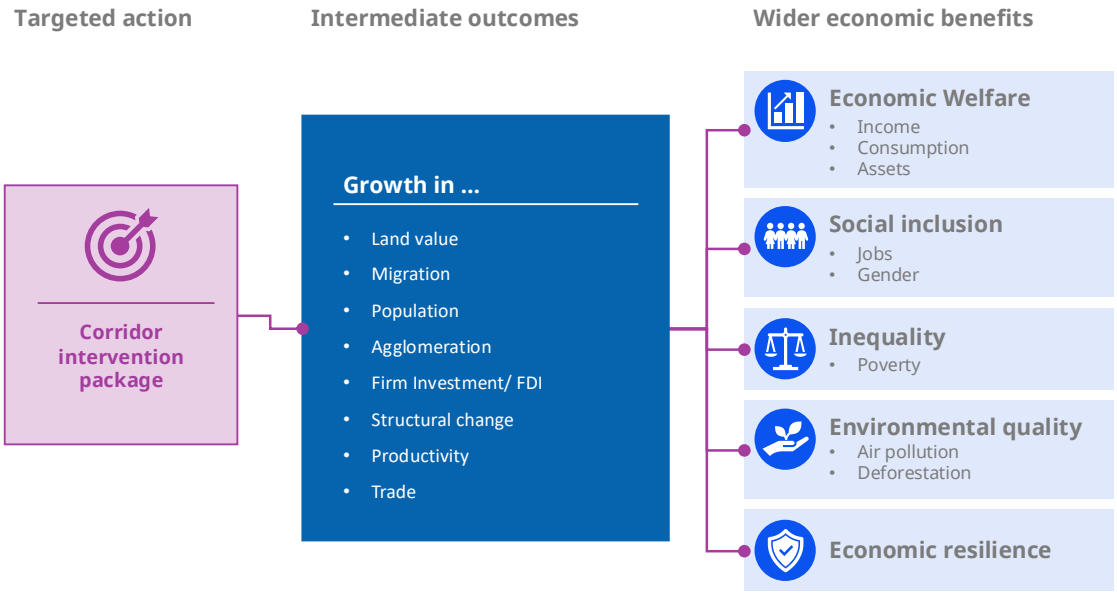



Figure 6 - Hard and Soft Measures are Necessary to Secure Corridor Development Outcomes: Mechanisms. Source - UDTF, adapted from World Bank (2019), the Web of Transport Corridors in South Asia.


Parked transit lorries. Photo taken by consultant.

# 3. African Perspectives on Cities and Corridors

## Missing Links: Urbanisation and economic growth

Economic transformation in Africa has proven difficult. Rapid social change through population growth and rapid urbanisation is occurring without a corresponding structural transformation of African economies. Productivity growth, measured through total factor productivity, is weak. Africa accounts for only 2.5% of world trade, making it difficult to finance the infrastructure and development needs of its population. Two big trends are shaping the African spatial economy. The first is the sheer pace and scale of urbanisation. Urban residents will form over half of the continent's total population by 2050. By that date, it is expected that 1.5 billion people will live in Africa's towns and cities: an increase of 900 million by comparison with today's urban population. The second trend is the so-called youth "bulge". By 2030, half of the annual increase in the global working age population is expected to come from Sub-Saharan Africa (SSA) making it the largest labour force in the world. This African labour force is increasingly only able to find work in the low-income informal economy, often in cities and peri-urban areas (see Figure 6).

Extensive studies have been conducted on African primary and secondary cities, and a general conclusion is that urbanisation is failing to drive economic transformation. Too many cities are caught in the low economic growth trap associated with informality – low wage employment and informal housing. Secondary cities have often received less attention although they can (and should) play a greater role in economic transformation.[11]

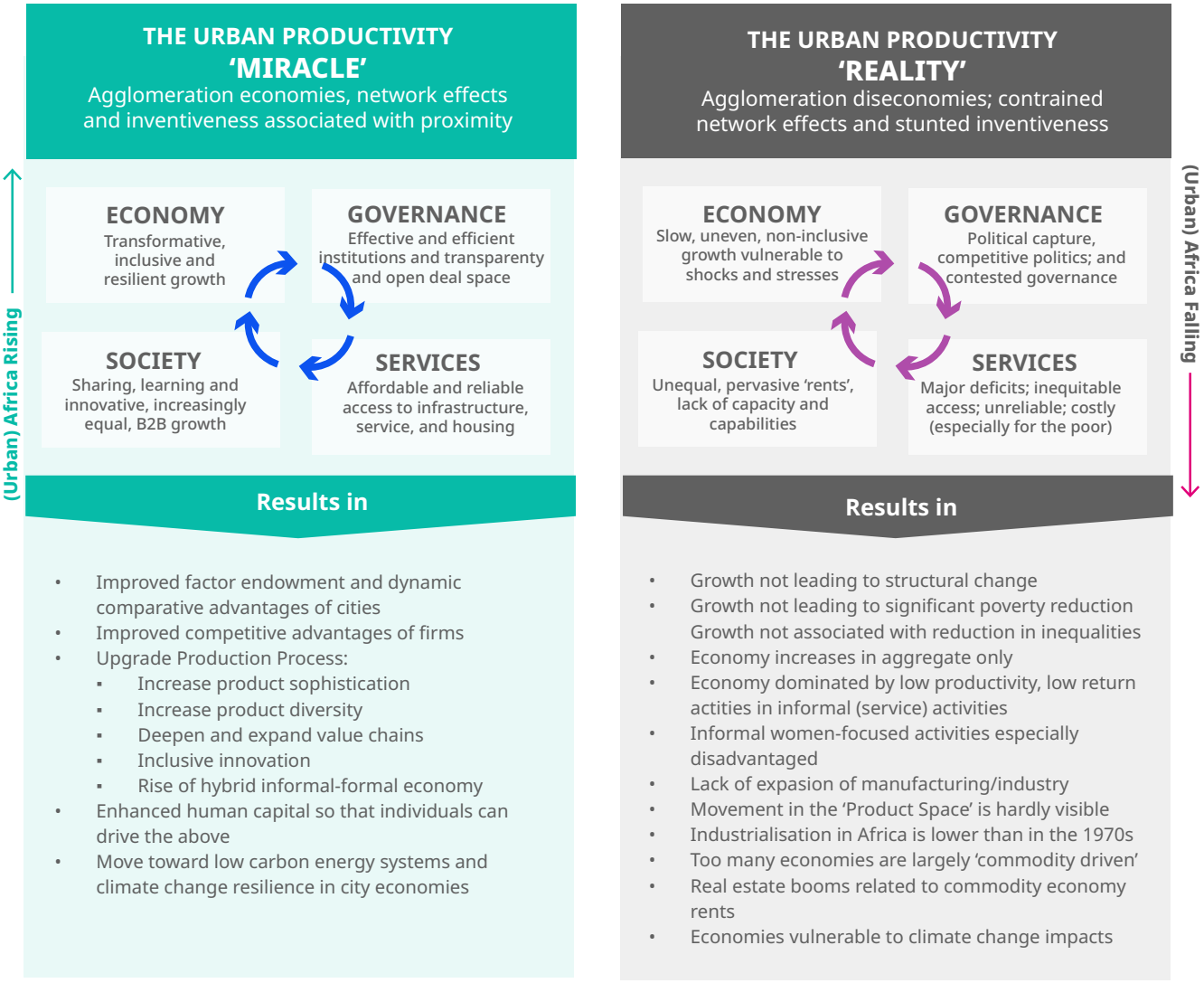



Figure 7 - African Cities Falling Short of Realising the Urbanisation Dividend. Source - UDTF.

11 - EU DG INTPA F4, UDTF, Cities and Corridors Expert Workshop Report 19 March 2024 / Brussels – Belgium. Brian H Roberts and G.O. Anyumba, eds. The Dynamics of Systems of Secondary Cities series in Africa: Urbanization, Migration and Development. 2022, Cities Alliance and African Development Bank: Brussels 528. Also interviews with Brian Roberts, Julian Baskin and Robin Bloch as part of this study.

By comparison with Asian, European, and Latin American secondary cities, the economic bases of their African counterparts are weak, with GDP per capita often two to three times less than capital city regions. Levels of connectivity between cities in terms of transportation, telecommunications, trade and information services are very weak, as are economic and political governance.[12] Enhancing connectivity and developing networks of cities along corridors in Africa is particularly challenging as it requires heavy investment and an access to finance African countries do not always have.

Regardless of their urban development model, all cities play crucial roles in the operation of national and international supply chains. Well-managed, efficient, and competitive capital and secondary cities are crucial to the development of stronger national economies and essential to support more equitable distribution of economic growth and development in countries and between regions. Secondary cities play important roles as regional innovation hubs and specialised business centres because their location in productive areas and their size and development model which allow better connectivity with both their hinterlands and corridors

The factors driving Africa's lack of structural transformation through urbanisation are multiple. Poor connectivity and mobility are critical factors, along with access to developed energy infrastructure.[13] Africa's economic transformation will depend on better-planned economic development corridors that connect networks of city growth poles. This requires a step change in how cities along corridors are integrated to these networks at local level. This will improve corridor investment returns (financial and economic) and the wider economic benefits that better connectivity and market access facilitate. There is a need to re-calibrate the way city–corridor planning, and investment frameworks are designed and operationalised, with cities given a much greater role in decision-making processes.

## EDCs: Policy Responses to Structural Transformation Challenges – The Evidence

Across the African continent development corridors, with a very strong emphasis on transport infrastructure and other hard assets such as energy transmission and ICT, are a dominant framework guiding spatial planning and major infrastructure investment.[14] The number of corridor initiatives are extensive and growing with the involvement of many IFIs, MDBs and other players in international development assistance.

The EU Strategic Corridors and Urban Systems in Africa (CUSA) analysis[15] identified 55 strategic corridors. The corridors are defined as a spatial region based on travel time from either side of the core trunk infrastructure, with the overall objectives of the study being to strengthen value chains and support territorial development, embracing both rural and urban contexts. The CUSA analysis notes that the use of the corridors is generally restricted to a basic transport route (usually road) that links country capitals or ports with a hinterland. In other words, the majority of the corridors could be considered as being in the first evolutionary stage: the Basic Transport Corridor. The CUSA evidence is broadly consistent with the experience on other African corridors.

While the role of cities in realising the development potential of corridor initiatives is clear, few African examples of corridors have formally engaged cities in the planning and in the implementation process. Corridor development in Africa, to date, has primarily focused on transport and logistics activities, that is, establishing basic functional transport networks and removing barriers to the cross-border flow of goods, and to a lesser extent, that of people. When the corridor concept is discussed in Africa the emphasis has been on access to global markets, and the corridors in question originate from a port . Corridors have thus been used as an instrument for landlocked countries to secure access to markets (and sea), and as a tool for promoting regional integration. The role of cities is discussed from the perspective of connectivity – that is, the objective of the corridor is to connect the primary cities to the port, and to each other. But even here, much more can be done to integrate local value chains and urban development into corridor planning.

12 - Brian H Roberts and G.O. Anyumba, eds. The Dynamics of Systems of Secondary Cities series in Africa: Urbanization, Migration and Development. 2022, Cities Alliance and African Development Bank: Brussels 528.

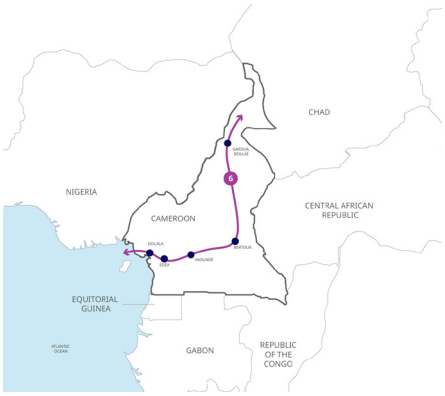
13 - See Paul Collier on Africa's Prospective Urban Transition.

14 - See AU (2019), Elaboration of the 2021-2030 Priority Action Plan for the AU Program for Infrastructure Development in Africa(PIDA), The Integrated Corridor Approach – "A Holistic Infrastructure Planning Framework to establish PIDA PAP 2".

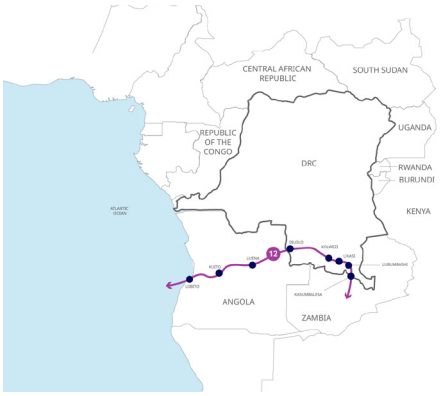
15 - Baranzelli, C., Kucas, A., Kavalov, B., Maistrali, A., Kompil, M., Oliete Josa, S., Parolin, M. and Lavalle, C., Identification, characterisation and ranking of Strategic Corridors in Africa, EUR 31069 EN, Publications Office of the European Union, Luxembourg, 2022, ISBN 978-92-76-52430-4, doi:10.2760/498757, JRC128942

## Considering gains at Local Level: TOD, Capillarity and Serviced Land

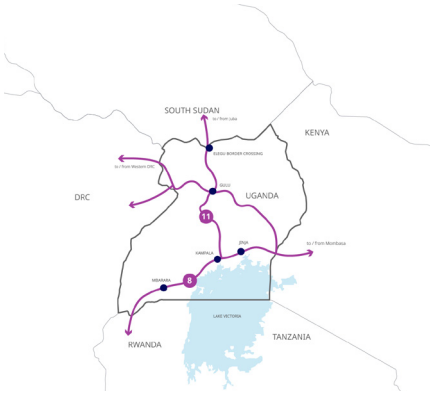
The clusters of job-intensive ancillary services located around inner-city ports in many African countries (Douala, Tema, Dar es Salaam, Mombasa, Djibouti) provide clear evidence of how corridor-generated employment requires effective planning and provision of employment land to optimise benefits. The recent PPP marine terminal in Berbera also includes developing a Special Economic Zone (SEZ) proximal to the port as a TOD type of initiative designed to support Somaliland's urban economic diversification strategy. Employment outside the port gate far exceeds the employment inside the gate but depends on access to land and capillarity of local road networks to enable movements within these industrial areas and linking to key corridor networks and terminals. Getting these TOD investments to work in (inner) cities is challenging as the Mombasa Dongu Kundu SEZ illustrates; among other things critical multi-modal integration (SEZ, port, rail) and local 30km of high-capacity local road networks are needed. To put these in place requires mobilising funding, leveraging PPPs, and advocating policy reforms to fast-track physical infrastructure construction and de-risk investments.[16] What is clear is that much more needs to be done at city level around better planning, investment incentives and incremental investments linked to the corridor assets if transformational development outcomes are to be realised for local populations.




Corridor 6 - Cameroon




LOBITO Corridor - DRC




Corridors 8 & 11 - Uganda

## Cameroon, DRC and Uganda: Ground-Truthing Corridor Implementation

As part of this scoping exercise, three case studies were selected to examine how cities along selected EU Global Gateway-supported corridors were impacted by trunk infrastructure investments in terms of broad benefits, costs and development possibilities (see Figure 7 and Annex B).

Overall, the studied corridors all attained at least the status of a basic transport corridor, linking urban centres and supporting trade expansion. It is acknowledged in much of Africa there are significant national political economy constraints on city – corridor integration. Cities, especially secondary cities, are often not part of the national drivers of economic change and therefore remain excluded from the power structures and decision-making processes related to corridor development. National urban policies (to the extent they exist) are often not fully considered or integrated into sector and infrastructure plans. Changing this balance of power and fostering more inclusive governance frameworks for corridor development is necessary and increasingly understood. Uganda's experience is one of the positive exceptions in linking national and local area planning around transport corridors and urban job creation; urban planners emphasise corridor development in local plans. The Greater Kampala Metropolitan Area and the assessed secondary cities along corridors 6, 8 and 11 have witnessed more economic activity and diversification of their production structures.[17] Cameroon and DRC were significantly less well advanced on this front.

The results also show that there are significant differences among the countries in terms of national development and spatial planning systems, economic structures, maturity of corridors' physical development and the linkages to local level networks and land-use. Notwithstanding this, several common themes emerged.

16 - TMA (2025), Diagnostic Study on the Northern Corridor and Key Exports in Kenya, Draft findings by Tripleline Consulting.
17 - EU INTPA UDTF, Cities and Corridors Mission Report Uganda, 2024.

### 1. Planning: Major Transport Links and Cities within the corridor's urban network

Alignment of national transport plans with local level transport networks and land use of the was often poorly planned. Major roads (and rail) often crashed into cities resulting in congestion, pollution and poorly planned informal activities and settlements. The lack of integration at the interface between a major network linking to local transport systems and corresponding land uses reduced efficiency and often adversely affected local communities.

The LOBITO corridor has attracted extensive international attention and fits well with conventional thinking whereby major transport network investment is driven by extractives and mining and corridors can create economic opportunities for resource rich regions by connecting them to global value – chains and markets. This rationale is evident in the DRC case study with the cities connected to the LOBITO corridor serving the fast – growing mining sector. However, the city level analysis clearly points for the need to better plan and manage the way in which the critical corridor cities link into the transport networks and value-chains to optimise investments and improve development outcomes at the local level. By way of contrast, Uganda has performed much better on this front with cities along Corridors 8 and 11 much better integrated and key interchanges and with local networks and land uses.

### 2. Implementation Readiness and buy in at City Level needs strengthening

Where national development plans and urban plans are better aligned, as in the case of Uganda with Kampala and metropolitan affairs embedded within the government, there is a need to strengthen implementation readiness and support. Local authorities are critical stakeholders in providing key inputs to corridor developments, especially around first and last mile connectivity and supportive land use planning. The case study evidence suggests that transport and logistics efficiency gains are significantly reduced by congestion and poor transport management at the critical local – corridor infrastructure interface. The failure to better plan and benefit from corridor-driven spatial development at city level reflects wider structural constraints limiting local level institutional capacities, and lack of financial autonomy, especially evident in Cameroon and the DRC.

Strengthening city level institutions and the respective planning and investment systems should be part of a more holistic and inclusive approach to city – corridor planning and governance.

### 3. Benefits and Costs: More economic activity but poor execution

Overall, all cities covered were struggling to optimise the benefits of their position on the national transport corridors (see Table 2). In many of the cities, it was easy to observe the benefits of the corridors. These were mainly in the nature of new commercial activities and industrial investments in the vicinity of the network access points. In the case of Uganda, all cities explored in this study have benefitted significantly from their location on Corridors 8 and 11 as trade volumes and economic activity have increased and investment in urban economies has grown within and across most, if not all, formal sectors.[18] Informal trade along corridor routes was common in all cities across the three segments examined, although often unplanned and with poor spatial layouts, which increased the risk of recurrent negative externalities.

18 - Uganda Mission Report (October 2024).

Table 2 - Illustrative Benefits and Costs of Transport Corridors

| | Cameroon | DRC | Uganda |
|---|---|---|---|
| **Benefits** | • Douala provides a gateway port to support hinterland global trade links and is a key employer in the city. | • Trade flows are growing through improving efficiency and lower VOCs, although more needs to be done in this direction. | • Multiple corridors have increased city network connectivity and access to markets, stimulating economic diversification.<br>• The Jinja Nile bridge is a major link between Eastern and Central regions. Several manufacturers are located in Jinja City and Njeru town. |
| |  |  |  |
| **Costs** | • Better land-use–transport integration can improve productivity. | • City–corridor traffic management failures can increase road safety hazards. | • City-level infrastructure O&M is vital to efficient connectivity, but is often not fully funded. |
| |  |  |  |

The benefits of corridor access are offset by significant costs imposed on the city and its communities by increased activity (new patterns of vehicle and population movement) and conflicts over land use and access to infrastructure, which increase exposure to public health risks (accidents, pollution) and productivity bottlenecks (congestion, poor land use, reduction in natural capital services). Stakeholders at city level highlighted the pressure on already overstretched urban services and infrastructure as a result of the increase in economic activity and new displacement and spatial settlement patterns associated with the corridors.

The relative balance of benefits and costs is not generally formally assessed (or at least, not in a form that is readily available) but continued growth along corridors suggests that net benefits prevail, albeit unevenly distributed and imposing burdens on vulnerable groups. For instance, the urbanisation process in many corridor cities was largely unplanned and informal, with the Cameroon and DRC cases in particular reflecting these challenges. This was less true in the case of Uganda, where there are urban plans and metro-level plans, trunk road infrastructure planning and construction, which is formalised by the national authorities, allowing for an orderly spatial development.

The evidence from the case studies is consistent with more general assessments of corridor economic performance. While the overall high-level development outcomes are beneficial, the impacts vary across economic actors and locations. Furthermore, while the average estimated impacts tend to be beneficial, they are often detrimental for environmental quality and possibly social inclusion (and often linked to absolute losses of income and security).[19] The evidence points to the need to place much greater emphasis on the local level impacts of corridor investments and to better manage policy trade-offs. This requires complementary packages of hard and soft measures to be used to improve the inclusiveness and sustainability of corridor investment at regional and local levels.

## 4. New Directions: Cities are Better Positioned than Ever Before to Make Corridors Work Better

There are two general developments that could create new possibilities to bring cities into EDCs in a more structured and effective way.

First, there has been a recent move towards formalising corridors through bilateral or multilateral agreements and establishing multi-stakeholder governance structures, generally referred to as corridor management institutions,[20] to facilitate and coordinate development of the corridor's physical infrastructure and soft measures (linked to housing, planning and governance), taking inspiration from the Northern and Central corridor models in Uganda, the Great Lakes region and Kenya. A positive step towards improving development outcomes for cities along corridors would be to include urban officials, and planners into the process and mainstream local interests in these structures.

Second, national development priorities focused on decarbonisation and promoting access to innovative green finance are driving a shift towards green economic development corridors. Cities are at the centre of the green transition in Africa and beyond.

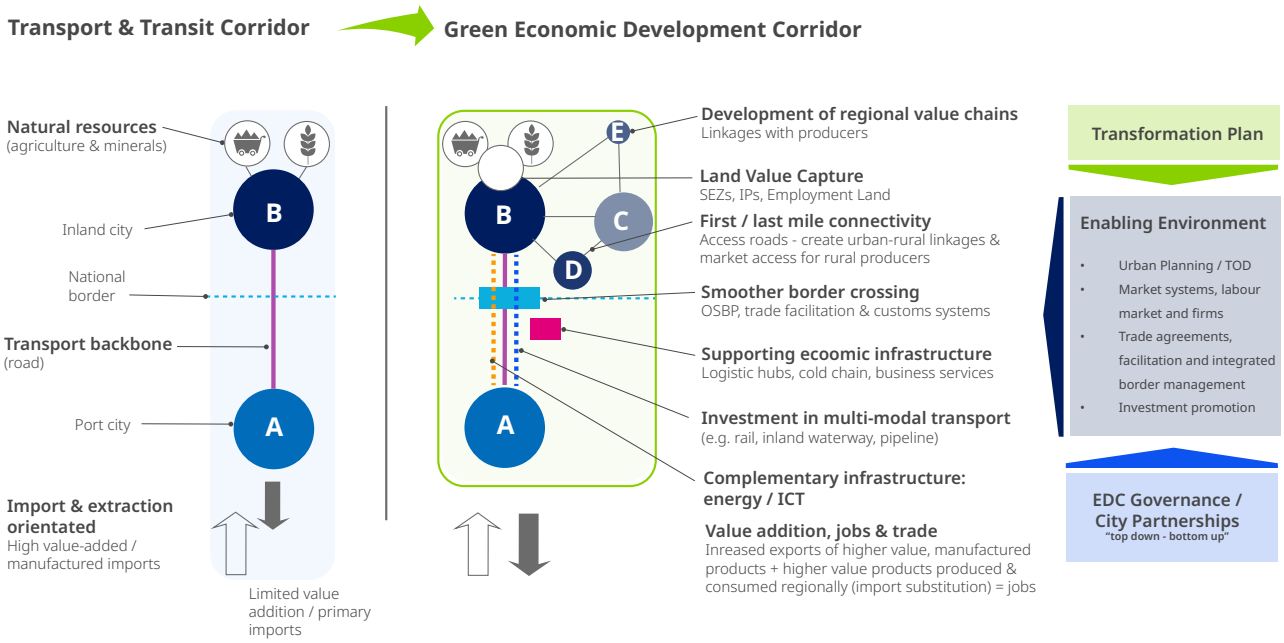



Figure 8 - African Corridor Policy Shifts – Cities are Key to Development Outcomes. Source - UDTF.

19 - Mark Roberts Martin Melecky Théophile Bougna Yan (Sarah) Xu (2018), Transport Corridors and Their Wider Economic Benefits: A Critical Review of the Literature, World Bank, p.21.20 -

20 - See for example the proposed Port Sudan Corridor Authority (PSCA), ongoing attempts to establish the Djibouti and Berbera corridor authorities, supported by TradeMark Africa – all supported by MoUs / bilateral agreements


Matadi–Kinshasa Railway station. Photo taken by MONUSCO / Abel Kavanagh via Wikimedia Commons CC-BY-SA 2.0

# 4. Summary and Policy Recommendations

## Policy takeaways

- Strategic corridor planning is a well-established instrument for promoting international and regional connectivity, thereby facilitating trade, improving productivity, creating jobs and stimulating inclusive and resilient economic growth.
- The effectiveness of these planning initiatives depends on fit-for-purpose governance arrangements based on multi-level and multi-stakeholder partnerships.
- Corridors are long-term projects and require significant capital investment over many budget cycles, requiring coordination at international, national and sub-national levels. IFIs and DFIs, have been key technical and financial partners supporting EDCs in both Africa and Asia.
- Overall, the effective integration of cities into the economic development corridors of which they are part remains to be achieved in Africa. This is partly related to the initial policy emphasis exclusively on hard infrastructure investment in transport and transit surface transport facilities, i.e., trunk roads and freight rail. The development of urban services and infrastructure should be planned alongside corridor development.
- The increasing emphasis on EDCs and GEDCs in Africa should provide a strong impetus to integrate cities more closely into corridor SDIs.

### Policy recommendations to support economic returns for cities along corridors

There are three critical clusters of local policy and institutional innovation needed for the promise of a corridor-led approach to national spatial planning to unlock city-level productivity, job creation and inclusive and resilient economic growth. Each proposal needs to be co-developed through inclusive governance structures that are appropriate for the specific EDC initiative challenges (or "mission"): there are no cut-and-paste, off-the-shelf solutions.

### Policy Guides to Securing City - Corridor Development Outcomes

City–corridor integration is not automatic. It requires a deliberate mix of policy, planning, investment, and institutional reforms. National spatial strategies must prioritise these three clusters of innovation—governance, planning, and local intervention—supported by coordinated soft and hard measures. Done right, cities can become the engines driving the success of economic corridors and national development.

The evidence shows that the GG-supported Lobito Corridor 12 has attracted significant international attention and is consistent with the traditional view that major transport infrastructure investments are often driven by the extractive and mining sectors. These corridors can unlock economic opportunities for resource-rich regions by connecting them to global value chains and markets. This dynamic is particularly evident in the DRC case study, where cities connected to the Lobito Corridor primarily serve the rapidly expanding mining industry. The city analysis, however, highlights the need for improved planning, urban services and management to ensure that critical corridor cities[21] are effectively integrated into transport networks and value chains, thereby maximising investment returns and improving local development outcomes. Uganda, on the other hand, presents a more positive example. The cities along Corridors 8 and 11 show greater integration, with well-planned interchanges and better alignment between transport infrastructure, local government, and the private sector. The cities along Corridors 8 and 11 also show greater integration, with well-planned interchanges and better alignment between transport infrastructure, local government, and the private sector.

Therefore, the corridor approach as a programmatic tool for development cooperation and national spatial planning to unlock city level productivity, job creation and inclusive and resilient economic growth must be built around three core pillars.

21 - See for example the proposed Port Sudan Corridor Authority (PSCA), ongoing attempts to establish the Djibouti and Berbera corridor authorities, supported by TradeMark Africa – all supported by MoUs / bilateral agreements

**1**

### Governance through Partnerships:

The effectiveness of strategic corridor planning is significantly enhanced if partnerships that bring together all jurisdictions involved with the corridor and those affected by its development are put in place up front. The transformational potential of corridors can be enhanced when cities are core partners in the corridor planning and investment frameworks. Strategic plans and budgets linking national – regional and local levels should fully integrate major transport corridors (all modes), hinterland rural – urban feeder networks and, lower order road network for each of the urban growth pole they are connecting. Implementing stakeholders need to prioritise objectives and understand trade-offs among objectives. Core objectives typically revolve around the following

- Transport: Reduced total logistics costs and enhanced reliability of networks;
- Urban Improvement and Revenue: Transport Oriented Development driven land value capture revenue generation by creating access to serviced employment land and planning gain to secure wider urban improvement;
- City Region Integration: Improved rural – urban linkages access to markets, and stimulate job creation in both rural and urban areas.

**2**

### Peri-urban areas and networks of secondary and smaller cities in Africa hold significant untapped potential for driving agro-industry growth and expanding employment opportunities.

Often located near fertile agricultural areas and along strategic transport corridors, these urban regions are ideally positioned to support agro-processing value chains, yet their contribution to national productivity is still very limited for want of adapted connectivity, leading to missed opportunities for local job creation and economic diversification. As a result, primary cities are forced to compensate by absorbing excess labour, often beyond their capacity, which strains infrastructure, services, and quality of urban life. A more balanced spatial economic structure - achieved by integrating these areas into corridor development through bottom-up, regionally informed planning - can unlock inclusive growth, decentralise job creation and reap the full benefits of urbanisation.

**3**

### City-Level Interventions to maximise impact:

- Corridor implementation evidence points to the need to get three local level packages of investments right if positive development outcomes are to be shared and negative externalities managed fairly and sustainably:
- **City – Corridor interface** to ensure an orderly and efficient trunk network slotting into the localised city transport and land-use systems – avoiding a "collision" between trunk and local networks.
- **Hinterland connectivity networks** to enable rural – urban linkages of product and labour markets to function; and
- **Intra-urban "capillary" road networks** optimising mobility and unlocking transport-oriented development opportunities and employment land within urban growth poles and near logistics terminals.

# The Transition to Economic Development Corridors Requires Soft and Hard Measures to Wider Economic Benefits:

### Soft Measures focused on Planning Initiatives and Financing Frameworks

- Transit-Oriented Development (TOD): TOD enabling interventions that strengthen local transport – land-use planning to unlock economic development opportunities should be a policy priority for cities along corridors. The opportunities to allocate land for major logistics assets (stations, multi-modal interchanges) and proximate commercial and industrial space to enable private investment in businesses that can leverage better connectivity should be fully exploited in city plans.
- Leverage Public Assets to Bring in the Private Sector: Linked to TOD physical plans should be innovative financing frameworks that encourage private investment and PPPs, with risk allocation balanced between public and private sectors. Fiscally constrained cities should be able to structure investment packages attractive to the private sector (logistics, commercial and industrial interests) anchored around sites with secure land tenure and highly connected to transport networks and terminals. New formal sector activities should open up land – value capture opportunities, through site auctions and / or land taxes, to assist with funding public services. Example: The Maputo Corridor, a key trade route linking Mozambique's port of Maputo with South Africa, illustrates effective corridor development through public–private partnerships (PPPs). These partnerships have improved railway infrastructure and operations (e.g. Ressano Garcia line) and supported the growth of complementary services like logistics hubs and warehousing, enhancing the corridor's efficiency and trade competitiveness. More importantly, PPPs have been instrumental in complementary measures beyond core infrastructure, which has enhanced the overall functionality and attractiveness of the corridor as a trade route.
- Better Day-to-Day Operations of the City–Corridor Interface: Much greater attention is needed to implement appropriate local transportation and traffic management systems and measures to improve safety, reduce congestion, and manage access to/from corridor-dependent economic activities. These initiatives are focused on institutional strengthening of the agencies responsible for those matters at the city level and providing them with the resources and tools to manage the externalities and risks that arise from corridor proximity. Better traffic management and network O&M combine to improve productivity and create job opportunities.

### Hard Infrastructure Investment Opportunities: Strategic Economic Development and Network Functionality

- Urban Growth Pole Productivity Drivers: One package of investments should be focused on larger scale infrastructure projects that optimize city – corridor integration. These projects include major ring roads, integrated transport interchanges, and multi-modal logistics hubs (promoting modal choice and better inter-modal integration). All projects are located at city level (though often involve national stakeholders) and are designed to improve efficiency and reliability of connectivity networks and promote safe and accessible urban mobility.
- First – Last Mile Connectivity: The benefits of corridors, reducing trade and transport costs, tend to be less than anticipated owing to poor first and last mile connectivity; that is, the local access transport infrastructure connecting to the core corridor trunk road, rail and ports (sea and air). In the case of Ethiopia, cities (housing and social infrastructure), industrial parks and main transport networks were not effectively co-developed resulting sub-optimal labour market functioning and sub-optimal connectivity and higher logistics costs than necessary. The economic diversification and export led growth were thus compromised. There should be high returns on relatively smaller scale investments that connect firms and network users to backbone infrastructure.
- TOD Serviced Land: Complementing the direct investments in the transport networks should be investments in providing serviced land areas at sites proximate key network assets. A step change in efforts to capitalise on network improvements to drive job creation is crucial to wider economic transformation envisaged by best practices in corridor SDIs.

# EU Global Gateway and EU Delegations:
## Bringing Cities into EDCs

**"A corridor is not a link between two loading/unloading points, it is a development spine with tributaries diffusing through each city and through its whole hinterland, in urban areas, its banks are prime land for urban improvement, greening, business development and revenue generation."**

There is a strong case to focus resources, including external support and concessional finance, to maximise cities and corridors mutual benefits and resolving city level corridor bottlenecks, with secondary cities offering significant opportunity for high impact outcomes.

The transition to EDCs/GEDCs across Africa provides a strategic and ready-made entry point for EUDs to support innovative urban growth pole interventions to stimulate job creation and resilient and inclusive growth in corridor cities and in their extending hinterlands and zones of influence. The city level engagement strategy should focus on:

- **Scanning all productive activities, value chains and facilities which could benefit from a corridor or better connection to a coridor, to improve their efficiency, together with business stakeholders mapping;**
- **Modelling all urban improvements a corridor has the potential to generate in terms of urban mobility, connectivity, agglomeration, and resilience, together with employment land demand for orderly and efficient location of ancillary services – this is especially important around transport and logistics hubs and terminals**
- **Assessing the urban development and infrastructure programming governance, legal and regulatory framework, together with public stakeholders mapping**
- **Identifying targeted hard investment to increase corridor development outcomes, locating land use planning and zoning amendments on corridor adjacent land, and devising complementary soft measures towards a fully integrated approach at city level.**
- **Identifying secondary cities and productive activities within a corridor zone of influence which are currently underserved, poorly connected to value chain outlets.**
- **Selecting strategic secondary cities, productive areas for corridor impact and connectivity enhancement initiatives towards the emergence of regional growth poles.**

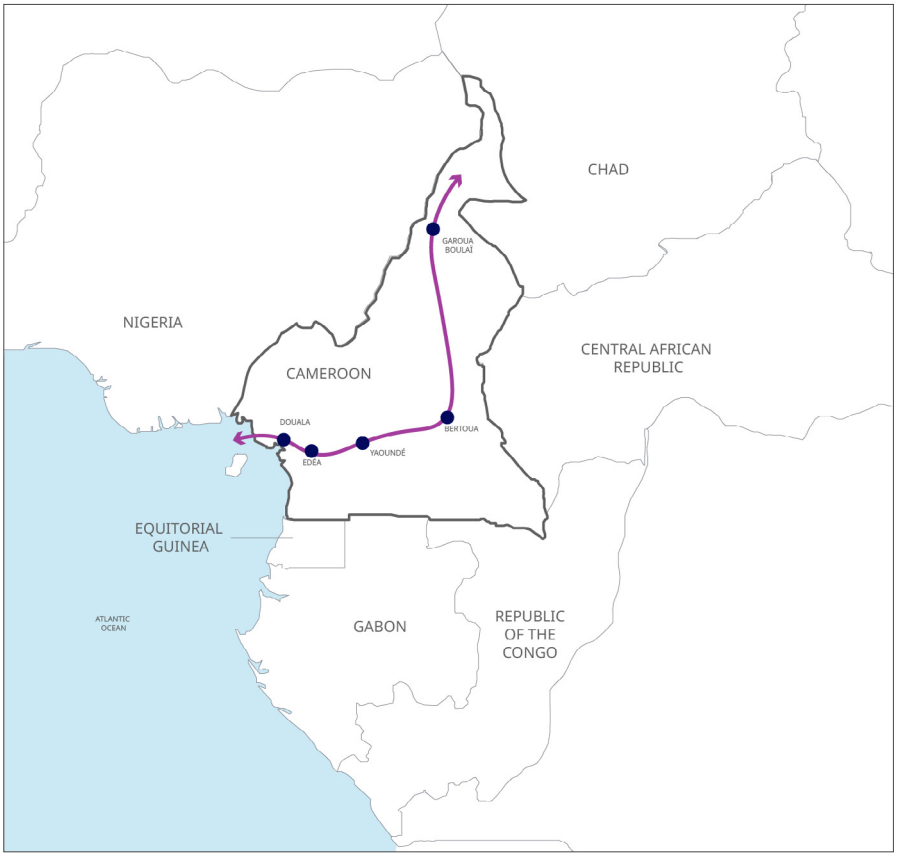
Maximising corridor outcomes will not be achieved via disjointed urban and mobility infrastructure interventions. The approach for best result must be all encompassing, need-based and informed by a thorough analysis of primary and secondary services a corridor can provide as well as by the business, employment and urban development opportunities it can help flourish.

Stand-alone urban programming interventions are likely to be sub-optimal if the aim is to maximise urban growth pole job creation and productivity improvement. The approach combines working "top – down" and "bottom-up" through national – city level partnerships focused on locally implemented interventions:

- **Enabling Environment - Soft Measures**: The emphasis is on reforms and strengthening institutions to achieve sustained effectiveness to facilitate inclusive economic growth. A strategic focus should be on innovative transport-oriented development (TOD) planning and finance frameworks that can leverage transport infrastructure, land – value capture, de-risking investments and unlocking opportunities for job creation related to network access and logistics and ancillary services. The are immense opportunities to open "space" to create employment land to attract firms into well connected locations and labour markets.
- **Targeted Hard Measures:** Physical investment projects are needed, especially smaller scale economic growth enabling infrastructure, that catalyses a step change in development pathways towards greener growth and / or unlocks local bottlenecks that impede productivity. Project selection should strongly emphasise two criteria: complementarity and synergies with corridor networks (hinterland connectivity, feeder links and intra-urban capillary road systems) to maximise wider economic benefits, and potential for private sector investment.

# Annexes – Cities and Corridors:
## Case Evidence


Small vehicle travel in Cameroon. Photo taken by consultant.




Map 1 - Corridors and Key Primary and Secondary Cities - Cameroon.

# Annex 1: Cameroon Snapshot

## Context

Cameroon's spatial development has had close links to corridor development (see Map 1). The cities along the corridor are, to varying degrees, key growth poles in the national economy and regional hubs.

The general overview of the modalities of establishment and operation of cities through the entire institutional and legal system and the development of transport infrastructures in Cameroon are determined by its complex governance structures, which shape the freedom of action of cities to respond to corridor development challenges, as well as cities' capacities to effect change within these structural conditions. The city–corridor integration is fundamentally determined by these two key factors, notwithstanding policy intent. Within this context, many day-to-day challenges need to be addressed through a combination of reforms and better ways of working, and improving cities' access to much needed investment and resources. The national decentralisation strategy should provide an enabling environment to strengthen the role of cities and use corridors to connect the urban centres (linking domestic labour and product markets) as well as facilitating regional international trade opportunities (widening and deepening market access across value chains). However, this opportunity has not been fully realised as cities have not been effectively empowered to capture opportunities. Efficient connectivity has not been fully achieved. National development plans and transport corridor development are partially aligned "on paper" (the Cameroon Vision 2035 document guides the Integrated Multimodal Transport Infrastructure Strategy which is key to the corridor initiative). Execution requires a more joined-up and inclusive approach to stakeholder engagement throughout the policy–implementation delivery chain. Cities need to be mainstreamed into transport corridor planning right from the start and as full partners, shaping project design and implementation. This is a critical success factor across all cases visited for the field mission.

## Key Findings

A high-level assessment of cities along the transport corridors is given in Table 1. There is no holistic and integrated approach to national economic planning, transport corridor investment and urban development. This contributes to poor development outcomes and reduces economic impacts of the corridor. There are significant negative externalities directly attributable to corridor developments across the participating cities – many of these could have been anticipated and managed with better up-front planning between the different levels of managing agents and agencies. Basic transport planning, traffic management and provision of land to support transport and logistics activities are all simple measures that can be readily built into city–corridor planning and investment processes. There has been a lack of effective inter-regional implementation agency coordination and there is a need to drive a "vision" to connect and coordinate urban projects at different urban scales and between cities.

Overall, the participating cities do not take advantage of their position along the corridor, although there are significant opportunities to optimise positive impacts and minimise negative impacts. But the cities' capacities to manage city–corridor integration is generally weak. In general, the cities faced several constraints to planning and implementing their responses to national corridor developments, ranging from the structural limitations of the governance and institutional arrangements framing their freedom of action, to local-level capacity deficits related to core urban planning and infrastructure investment and service delivery.

Structurally, urban governance is fragmented with tensions between centralisation and decentralisation impeding more effective planning for city integration with corridor developments.

- **Finance:** the local administrations do not have funds to carry out feasibility studies and some of the studies conducted are scattered and not coordinated.
- **HR:** the local administrations do not have sufficient human resources to carry out the assigned missions, a challenge that often intensifies with smaller centres.

Table 3 - From Evidence and Conclusions to Recommendations: Cameroon Snapshot (1 of 3)

| | Duala | Edéa | Yadonda | Bertoua | Garoua Boulaï | Cross-sectional commentary |
|---|---|---|---|---|---|---|
| **1. Status of corridor infrastructures** | • Concerns the urban section of the RN3 from the East entrance at Yassa to the port of Douala. | • Concerns the urban portion of RN3, which extends over a linear distance of 33 km<br>• Connected to several major routes (RN3, RN7) that link the city to the Port of Kribi, the Port of Douala, and Yaoundé.<br>• The roadway is degraded along the corridor.<br>• Potential to exploit river and rail corridors in connection with RN3. | • Concerns the RN3 starting from Mbankomo, entering the city through Mvan, and continuing via the RN1 to Bertoua, passing through Nkoabang.<br>• The section from Mvan to Nkoabang is very degraded and congested. Once planned as a bypass, this section is now fully within the city.<br>• Majority of the goods traffic remains within the city to serve factories, hardware stores, markets, and ongoing construction sites. | • Concerns the urban portion of RN1 fom Yaoundé that crosses the city in the direction of Garoua Boulaï.<br>• The roadway is very degraded with several "elephant potholes", yet in city it's sufficiently wide.<br>• A single narrow bridge allows the crossing of the Djadombé watercourse. | • Concerns the urban portion of RN1 that crosses the council to the border.<br>• The roadway is very degraded with several "elephant potholes".<br>• City entrance is narrow and cluttered with a municipal market. | • The condition of the corridor section is deplorable due to conflicting management competencies.<br>• The geometry of the corridor must align with the potential functions of the infrastructure in an urban environment, to enhance attention to issues such as road safety.<br>• For rapidly growing cities, the bypass should be considered as an alternative. |
| **2. Status of City-Corridor Integration** | • Moderately well-connected to the city by various infrastructure elements, although the bypass is still under consideration.<br>• The port is encircled by the city, and the urban portion of the corridor now traverses densely populated areas, including markets, with poor integration of pedestrian mobility.<br>• The corridor from Yassa to the port does not adequately serve the neighbouring districts or pedestrian crossings.<br>• Originally designed as an expressway, some parts of the corridor have seen significant economic development, benefitting from the proximity to the road. | • Traverses the city of Edéa from end to end.<br>• Mainly a transit route from which primary roads, sometimes in poor condition, branch off.<br>• These primary roads serve as access routes to the inner neighbourhoods,<br>• The central position of the corridor sometimes makes crossing the city by vehicle difficult, in the case of traffic jams, as well as dangerous for pedestrians.<br>• Some sections of the corridor include spaces for different types of mobility and uses.<br>• There is a lack of intermodality management, | • Well connected with a network of secondary roads serving the inner neighbourhoods.<br>• MVAN-NKOABANG section is poorly integrated with the uses and modal fragmentation. The roads are narrow, and homes, businesses, and other built spaces have been established along the corridor without real control from authorities.<br>• Integration with soft and lighter mobilities (vehicles, motorcycles, buses, pedestrians) needs to be improved. However, it is worth noting the existence of urban bus stops and private travel agencies that are equipped with all amenities. | • Well connected with a network of secondary roads serving the inner neighbourhoods.<br>• Integration with soft and lighter mobilities (vehicles, motorcycles, buses, pedestrians) needs to be improved. | • Does not integrate other forms of mobility (for example, there are no pedestrian crossings).<br>• Management of the market's expansion along the corridor may pose problems in the long term - the Council has established truck paring areas to regulate this activity. | • Urban planning tools need to integrate the corridor into the urban architecture.<br>• Sustainable urban mobility programmes must be holistic in terms of regulating traffic allocation. |
| **3. Coordination and Integration of National and Local Plans** | • Douala has a range of planning documents covering all spatial management issues with an economic focus.<br>• Regional and communal documents are aligned according to the regulatory framework that prescribes alignment of local and regional programmes with SND30 and sectoral sub-strategies.<br>• Sectoral Ministries organise consultations to develop projects, such as the Douala bypass road between MINTP and CUD. However, local scale considerations in planning remain insufficient, as evidenced by the design of Douala's East entrance, which did not integrate CUD's forecasts. | • Edéa has a PDU with relevant orientations, despite dating back to 2015, as well as POS for the Edéa 1st and 2nd councils. These documents guide the actions of the local administrative authority, and their recommendations have been taken into account in the PRD.<br>• The PDU considered the need to organise traffic and leverage its position by: (1) creating a bypass linking the corridor at the entrance and exit, at the junction with Kribi, (2) creating a port at Mbengue. | • A regulation defines the schedules and routes for heavy vehicle traffic. Compliance with this regulation reduces the impact of transit traffic on already significant congestion. | • The city of Bertoua has planning documents at the regional and communal levels. However, the PDU and Land Use Plan need updating. The city has planned a bypass, but it is not considered a priority by CONAROUTE.<br>• The projected route needs modification due to the planned construction of the University of Bertoua on one of the initially reserved rights-of-way. | • The city awaits the central government's planned border market and bus station projects. The Councils are taking initiatives towards local improvements by dedicating municipal competence roads to the bypass. So far, bypass or corridor rehabilitation works are not planned | • The urban platform should help to ensure dialogue between different national and local actors towards greater harmony and efficiency. |
| **4. Key Issues in local Planning** | • Lack of integration of local mobility needs: the design of the corridor neglects the needs of pedestrians and local traffic, resulting in dangerous crossing points and insufficient access for neighbouring districts.<br>• Economic activities along the corridor: unplanned economic activities have emerged along the corridor, causing congestion and reducing the efficiency of the road as a fast transit route.<br>• Inadequate local infrastructure: surrounding neighbourhoods lack sufficient secondary roads and connectivity to the main corridor, limiting access to economic opportunities and essential services.<br>• Traffic congestion: high traffic volumes and bottlenecks at key points, such as roundabouts, hinder smooth flow and increase travel times.<br>• -Future expansion and development lans: insufficient consideration of future growth and urban expansion of Douala, as planned in the PDU, leading to inefficiencies and long-term connectivity issues.<br>• Land security and compensation issues: significant delays in project implementation due to land security and compensation problems. | • The impact of the corridor has not been analysed and integrated into local planning. The PDU includes the expansion of RN3 without any vision of the restructuring that should accompany such an expansion.<br>• The management of the corridor falls under the MINTP, which generally leads to a lack of regulation by the CUE, for example, in managing illegal parking.<br>• The difficulty in securing or managing public road easements leads to speculation and the anarchic occupation of informal businesses. The available POS is not applied, creating a disorganised and unattractive corridor frontage.<br>• Unexploited strategic position: Edéa's strategic position as a connection hub between Douala and Yaoundé is not sufficiently exploited to stimulate local economic development.<br>• Deficiency in supporting infrastructure: supporting infrastructure, such as secondary roads and public facilities, is insufficient to fully leverage the corridor.<br>• Environment and quality of life: the absence of integrated planning negatively affects the environment and the quality of life of residents, with problems of pollution and congestion.<br>• Interinstitutional coordination: better coordination between different local and national institutions is necessary to ensure coherent and effective management of the corridor.<br>• Lack of planning for soft mobility: the needs for soft mobility, such as bike paths and sidewalks for pedestrians, are not sufficiently considered, making non-motorised travel difficult and dangerous. | • Lack of consideration for local mobility needs within the corridor. Authorities are planning a bypass around Yaoundé.<br>• Land security issues delaying projects.<br>• Insufficient coordination between different local and national institutions, especially regarding corridor management.<br>• Local or national planning includes the creation of a bypass around Yaoundé; however, it does not integrate the requalification or rehabilitation of the current route, nor does it include measures to mitigate the current negative effects.<br>• It is difficult for local authorities and central authorities to organise and manage the informal economy that has developed along the corridor | • Lack of consideration for local mobility needs within the corridor. Authorities are planning a bypass around Yaoundé.<br>• Land security issues delaying projects.<br>• Insufficient coordination between different local and national institutions, especially regarding corridor management.<br>• Local or national planning includes the creation of a bypass around Yaoundé; however, it does not integrate the requalification or rehabilitation of the current route, nor does it include measures to mitigate the current negative effects.<br>• It is difficult for local authorities (RLAs) and central authorities to organise and manage the informal economy that has developed along the corridor | • Outdated summary planning document.<br>• Lack of vision regarding the city's growth and development. The city takes "band-aid" measures that are not sustainable.<br>• The Council is neither equipped for, nor capable of, conducting a number of projects necessary for improving corridor integration.<br>• It has been difficult to manage the numerous private initiatives.<br>• In consultation with central administrations, engage in organising the proper functioning of public administrations at the border with the CAR by constructing an adjacent control post. | • Regional and communal programmes must be carried out jointly, without any other considerations, as stipulated by the regulations. |

Table 3 - From Evidence and Conclusions to Recommendations: Cameroon Snapshot (2 of 3)

| | Duala | Edéa | Yadonda | Bertoua | Garoua Boulaï | Cross-sectional commentary |
|---|---|---|---|---|---|---|
| **5. Major Benefits of the City–Corridor Relationship** | • Despite issues related to congestion and urban degradation, the corridor has enabled the city of Douala to capture economic benefits and activities:<br>• 1. Facilitation of commerce and logistics: the corridor allows the transportation of goods to and from the port of Douala, reinforcing the city's role as a regional logistics hub.<br>• 2. Improved market access: local businesses benefit from better access to national and international markets, thus increasing trade opportunities and economic growth.<br>• 3. Attraction of investments: better connectivity attracts national and foreign investors, promoting the development of new businesses and job creation.<br>• 4. Boosting local economic activities: businesses, services and industries have developed along the corridor, taking advantage of the proximity to the main transportation route.<br>• 5. Strengthening the real estate sector: demand for land and properties along the corridor has increased, thereby stimulating real estate development and investments in urban infrastructure.<br>• 6. Increased urban mobility: better connectivity facilitates the daily commutes of residents.<br>• 7. Tourism development: improved accessibility promotes tourism, attracting visitors and generating additional revenue | • Transit traffic has led to the opportunistic development of an economy along the corridor in Edéa. This has impacted entrepreneurship and job creation, although it is mostly in the informal sector.<br>• The proximity to major cities and main ports, as well as the connection via the corridor, reinforces the city's historical industrial activity and presents an opportunity to attract other large industries. | • Despite the issue of congestion, the corridor generally facilitates commerce and logistics, improving market access and attracting investments. The corridor has promoted the creation of new neighbourhoods. The development of the informal economy in the context of job shortages is an opportunity linked to the corridor. | • Economic and social development: The city of Bertoua already benefits from its position at the intersection of several corridors, as well as from industrial activities taking place in the Eastern Region (timber and mineral exploitation). Indeed, these economic activities attract new populations in search of jobs and create new opportunities for business development, mainly in the services and real estate sectors. Over the past five years, Bertoua has transformed with the arrival of hotels, banks and numerous formal and informal businesses along the corridor.<br>• Facilitation of logistics: The corridor facilitates connections between the urban centre and activity zones, as well as the transportation of goods to the port of Douala, the Central African Republic, and Chad.<br>• Facilitation of visitor mobility: the corridor makes the city of Bertoua accessible for tourism purposes. The CUB is already leading projects in collaboration with the private sector, such as minibuses that provide low-cost urban transport (100 to 200 FCFA compared to 1000 FCFA for the same trip by motorcycle), managed by OVERLINE. This experience and several others led by the CUB highlight the dynamism and interest of the private sector in carrying out profitable development projects. | • The municipality and private sector actors are already capitalising on transit traffic and the passage of the corridor through the city. Indeed, revenue-generating projects have been implemented (municipal truck parks, shops along the corridor, transit facilitation companies). However, these initiatives need to be supported and strengthened. | • Limit unregulated spontaneous effects that may encourage the informal economy, which has no real impact on the municipality and often detracts from the aesthetic improvement of the city.<br>• Transporters and/or drivers should be treated like tourists, with a well-structured service offering.<br>• Traffic regulation helps to avoid congestion, pollution, and insecurity on the road. |
| **6. The negative impacts of the city–corridor relationship** | • Traffic congestion: the high concentration of vehicles, especially during peak hours, leads to significant traffic jams, increasing travel times and reducing transport efficiency. For example, it takes about 2 hours to travel from the port to the city exit.<br>• Air pollution: increased traffic contributes to high air pollution, affecting the health of residents and the urban environment. In 2018, the production of transport-related GHG emissions in the city of Douala was estimated at 161 MtCO2e per year.<br>• Infrastructure degradation: accelerated wear and tear of roads and infrastructure due to intense traffic causes accidents and traffic slowdowns.<br>• Road safety: the increased number of vehicles and the lack of appropriate safety measures increase the frequency of accidents.<br>• Lack of consideration for other types of mobility: the vehicle-oriented design neglects the modal split of the city and related needs. Crossing can be dangerous for pedestrians. Sudden stops by taxis and motorcycle taxis cause numerous slowdowns and accidents.<br>• Pressure on urban services: rapid urbanisation along the corridor puts pressure on public services, such as water, electricity and waste management, potentially leading to shortages and inefficiencies.<br>• Anarchic occupation of public easements along the corridor: land ownership conflicts and delays in compensating affected populations can slow down projects and provoke social tensions.<br>• Environmental impact: the corridor, designed in alignment with its functional dimension, lacks amenities and has very few green spaces. The road edges are also entirely paved. The corridor becomes experientially problematic in a city where the temperature reaches 35.5°C during the dry season.<br>• 10. Public health: truck drivers are a highly mobile group with risky sexual practices, leading to the transmission of STIs, HIV, and so on. | • Traffic congestion due to the presence of the weigh station at the city entrance leads to numerous traffic jams, especially when one of the two weigh stations is out of order.<br>• Anarchic parking of trucks along the road due to the absence of a rest area.<br>• Presence of clandestine mobility, with buses picking up passengers at the intersections of RN7 and RN3.<br>• A single main road serving the entire city with one bridge that is no longer able to handle the continually increasing traffic. | • The corridor's lack of green spaces or vegetation cover accentuates its unsuitability for pedestrianisation.<br>• Urban disorder (anarchic parking, unsanitary conditions, occupation of roadways and sidewalks).<br>• Pollution related to transport in the city was 1000 µg/m³ in 2018, that is, 20 times higher than the threshold recommended by the WHO.<br>• City congestion due to the presence of factories and other delivery points in the city centre.<br>• Infrastructure degradation.<br>• Pressure on urban services. | • Infrastructure degradation.<br>• Numerous serious accidents.<br>• Air pollution.<br>• High noise pollution.<br>• Anarchic parking of trucks.<br>• Slowdown on the Djadombé bridge, the only bridge allowing crossing to Garoua Boulaï, which has unsuitable dimensions for the type of trucks and traffic that use it.<br>• During breaks, drivers sometimes become vectors of STIs, HIV. | • Severe congestion at the border.<br>• Fraudulent collection of taxes at the border.<br>• Congestion at the city entrance.<br>• Extremely degraded roadway, particularly at roundabouts, which have "elephant potholes".<br>• Proliferation of STDs and STIs.<br>• - Development of informal street markets at the border. | • Congestion must be prevented with well-located and organised parking areas, like the CNCC Life Centers.<br>• The consumption of alcohol and narcotics must be prohibited for this category of consumers.<br>• Other offerings with physical impacts should also be discouraged to ensure that drivers can properly recover before getting back on the road.<br>• Pollution also remains a negative effect that needs to be addressed.<br>• Axle load control is an important educational aspect, as ignorance of it leads to the impairment and destruction of roads in both urban and rural areas.<br>• In urban areas, the corridor does not seem to align with the constraints of sustainable or durable mobility. |

Table 3 - From Evidence and Conclusions to Recommendations: Cameroon Snapshot (3 of 3)

| | Duala | Edéa | Yadonda | Bertoua | Garoua Boulaï | Cross-sectional commentary |
|---|---|---|---|---|---|---|
| **7. Key future planning actions to strengthen the corridor** | • Improvement of Local Connectivity: Integrate pedestrian and cycling mobility solutions to ensure better accessibility and safety.<br>• Integrated Infrastructure Planning: Coordinate the planning and execution of infrastructure projects between local and national authorities.<br>• Ensure that development projects, such as BRT, take into account local needs and urban forecasts.<br>• Proactive Traffic and Safety Management:<br>• Implement traffic management measures to reduce congestion at critical points like roundabouts.<br>• Take measures to raise awareness and crack down on incivility.<br>• Strengthen road safety measures to protect pedestrians and reduce accidents.<br>• Orderly Urban Development: Encourage organised economic development along the corridor to prevent informal and anarchic activities.<br>• Establish planned commercial and industrial zones on the outskirts to stimulate the local economy.<br>• Coordination and Community Participation:<br>• Strengthen coordination among different stakeholders, including local communities, to ensure inclusive planning.<br>• Encourage community participation in decision-making regarding infrastructure and development projects. | • Analysis and Integration of Corridor Impact:<br>• Conduct a detailed analysis of the corridor's impact on the city and integrate the results into urban planning.<br>• -Develop a restructuring plan for the RN3 to accompany its expansion, taking local needs into account.<br>• Strengthening Local Management:<br>• Improve coordination between decentralised services, MINTP, and CUE for better corridor management.<br>• Ensure more proactive local management of public road reserves to prevent speculation and anarchic occupation.<br>• Strict Enforcement of the Urban Development Plan:<br>• To organise and beautify the corridor frontage.<br>• Implement measures to secure public spaces and encourage orderly commercial development.<br>• Exploiting the Strategic Position:<br>• Use Edéa's position as a connection hub to attract investments and stimulate local economic development.<br>• Development of Supporting Infrastructure:<br>• Invest in local infrastructure to support transport (multimodality, logistics, parking, commerce, secondary roads, public facilities, etc.) to complement the main corridor.<br>• Promotion of Soft Mobility:<br>• Integrate bike lanes and secure sidewalks into urban planning to facilitate non-motorised travel.<br>• Formation of Land Reserves:**<br>• Create land reserves for future projects. | • Analyse and plan the restructuring of the current corridor route to improve its integration into the urban fabric.<br>• Strengthen local governance and coordination with central administrative authorities.<br>• Regain control over the occupation of public spaces.<br>• Develop support strategies for the population, and implement stricter control and enforcement mechanisms to curb anarchic occupation. | • Update the Urban Master Plan.<br>• Develop a sustainable mobility plan.<br>• Establish a consultation framework.<br>• Improve local management of public spaces.<br>• Strengthen supporting infrastructure.<br>• Integrate bike lanes and secure sidewalks.<br>• Belabo is the railway terminus that could serve as an intermodal transfer platform and also potentially function as a logistics platform in the development map of value chains. | • Update planning documents.<br>• Establish a consultation framework with central authorities and decentralized services. | • Urban mobility programmes should be carried out by multidisciplinary teams (urban planners, environmentalists, infrastructure and transport engineers, architects, etc.) to consider all determinants of urban mobility (ensuring fluidity, safety, beautification, etc.).<br>• The corridor should also be part of the development of the hinterland within its zone of influence |
| **8. Potential project interventions** | • Support the decongestion of the city by creating industrial zones in its expansion area.<br>• Improve the integration and connectivity of the corridor (creation of overhead walkways and green corridors to connect parts of the city separated by the corridor and bring back vegetation cover).<br>• 3Support the formalisation and organisation of informal activities along the corridor frontage. | • Creation of an activity zone including a wholesale market (like Rungis), a logistics base, and industrial zones.<br>• Expansion and restructuring of the RN3.<br>• Multimodal hub: construction of a station including both train and bus terminals.<br>• Support the formalisation and organisation of informal activities along the corridor frontage. | • Support the formalisation and organisation of informal activities along the corridor frontage.<br>• Funding for the restructuring of the current corridor route to improve its integration.<br>• Support multimodality with the implementation of urban logistics. | • Support the formalisation and organisation of informal activities along the corridor frontage.<br>• Expansion and restructuring of corridor roads.<br>• Construction of a modern rest area.<br>• Creation of a logistics platform in Belabo to support multimodality and the development of value chains. | • Support the formalisation and organisation of informal activities along the corridor frontage.<br>• Support the rehabilitation of existing bypass roads.<br>• Creation of a logistics base with a modern rest area.<br>• Creation of a single border control post.<br>• Creation of a border market | • Support traffic management at the regulatory and operational levels.<br>• Create parking areas in appropriate locations.<br>• Urgently repair the current damages to the corridor in urban areas.<br>• Training and awareness-raising for drivers on city crossings.<br>• Professionalisation and formalisation of stakeholders |
| **9. General assessment** | • Regulatory measures must be implemented at the Douala Port exit, with strong educational efforts followed by enforcement, while waiting for the development of more effective solutions, such as a bypass. | • Ultimately, the vehicle weighing station, currently located in the middle of the city, should be moved to a more suitable site. | • The bypass road is necessary and even mandatory, and measures are being taken in this regard by planning two ring roads to the east and west to serve as bypass routes. New urban transport projects (BRT, expressways, etc.) should be formulated so as to improve urban traffic without impacting through-traffic. Similarly, since not all large vehicles are in transit, regulatory measures and even route assignments for warehouses and other heavy traffic should also be implemented. | • Increase awareness and monitoring of road safety in urban areas.<br>• Develop the bypass project for the urban community. | • The border character of the municipality should be a central consideration in developing basic services, both for business and for managing transit vehicle traffic in the city. | • Focus on traffic regulation to combat congestion, pollution, and insecurity.<br>• Develop rest areas to be used as life centres with restaurants, accommodation, showers, places of worship, technical services (vehicle repair, vulcanisation, etc.) and more.<br>• Organise income-generating activities that can develop around the rest areas (markets for local products, etc.).<br>• Raise awareness about reprehensible or discouraged behaviours (drugs, prostitution, etc.). |

In terms of planning and managing the key urban interface with the corridor, there are a number of important shortfalls and areas where high-impact interventions are needed:

- **Land Use and Spatial Planning:** there is a lack of coordination across plans at the national and local levels, impacting the right to develop acquired land and delaying the further implementation and development of the corridor. For instance, the national Ministry can sell or rent developable land to the private sector, but even where the latter has a valid proposal and has secured the development land, this may not conform to the local-level development plan.
- **Externalities:** traffic congestion along the corridors is another important externality identified by local stakeholders. The trunk corridor's integration with the urban land use and transport systems is typically poorly designed. Last-mile connectivity is also impaired due to this poor integration. Typical conflicts arise over logistics support functions such as parking and repair areas for trucks.
- **Unplanned Developed and Informal Economy:** corridor connectivity- and logistics-related functions generate extensive economic activity, much of which is takes the form of a "scattering" of the informal economy along the corridor, thus increasing congestion. There is a boom in commercial services in cities like Bertoua, Edéa and Garoua Boulaï, but these remain unregulated. The "corridor informal economy" proliferates which is largely positive (in terms of jobs and incomes) but suboptimal in terms of traffic management, safety and efficient land use (as well as in terms of more formal land value capture).
- **Integrated Transport Planning:** the corridor is multimodal and more needs to be done to better balance rail and road modes, and, where possible, to assess the case for modal shifts (from road to rail). Measures need to be taken to avoid overloading the road mode and to reduce transport costs, as well as to develop logistic platforms.
- **City-Regions and Value-Chains:** greater attention should be given to the corridor "areas of influence" and how the trunk corridor can be better connected to service city-region value-chains' access to markets (e.g. agro-industries).

## Recommendations: Soft and Hard Measures

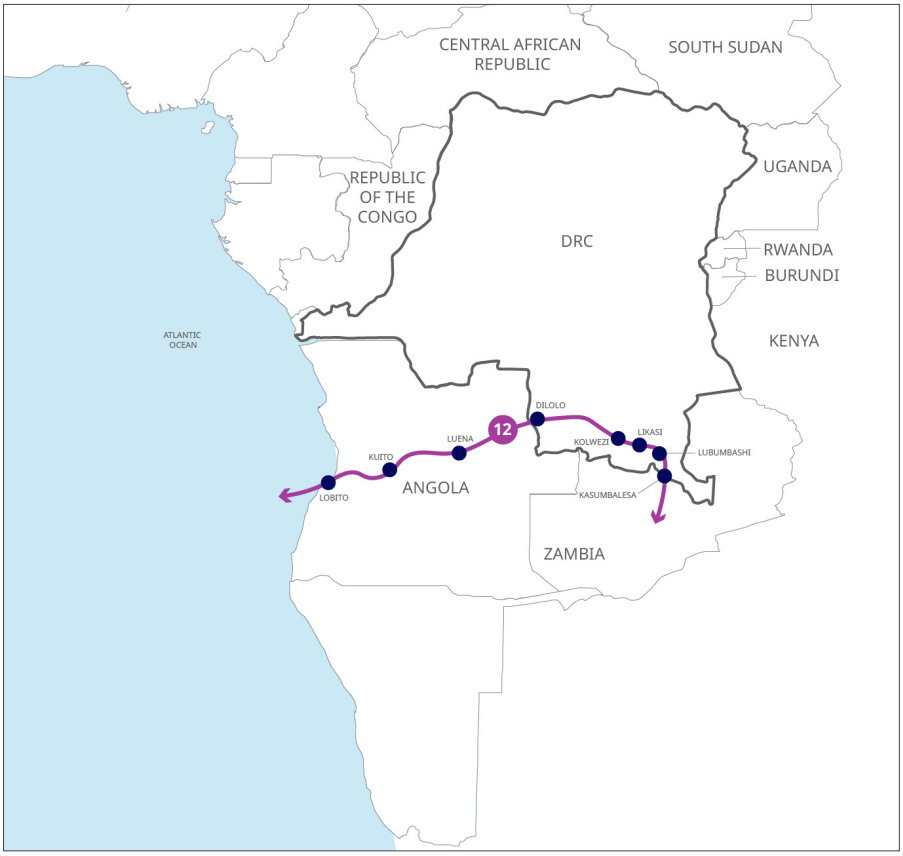
- **Enabling Environment, I:** the institutional and policy framework shaping city-level responses to better capturing corridor opportunities and managing externalities is often not favourable to cities. There is a need to improve the enabling environment in terms of (up front) planning and better consideration of city-level and last-mile issues in order to improve, from an earlier stage, the following: urban mobility, connectivity, congestion and safety, and incorporate economic development initiatives. The urban governance of the corridor is hampered by the presence of multiple actors, including the Ministry of Public Works (MINTP), the Ministry of Transport (MINT), city councils, councils, regional councils, and the National Road Committee (CONAROUTE). The absence of a consultation mechanism for consideration of management and interventions that concern the entire corridor exacerbates poor corridor performance. The coordination and harmonisation of planning processes are low-cost but high-impact reforms that can deliver substantial benefits.
- **Enabling Environment II:** Practical approaches and measures are needed to address the challenges in accessing land, land security and land use conflict management, including competing claims from different tiers of government and its related agencies if more effective and efficient planning for city–corridor integration is to be realised. Thinking through land management issues at the policy, planning and project design stages is critical to raising the likelihood of successful implementation (in terms of both efficiency and speed of implementation), as well as sustainable and equitable impacts. Land and cadastral management are key underlying enablers of better development outcomes.
- **Enabling Environment III:** A potentially low-cost quick win is to create a platform to facilitate dialogue across all tiers of government, that also brings in the private sector and communities, on how best to improve city–corridor integration, with the strategic intent of transforming national development outcomes. A useful first step may be to bring stakeholders together to share their experiences to date and identify priority areas for improvement, both those aligned with implementing national policy initiatives (attractive to central government), and on-the-ground ameliorations (attractive to cities and their local stakeholders). Other corridors are reflecting on their strategies and how to improve effectiveness. This dialogue may also be linked to the green transition and green logistics chains, so as to support city-region value-chain growth.

- **City Level Responses**: All cities had identified opportunities to improve city–corridor integration through achievable city-level interventions. There is merit in preparing "rapid" economic transformation pathways at the city level, where a menu of interventions is identified:
    - **Practical Planning:** Simplified planning initiatives (avoiding years spent in preparing plans that will never be implemented) can at least frame and guide land use and infrastructure, so as to speed up implementation and enhance the bankability of investment proposals. Most of the cities along the corridor need to update or modify their plans. Key to simplified planning processes is extensive stakeholder engagement, with a particular focus on communities and the private sector, in order to capture the creativity of wider interest groups as well as addressing concerns and risks early in the planning process.
        - Larger strategic infrastructure investment to tackle major bottlenecks and unlock productivity. This includes:
        - Transport investments at local level which will require joined-up support from national and/or regional authorities such ring roads, key connector linkages, transport interchanges and modal choice enhancement.
        - Strengthening transport and related network operations and maintenance activities to improve connectivity and mobility as well as to create local employment.
        - Land use and economic infrastructure such as dry ports, logistics facilities, economic zones, and larger property-based projects that have a strong market rationale and are suitable for private sector participation.
        - Public markets and logistics facilities to stimulate local value-chain growth, food security, and improve the operating environment of the informal sector.

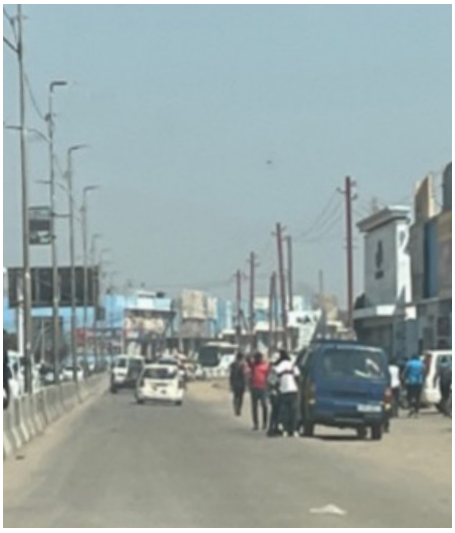
- **Start Small and Scale Up:** given the constrained capacities of many of the corridor cities, a parallel intervention pathway should be considered where smaller-scale interventions (the scale being relative to the implementation capacity of the city considered) are co-developed and implemented. These can range from local transport network investments to improve traffic congestion and road safety issues, small scale economic infrastructure investments that are scalable, and regulatory changes that improve the ease of doing business and regularise informal sector activities using strong market-systems and pro-poor approaches (opening up value chains by supporting access to land, markets and connectivity).
- **Green Transition and Green Logistics:** all the corridor cities should explore how they can capture the benefits and financing opportunities that relate to green corridor initiatives, especially at the local level, where negative externalities are concentrated. Cameroon's multimodal transport initiatives fit well here.
- **Empowering Cities is the Key to Corridor Success:** the evidence collected through the field missions clearly demonstrates that without effective city-level responses to transport corridor development, economic impacts are severely impaired with loss of output (increased transport costs and reduced access to markets) and jobs. Cameroon does not have a fully-fledged decentralisation policy. The capacity to function effectively at city level is far from that which would be required for sound government. This constrains the availability of the major investments in corridors that are needed if they are to achieve their full potential, and thus compromises national development objectives and outcomes. A necessary step to effective transport corridor development, and indeed to the transition to an economic development corridor, is to invest in building the capacity of cities to act as creative and effective partners in implementing economic development corridors, throughout the policy and project lifecycle.

Table 4 - From Evidence and Conclusions to Recommendations: DRC Snapshot

| | | Lubumbashi | Kasumbalesa | Likasi | Kolwezi |
|---|---|---|---|---|---|
| | **Population** | • + 2,900,000 | • + 700,000 | • + 650,000 | • + 1,500,000 |
| | **City Function and Position in the Urban Hierarchy** | • Metropolis of the Katanga mining region | • Border and customs town | • Historic and transit city with high agricultural potential | • Growing and strategic hub |
| 1 | **Condition of the Corridor Infrastructure** | • Good condition, size | • Narrowness and less degradation | • Good condition, size | • Good condition, size |
| 2 | **City Status – Integration of Corridors** | • Transportation and logistics hub | • Entry and exit point for mining production and mining inputs in DR Congo | • Transit city whose bypass avoids the urban area | • A strategic city at the turning point of green energy.<br>• Load-breaking point following the state of the Kolwezi to Dilolo corridor |
| 3 | **National – Coordination of Local Planning and Integration Status** | • Decentralised services working in partitions and in the absence of a forward-looking development tool | • Decentralised services working in partitions and in the absence of a forward-looking development tool | • Decentralised services working in partitions and in the absence of a forward-looking development tool | • Decentralised services working in partitions and in the absence of a forward-looking development tool |
| 4 | **Key Issues in Local Planning** | • No coordination of services on the corridor<br>• Low staff skills<br>• Lack of planning and management tools<br>• Low competitiveness of the city | • No coordination of services on the corridor<br>• Low staff skills<br>• Lack of planning and management tools<br>• Low competitiveness of the city<br>• Low own resources | • No coordination of services on the corridor<br>• Low staff skills<br>• Lack of planning and management tools<br>• Low competitiveness of the city<br>• Low own resources | • High environmental pollution<br>• Difficulty of diversifying the local economy<br>• Lack of vision and prioritization of investments from a sustainable perspective |
| 5 | **City–Corridor – Major Benefits** | • Mobility and accessibility of the zoning | • Strong transport and customs activities | • Junction of traffic linked to the corridor and joining the two provinces (Haut-Katanga and Lualaba | • Mobility and accessibility of the zoning |
| 6 | **City–Corridor – Major Negative Impacts and Issues** | • Congestion, accidents, pollution | • Congestion, accidents, insecurity, health risks | • Congestion, accidents, pollution | • Congestion, accidents, pollution, linear urban sprawl |




Map 2 - LOBITO Corridor and Secondary Cities - DRC.



# Annex 2: DRC Snapshot

## Context

The national political framework for the development of cities derives from a number of strategic orientations contained in the National Strategic Development Plan (NSDP), which also forms the basis for the Government's Action Plan. To this should be added the National Spatial Planning Policy (PNAT), which is the reference point for any ongoing updates to law or urban planning code. As far as corridors are concerned, it should be noted that these are minimum interprovincial infrastructures that are, in the majority of cases, on national roads under the responsibility of the central authorities, both from the point of view of construction and maintenance, through the Office of Roads (OR). The challenges of Spatial Planning refer to the need to develop the framework and strategic orientations of the National Policy on Spatial Planning and Urban Planning. This will make it possible to update and modernise the Decree on Urban Planning of 20 June 1957, which has become anachronistic in view of the changes that have occurred in the country in terms of political, administrative and territorial organisation, and in other sectors of national life.

While corridors fall under the sectoral policies of transport and infrastructure, as well as the public works sector in the sense of the infrastructure and services attached to them, urban production is based on three interrelated processes and assets: urban planning (the city's vision and development prospects), land as a receptacle, and the real estate framework (that is, for the built-up area). The City and the Corridor are thus aligned with the concerns of multiple stakeholders, in particular those in roles relating to spatial or territorial management (Land Affairs, Urban Planning and Housing, Spatial Planning) and those in Transport Infrastructure (Transport and Public Works), which are strongly favourable to central government priorities and where the local level still has very little room for operation in terms of means of action. Decentralisation, which is supposed to confer powers on Decentralised Territorial Entities, is part of a daily experience that consecrates the state of affairs, vis-à-vis the challenges faced by these ETDs, in particular, which include:

- The challenge of appropriation: the assimilation of the Constitution and its different implications in terms of the common life of citizens.

- The challenge of taxation: to make effective and automatic the retrocession to the provinces of the mandated 40% of national tax revenues.
- The political challenge of ensuring: i) administrative efficiency and good governance; (ii) democracy and participation; iii) the recognition and consideration of local identities; and (iv) assistance in conflict transformation.
- The challenge of governance, of which the levers are not only the actors' level of commitment, but also their ability to foresee the levers of the qualitative and quantitative transformation of their ETDs.
- The challenge for macroeconomic cohesion and public finances: to ensure that the overall budget is balanced.

Four pilot cities were visited: Lubumbashi, Kasumbalesa, Likasi and Kolwezi, which have the following status:

- Lubumbashi: regional centre and urban hub – second largest city in the DRC.
- Kasumbalesa: cross-border logistics city of the corridor – serving passenger and goods movements between the DRC and Zambia.
- Kolwezi: capital of the province of Lualaba and strategic mining centre – focused on copper and cobalt, essential to the sectors of technological transition.
- Likasi: urban centre in the south-east of the DRC with an economic function centred on the mining sector (cobalt andcopper).

## Key findings

The main focal points of the Global Gateway are smart, clean and secure infrastructure in the digital, energy and transport sectors while strengthening health, education and research systems globally. Potential recommendations are aligned with the main objective of the study, including the proper functioning of urban areas along the corridors by unlocking the development potential of these corridors in urban areas. These recommendations are based on the observations, analyses and conclusions of the mission. These note the priority to be given to basic management improvements related to the city–corridor interface, with a strong emphasis on a more effective enabling environment and not only on major capital investment projects.

Key intervention themes emerging from the field work are:

- Road safety
- Congestion and congestion of the road
- Urban governance tools
- Capacity building of decentralised technical services
- Communication and popularisation of the regional development policy
- Acceleration of the adoption of the urban planning code
- The development of pilot provincial development plans for Haut Katanga and Lualaba
- The plea on the diligence of the return of financial resources.

## Recommendations: Soft and Hard Measures

The following intervention clusters are recommended (and described further in Table 3):

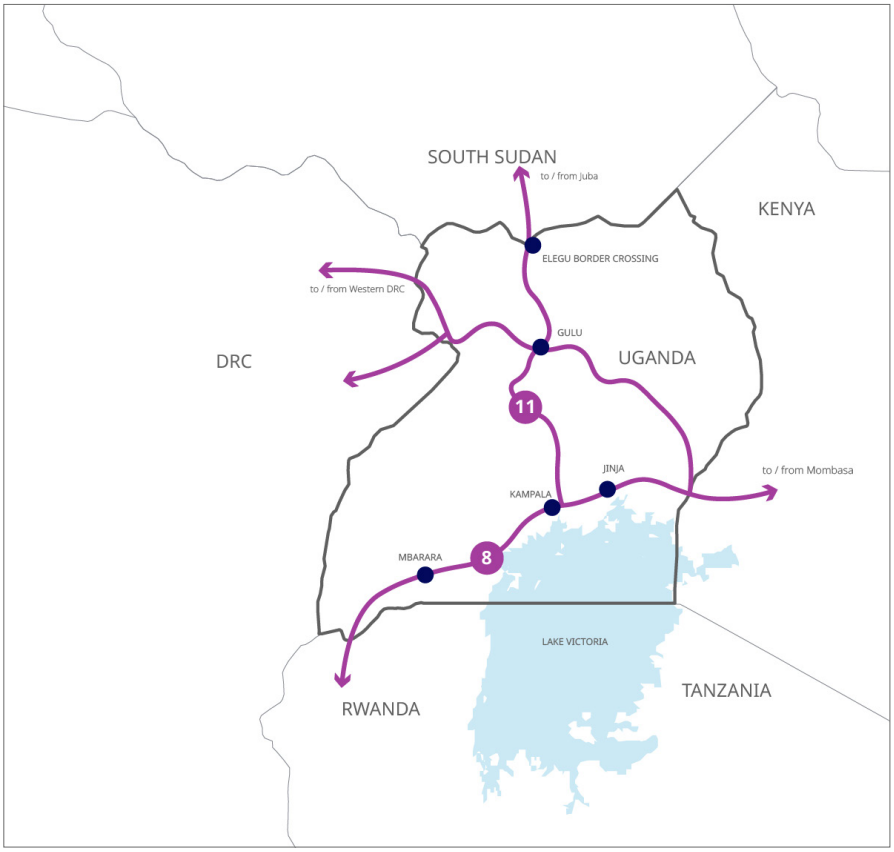
- Capacity building among actors
- Generation of development plans
- Stakeholder awareness
- Installation of signage.

| | | Lubumbashi | Kasumbalesa | Likasi | Kolwezi |
|---|---|---|---|---|---|
| | **Population** | • + 2,900,000 | • + 700,000 | • + 650,000 | • + 1,500,000 |
| | **City Function and Position in the Urban Hierarchy** | • Metropolis of the Katanga mining region | • Border and customs town | • Historic and transit city with high agricultural potential | • Growing and strategic hub |
| 1 | **Condition of the Corridor Infrastructure** | • Good condition, size | • Narrowness and less degradation | • Good condition, size | • Good condition, size |
| 2 | **City Status – Integration of Corridors** | • Transportation and logistics hub | • Entry and exit point for mining production and mining inputs in DR Congo | • Transit city whose bypass avoids the urban area | • A strategic city at the turning point of green energy.<br>• Load-breaking point following the state of the Kolwezi to Dilolo corridor |
| 3 | **National – Coordination of Local Planning and Integration Status** | • Decentralised services working in partitions and in the absence of a forward-looking development tool | • Decentralised services working in partitions and in the absence of a forward-looking development tool | • Decentralised services working in partitions and in the absence of a forward-looking development tool | • Decentralised services working in partitions and in the absence of a forward-looking development tool |
| 4 | **Key Issues in Local Planning** | • No coordination of services on the corridor<br>• Low staff skills<br>• Lack of planning and management tools<br>• Low competitiveness of the city | • No coordination of services on the corridor<br>• Low staff skills<br>• Lack of planning and management tools<br>• Low competitiveness of the city<br>• Low own resources | • No coordination of services on the corridor<br>• Low staff skills<br>• Lack of planning and management tools<br>• Low competitiveness of the city<br>• Low own resources | • High environmental pollution<br>• Difficulty of diversifying the local economy<br>• Lack of vision and prioritization of investments from a sustainable perspective |
| 5 | **City–Corridor – Major Benefits** | • Mobility and accessibility of the zoning | • Strong transport and customs activities | • Junction of traffic linked to the corridor and joining the two provinces (Haut-Katanga and Lualaba | • Mobility and accessibility of the zoning |
| 6 | **City–Corridor – Major Negative Impacts and Issues** | • Congestion, accidents, pollution | • Congestion, accidents, insecurity, health risks | • Congestion, accidents, pollution | • Congestion, accidents, pollution, linear urban sprawl |

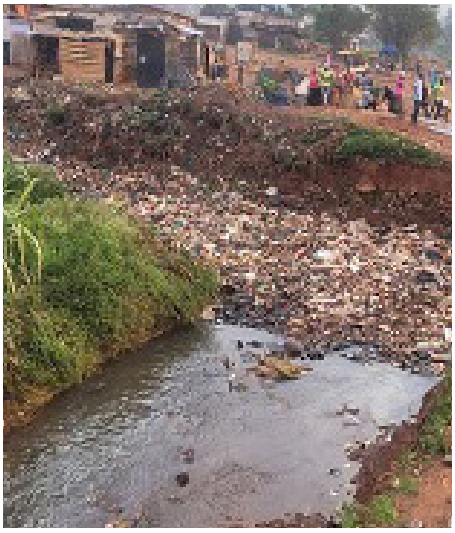
Table 5 - General Evaluation of City-Corridor Integration - DRC.

| Level | Findings and Evidence | Recommendations | Referral owner |
|---|---|---|---|
| **National** | • Scattering and/or conflicts<br>• Previous code from 1957<br>• Lack of a model | • Popularisation of the PNAT<br>• Adoption of the urban planning code<br>• Development of pilot tools<br>• National land use plan<br>• National Habitat Action Plan<br>• Development of a national policy for cities | • Ministry of Spatial Planning<br>• Ministry of Urban Planning and Housing<br>• Ministry Delegate in charge of Urban Policy |
| **Provincial** | • Lack of vision and territorial development strategies<br>• Lack of own human resources in charge of urban areas | • Development of strategic document: Provincial Development Plan<br>• Creation of provincial planning agencies and provincial urban development units | • Provincial Governments of Haut-Katanga and Lualaba |
| **Urban** | • Congestion, congestion and pollution<br>• Traffic accidents<br>• Less qualified urban staff<br>• Lack of urban planning and management documents<br>• Silent roads | • City bypass<br>• Improving road safety in urban areas<br>• Capacity building in urban technical services<br>• Development of decision-making tools (urban plans, digitisation of the cadastre, mobility plan)<br>• Improvement of secondary infrastructure: horizontal and vertical signage, construction of rest areas, parking lots, bus stations, dry pigs, motels, etc | • Urban and Provincial Authorities<br>• Urban Authority<br>• Urban and Provincial Authorities<br>• OR, OVD, ACGT, CNPR, OGEFREM, FEC, Urban Authorities |

Table 6 - General Evaluation of City-Corridor Integration




Map 3 - Map of Corridors and Cities – Primary and Secondary: Uganda.



# Annex 3: Uganda Snapshot

## Context

Successive National Development Plans (NDP) I, II and III have been tasked with realising the objectives of Vision 2040, the governing national development policy framework, through Government of Uganda (GoU) programmes and financing, with the collaboration of development partners. NDP III, which covers the period 2020/21 to 2024/25, asserts the significance of well-managed urbanisation for national development and socio-economic transformation, and the need for access to an efficient national infrastructure, notably transport, for the country's competitiveness. National policy statements for the urban sector and for transport, specifically the National Urban Policy (2017) and the National Integrated Transport Master Plan (2023) offer aligned perspectives.

However, until recently, the interrelationships between (national) planning processes and investment provision for urban development (i.e., for cities), and those for transportation and other connective infrastructures (including corridors) have not been closely drawn. The respective processes and investments which follow were also not visibly harmonised. Nonetheless, the National Planning Authority (NPA) plays a crucial role in coordinating sectoral-level development planning across Ministries, Departments and Agencies (MDAs) – not least in its stewardship of the NDPs.

The drafting of NDPIV (2026/6-2029/30) is currently being completed. Its goal is "to achieve higher household incomes and employment for sustainable socio-economic transformation". NDPIV will be implemented through five strategic objectives which emphasise infrastructure and service provision that can support economic growth, include a series of accompanying strategies under each objective, and are implemented through 20 programmes that follow. Objective 4, termed "Build and maintain strategic sustainable infrastructure in transport, housing, energy, water, industry and ICT", contains strategies for the further development of transport infrastructure, and for the better leveraging of the urbanisation process for development.

The link between managing the urbanisation process and the development of inter-modal transport infrastructure, including corridors, is now being more strongly made in these combined objectives. This is bolstered by the approval of the National Physical Development Plan (NPDP) in April 2024, which will mean the addition of a stronger spatial – and urban – perspective to national development planning. The influence of the NPDP, in conjunction with NDP IV programming, will likely consolidate the convergence of city and corridor planning and infrastructure provision. This is further strengthened by the GoU's demarcation of 15 "new cities", many of which are secondary or medium-sized cities on Corridors 8 and 11.

A series of completed and upcoming large-scale urban development programmes and transport infrastructure investments funded by GoU with the support of development partners have also raised awareness of the interlinked challenges of city and corridor development. These initiatives have already addressed such issues as underserved municipal services and infrastructure, unplanned spatial expansion, encroachment on transport infrastructures (which often require rehabilitation and upgrading), the maintenance of transport assets, and road and transportation safety. In effect, a platform has been delivered for further city-corridor integration interventions.

Fieldwork covered five selected cities which range from a metropolitan area (the Greater Kampala Metropolitan Area – GKMA, and its constituent local authorities, including Kampala Capital City – KCC) through secondary city (Jinja City, Mbarara City, Gulu City) and small city (Elegu Town) scales.

**Kampala** is the country's capital city, located in the Central Region, and situated within the wider GKMA metropolitan complex, which includes Kampala, Mpigi, Wakiso and Mukono districts. The GKMA is the economic engine of Uganda, producing some 70 percent of national GDP, and is set for considerable population and GDP growth over the next decade. Kampala hosts major manufacturing, service and retail businesses, administrative facilities, government offices, foreign embassies and key infrastructural developments. The city also boasts a vibrant informal economy, particularly in transport, trade, and retail, but also faces challenges of high unemployment and income inequality. Equally, Kampala struggles with municipal service and infrastructure deficits, notorious traffic congestion and inadequate public transport systems, with most commuters still dependent on walking and on private transport in the form of motorcycles (boda bodas) and minibuses (matatus).

The land use and planning frameworks of KCC and adjacent local government authorities in the GKMA have seen real progress in recent years. Most district and municipal authorities outside KCC have drafted structure plans or, in the case of Entebbe, an approved Physical Development Plan (PDP). District authorities have also drafted District Development Plans on a five-year cycle to 2024/5.

An Integrated Urban Development Master Plan for the Greater Kampala Metropolitan Area, funded by a Japan International Cooperation Agency (JICA) grant, was launched in September 2024 as a comprehensive and overarching initiative. The plan's spatial and urban expansion perspective is fully informed by the existing Northern Corridor (i.e., Corridors 8 and 11) road, rail and inland waterway infrastructures and also by the upcoming initiatives for their improvement and extension, which are incorporated in a list of priority projects for transport. Spatial planning and proposed spending for both municipal and transport services and infrastructure are in close alignment. Similarly, current and upcoming urban development projects and programmes in the GKMA area are well aware of Corridors 8 and 11 and how they facilitate internal and regional trade and the movement of people in the city region.

**Mbarara City**, located 270 km southwest of Kampala, is the largest regional city of Western Uganda. As a strategic urban node located directly on Corridor 8, it is a transit hub for cargo to DRC, Rwanda and to a lesser extent, to Burundi and Tanzania. It is also a major commercial agriculture centre with a growing dairy industry and other agro-processing and food and beverages plants. Factories are mainly situated on the eastern side of the city off the corridor roadway, which is in good condition in the vicinity of the city. There is seemingly a paucity of serviced industrial land. Like other Ugandan cities, Mbarara also faces the challenges of inadequate services and infrastructure, traffic congestion, informal urban sprawl due to uncoordinated and unplanned development, and environmental degradation The previous municipal government developed a Physical Development Plan (PDP) published in 2018 that clearly acknowledges Mbarara's positioning on the Northern Corridor, which is seen as providing significant economic development opportunities for the city.

In the past decade, a 14.5 km Mbarara City Northern Bypass was constructed with EIB and EU funding to permit transit traffic to avoid the city centre. There is a noticeable upsurge of new hospitality and accommodation facilities adjacent to the bypass. Key city urban development priorities include: improvement of mobility infrastructure and street lighting; reconstruction of markets; drainage improvements, incorporating nature-based solutions; aesthetic improvement of city parks; and protection of the nearby Central Forest Reserve. In addition, on the corridor–city interface, there is an urgent need for three bridges to be built over the River Rwizi, including a replacement for the Katete Bridge, which has been closed to traffic pending repairs.

**Jinja City** is located along Lake Victoria at the Source of the River Nile, some 80 km east of Kampala. Jinja has historically been Uganda's second industrial city (indeed, it was originally the first) and a tourism centre, and, like Mbarara, serves as a strategic node on Corridor 8. Jinja's economy is based on a diversified manufacturing sector, trade, tourism and agro-processing despite the poor condition of large sections of the Jinja Road from Kampala. The road to the east, to Iganga and beyond, is in better condition. Overall, Jinja and the adjacent municipality to the west, Njeru, host some 110 factories across a wide range of sectors, which include agro-processing, food and beverages, steel, wood, textiles and apparel, packaging, tanning, grain milling and chemicals and plastics.

The city's PDP, dating to 2020, was developed in-house by council staff in conjunction with the Ministry of Lands, Housing and Urban Development (MHLUD). The PDP establishes a planning and development framework and land use proposals and strategies to guide development to 2040. It pays particular attention to planning for urban expansion on the city's periphery in an attempt to control unplanned development and environmental damage, and to build resilience to climate hazard risks. Jinja has seen the rehabilitation and upgrading of key urban roads in the city itself and the provision of street lighting. However, on the outskirts, some roads are neglected, most visibly on the road from the central area to the Masese Industrial Area, which is in very poor condition. Despite this, Jinja is characterised overall by great potential for further industrial development, in consequence of its location and existing infrastructural endowment. Key development priorities include a mixed-use housing project, staff housing facilities

Motorcyclists wait at traffic light in Uganda.
Photo taken by Waltercunha1818_angola, via Wikimedia Commons CC-BY-SA 4.0

| | | Greater Kompala | Jinga City | Mbarara City | Gulu City | Elegu Town |
|---|---|---|---|---|---|---|
| | **Population** | • 1,875,834 (KCC); +4 million GKMA | • 292,836 | • 261,656 | • 232,723 | • 19,700 |
| | **City Function and Position in the Urban Hierarchy** | • National Capital<br>• Metropolitan-scale hub for Corridors 8, 11, 6 and Central Corridor | • Secondary City<br>• Diversified manufacturing centre. | • Southwestern Secondary City hub<br>• Agro-processing centre for Corridor 8, linked to four EAC countries | • Northern Secondary City<br>• Strategic Hub on Corridor 11 | • Small town<br>• Border point for Corridor 11 |
| 1 | **Condition of the Corridor Infrastructure** | • Generally good, but bottlenecks on entry/exit to east, west and north. | • Good in the vicinity of Jinja, but Jinja (to Kampala) Road is not fit for purpose. | • Good in terms of highway condition; and good access, supported by bypass. | • Corridor 11 road is in reasonable condition with some poor sections. | • The national road from Gulu is deteriorating in several sections, including the city's interior road to the OSBP. |
| 2 | **City Status – Integration of Corridors** | • Strong | • Positive | • Positive | • Positive | • Poor |
| 3 | **National – Coordination of Local Planning and Integration Status** | • Strong | • Positive | • Positive | • Positive | • Poor |
| 4 | **Key Issues in Local Planning** | • Further generalised investment in urban roads, and municipal infrastructure and services. | • Municipal services, infrastructure and roads in annexed district areas, including Masese Road to industrial area. | • Enhancement of industrial facilities and land.<br>• Bridge rehabilitation and/ or construction over River Rwizi. | • Industrial land provision, municipal services and infrastructure in annexed district areas. | • Flood risk mitigation, water provision, sanitation and market facilities. |
| 5 | **City–Corridor – Major Benefits** | • Corridor 8 is Kampala's main artery for global import and export supply chains. | • Jinja benefits from Corridor 8 for all its import and export supply chains. | • Mbarara is a key urban location at a crossroads to four countries and therefore benefits from regional trade | • Gulu benefits from Corridor 11 through exports to South Sudan. | • Elegu is dependent on border trade; there is high demand in South Sudan for traded commodities. |
| 6 | **City–Corridor – Major Negative Impacts and Issues** | • Traffic congestion and delivery delays due to the location of most inland container terminals within the city limits, in and around the old industrial areas | • Jinja City Council needs to monitor the pollution of Lake Victoria and River Nile by various factories and institute mitigation measures. | • River Rwizi is drying up, therefore greater efforts towards its conservation and restoration are required.<br>• More manufacturing investment and activity is indicated. | • There are few industrial investments in Gulu except milling plants.<br>• Agro-processing value addition can be improved. | • Poor drainage and annual flooding have left the main highway section through the town in a poor state. |

Table 7 - General Assessment of City–Corridor Integration: Uganda snapshot.

# Key Findings

### How Well are Cities Integrated into Corridor Planning and Implementation Processes?

City planning and corridor transportation planning modalities are distinct but linked in the overall national development policy planning process through Vision 2040 and successive NDPs – and in the coordinating operation of the NPA. There has been ongoing progress in making the connection between corridor and urban planning, with NDPIV now articulating this more clearly than previous NDPs. Planners at the city level incorporate, even highlight, corridor development in relevant PDPs. Transport planners, on the other hand, seem less aware of city developments, and corridor impacts. Transport plans also appear less widely disseminated. At the operational level, the Northern Corridor Transit and Transport Co-ordination Authority (NCTTCA) play a key role for the ongoing functioning of the corridors, along with GoU MDAs. While cities are not "out of the loop", there is some inter-institutional lag in considering corridor investments.

### What are the Main Benefits of Corridor Development to Cities?

All the cities in this study have benefited significantly from their location on Corridors 8 and 11 as trade volumes and economic activity have increased and investment in urban economies has grown within and across most, if not all, formal sectors (with similar ramifications for the informal sector). Arguably, the GKMA and secondary city economies have also witnessed diversification of their productive structures: recent years have seen positive increments, in particular in the GKMA, but also in secondary cities, in terms of manufacturing – there is a promising steel production and metalworking cluster, for example – producer services (specifically banking), and trade and transportation activities.

### What are the Main Negative Externalities and Costs and How Should they be Addressed?

The most evident negative externalities and costs incurred are largely caused by poor road conditions and increased traffic. They include : road damage (potholes), multiple uses on narrow roads (trucks, pedestrians, boda bodas, matatus) and consequent poor safety conditions; a lack of driver education and poor rest facilities; a high level of road accidents, injuries and fatalities; and increased traffic congestion inside cities (Jinja, Gulu) that lack a bypass. In Kampala, traffic congestion and delivery delays are exacerbated by the (mis)location of most inland container terminals within the city centre, often adjacent to old-line industrial areas.

There are also wider issues: increased use of corridors is and will continue to be an ongoing stress on under-provided municipal services and infrastructure; damages roads and their surroundings; has a negative environmental impact, notably in the form of poorer air quality; and accelerates the spread of sexually transmitted and other diseases.

Road safety is particularly compromised because of generally poor management of traffic flow and a lack of properly designated parking areas for transporters. Fatal accidents have occurred when motorists are involved in collisions with trucks parked on the roadside and with trucks moving through urban areas, especially on the heavily congested Corridor 8.

### What are the Main Challenges for Cities in Improving their Sustainability and Future Prospects, Based on More Effective City Corridor Integration?

The greatest challenge for city–corridor integration is resource allocation. Needs are well-understood at national level, and by city councils, municipal officials and wider city stakeholders. Encouragingly, the past decade in Uganda has seen enormous investment by the GoU and its development partners in transportation and logistics infrastructure and in municipal services and infrastructure. This has been accompanied by private sector investment (at national, regional and international levels), in manufacturing, business services, hospitality and property. The GoU and partners now intend to continue making large-scale investments in both transport infrastructure and services and municipal infrastructure and services, in collaboration with local governments. In consequence of both positive benefits and the costs of negative externalities, the cities under consideration have therefore, in effect, made a successful claim on the public purse for the financing of additional municipal services and infrastructures that can both improve urban conditions and further stimulate productive enterprise to benefit from corridor locations. This city–corridor dynamic is a work-in-progress but is increasingly recognised by city businesses, local government and residents as fundamental to sustainable city futures.

# Recommendations: Soft and Hard Measures

### High-Level Recommendations for National Policy to Strengthen City–Corridor Integration

Corridor development is arguably the dominating element that structures national territorial development as well as urban space in Uganda. Corridors 8, 11 and 6 are all included, as is the Central Corridor. When combined with rapid urbanisation, ongoing city creation (as in the "new cities"), population growth, and spatial-economic development, a new national territorial structure – or better, platform – for economic growth is emerging and has become increasingly visible. The GoU, with close support from development partners, has a sophisticated national development policy and planning system, which is accompanied by sectoral policy statements and plans. These are brought together by the NDP, and the budgeted programmes which implement national and sectoral policy directives. It is advisable to continue to follow and participate in the NDPIV finalisation process and budgeting process. At the same time, it is not necessary to redraft national planning, spatial, urban or transportation policy at this stage. However, it would be desirable to foreshadow future urban (and spatial) policy with analytical work that investigates the parameters and potentials of the territorial structure that is now visible in Uganda, in its regional spatial-economic (i.e. EAC) context, and with focus on the economic potential of the country's secondary (or new) cities.

### Recommendations for cities

The GoU prioritises the development of both the GKMA capital city region and the country's secondary cities. The GKMA has already witnessed, and will now see further, investment in municipal services and infrastructure through a $600m World Bank and AFD GKMA-Urban Development Programme. For their part, the secondary cities have been the beneficiaries of two rounds of investment via the World Bank Uganda Support to Municipal Infrastructure Development (USMID) and related programmes. The GoU has proposed a $750 million follow-up project. Without detracting from the acknowledged need to invest in the GKMA, Uganda arguably has a "secondary city" opportunity over the next decade. Large-scale corridor and other transport and economic infrastructure investments are already potentiating and catalysing the decongestion of central Kampala and the "spontaneous" deconcentration of industrial production – a trajectory that can be expected to grow as flagship road, rail and inland water projects in the city region speed up implementation in the coming years. Secondary city investment should build on previous initiatives and prioritise local economic growth and development which can exemplify the coming together of city and corridor development in strategic nodes on Corridors 8, 11 and 6. Fieldwork evidence suggests that there are four related themes (or pathways) which are particularly relevant to the city-corridor interface:

- Liveability and inclusivity: municipal services and infrastructures (water, waste, sanitation, drainage) and city transport infrastructures (pedestrian, public) that build better living conditions and, in and inclusive and gendered fashion, build individual productive capabilities, particularly of often underserved groups (youth, refugee communities).
- Growth and productivity: industrial land, parks and free zones; logistics hubs and border point facilities; city markets and SME facilities, as well as support services for local businesses.
- Connectivity and mobility: "last mile" transport infrastructure to industrial areas and their tenants, as well as power, digital and telecommunications infrastructure; asset maintenance and the building of infrastructural resilience; and transportation safety measures, including better facilities for drivers and other transport workers.
- Greening and sustainability: risk-informed urban/land use planning; city greening (streets, parks, recreation facilities); and a wide range of measures to create resilience to climate and disaster risk, notably flood risk management, but also including fire prevention, and heat and drought management.

### Global Gateway Opportunities and Points of Entry

The EU Delegation has played a significant role in supporting both the urban and transport sectors. The Delegation has funded the following: transport institutional capacity development and the preparation of the NITMP; solid waste management in Kampala; work by Cities Alliance on social and environmental protection measures for those affected by the upcoming construction of the Kampala–Jinja Expressway; a Global Green Growth Institute (GGGI) urbanisation and industrialisation project; and the planning and construction of the Gulu Logistics Hub and the Northern Bypass. The EU Delegation shared a list of projects under consideration with the consultants, whose mission was focused on the transport sector in its interrelationship with urban development. This highlights one of five GG partnership areas. The Delegation's ongoing/programmed studies to support the corridor investments provided are clearly an existing priority and fit best within the Connectivity and Mobility Theme above. They include:

- Feasibility study and preliminary engineering design for the expansion of Metre Gauge Railway (MGR) passenger rail services in the GKMA.
- Feasibility study and detailed engineering design of a small-scale cross-border trade enhancement programme along Corridor 11 in Elegu.
- Feasibility study and detailed engineering design for the rehabilitation of Port Bell (which is apparently being tendered).

There is a need to further assess a long list of prospective projects, but potential studies in support of corridor investments also fit well within the themes above and are prioritised by the Delegation as follows:

- Feasibility study and detailed engineering design of the Kampala Northern Bypass – Kampala–Busega–Mpigi – Kampala–Entebbe Expressway interconnection.
- Feasibility study and detailed engineering design of a sustainable, performance-based maintenance programme on selected links and pilots on Corridors 8 and 11.
- Feasibility study and detailed engineering design for the improvement of selected drainage and road safety infrastructure in GKMA.
- Feasibility study and detailed engineering design to improve land use and settlements at selected bottlenecks on the corridors.
- Feasibility study and detailed engineering design of waste management facilities in selected cities (e.g., engineered landfills, waste-to-energy, etc.).
- Feasibility study and detailed engineering design for upgrading the Mukono inland container depot to an intermodal logistics hub.
- Feasibility study and preliminary engineering design for the improvement or expansion of logistics rail services (e.g., Tororo-Gulu MGR, SGR Kampala-Kasese).


Pedestrians walking in DRC. Photo taken by consultant.

# Cities along Global Gateway-supported corridors: from concept to impact

DAI
Implementing Consortium

Urban Development Technical Facility Project
NDICI CHALLENGE/2022/436-490

International Partnerships

Funded by the European Union

DG INTPA F.4
UDTF
Urban Development Technical Facility

## About UDTF

### Urban Development Technical Facility as part of INTPA F4

The UDTF focuses on supporting partner countries in their urban development challenges. It delivers technical assistance and policy advice to improve the quality and impact of the EU's interventions in urban development at all levels— local, regional and global—with a focus on Africa, Asia, the Caribbean, and Latin America. Integrated urban planning coupled with greener infrastructure and coordinated urban expansion can increase a city's urban resilience while minimizing the negative environmental impacts of human settlement.