

URBAN DEVELOPMENT PROGRAMME FOR THE SOMALI REGION

# GAROWE

FIRST STEPS TOWARDS STRATEGIC URBAN PLANNING



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# GAROWE

### FIRST STEPS TOWARDS STRATEGIC URBAN PLANNING

### INTRODUCTION

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The city of Garowe has been undertaking,	in
collaboration with UN-HABITAT, a series of step	)S
towards balanced urban development.	

This publication presents the results of the **urban spatial analysis** carried out by UN-HABITAT experts under the guidance of municipal authorities. The analysis gives a basic spatial understanding of the town and highlights concrete challenges and priority areas of intervention. A proposed **strategic urban development plan** for the town is also presented.

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# ABOUT GAROWE

### CHRONOLOGY

#### carowe town is Garowe town is established, the settlement springing up largely due to its ideal location between two sizeable wadis that continuously supply water to the area

#### 1948

Garowe is recognized as a district during the colonial period

#### 1973

Garowe is recognized as the capital of Nugaal region

#### 1998

Puntland declares its autonomy, seeking to become a federal division within a united Somalia. The town of Garowe is recognized as the capital of Puntland State

#### from 1998 onwards

In spite of growing instability in Puntland, the town of Garowe remains a key source of income for the region, as well as the educational and administrative capital



Garowe is the capital of the Puntland State of Somalia, and is located in Nugaal region. Garowe is also the location of the regional parliament, the presidential parliament, and the government ministries.

Garowe lies north-east of the intersection of Puntland, Somaliland, and Ethiopia and is traversed by a northsouth highway that connects the major cities of northern and southern Somalia.

The provision of basic services is fairly good within the city, and Garowe's role as administrative centre during northern Somalia's time as a British Protectorate led to the establishment of quality education and health facilities. These continue to service the region, with the city hosting many schools, one major hospital, and Puntland State University.

### population

Garowe is a medium-sized town. The population of Garowe is estimated to be between 30,000 and 40,000, including a difficult-to-verify number of displaced people. Some sources estimate the total population at 70,000.

### climate

Temperatures in Garowe range between 18 and 34 degrees Celsius. In the cold months of December and January, the temperature drops to a low of 14 degrees Celsius. There is not much rainfall. The highest levels occur in the month of May, which has an average of 51 mm. The average annual rainfall is 10.8 mm.

### topography

Situated midway between north and south Somalia, Garowe sits at an average elevation of 250 metres above sea level. The landscape around the town is semi-desert.

### VISION

for the future of Garowe

"A city with well-developed social services, good environment and infrastructure, and successful business and industry"\*.

\*the slogan for Garowe's development as chosen by the participants of the Garowe City Consultation (see pages 26–27) in the next pages: SPATIAL ANALYSIS

The spatial analysis helps to develop a basic spatial understanding of the town, including its main characteristics and its potential. It is one of the most important tools for strategic planning, because it enables planning and positioning interventions according to an overall development strategy, thus maximizing the results of the investments to benefit the whole city.



### SPATIAL ANALYSIS

image of the town and its surroundings

The satellite images date back to 2003, but still constitute a valid base for the spatial analysis conducted.

### RIVERBEDS

The town is situated between two *wadis*. To the north, the Togga-Garowe riverbed cuts through the town. Most of the urbanized area is on the south bank of the Togga-Garowe, leaving only a small portion of the town on the north bank.

The other dry riverbed, Lan Alifirin, is located on the southern extreme of the built-up area. This area is also locally known as the "Old Airport", and it has been the focus of most of the town's development to date. On the edge of this area, UN-HABITAT has completed the construction of two IDP settlements and is about to begin work on a third.

Lan Alifirin is in reality a seasonal local stream. The Togga-Garowe receives more water, being the larger river, and this is visible for some of the year. This happens after occasional rains in the upper regions of the river.

### **FLOODING AREA**

Large parts of the territory are affected by rapid floods, especially from the Lan Alifirin stream. Areas to the east and south of the developed area are the most affected, though the risk of flooding is most serious in the east, where the development of the town is restricted.

# SPATIAL ANALYSIS image of the town

### SPATIAL ANALYSIS

land use

#### PREDOMINANTLY RESIDENTIAL

Most of the land developed in the town is for residential purposes. However, mixed land use does occur, with small shops and workshops sited in residential areas. There are also religious centres and schools in the vicinity, as well as community buildings from which international organizations operate.

### PREDOMINANTLY COMMERCIAL

This type of use encompasses all economic activities for production and warehousing. Retail activities maintain a strong presence within the town, especially along the main road. Other activities include vehicle maintenance and accommodation provision (hotels and parking lots, the latter mostly targeting the trucking industry). To a lesser degree, various companies, including mobile communications companies, make use of office space. In the oldest part of the town there is quite mixed land use, though there is a high density of shops, making it an important retail area.

#### PRODUCTIVE

The use of land for production remains very limited. The only activity of note is the production of electricity. The storage of goods remains marginal also; there is only one major warehousing site, which apparently existed before civil conflict erupted in the country.

#### **IDP SETTLEMENTS**

There are several small clusters of IDPs located at the very edges of the developed areas; most of them reside on the south bank of the Togga-Garowe River. The entire

IDP population uses makeshift tents, which in most cases are erected on leased land. Due to the IDPs' very dire living conditions, they are a principal target for international programmes.

#### INSTITUTIONAL AND PUBLIC

As the capital of Puntland, Garowe has a considerable number of sites used for administrative purposes. Some of the government buildings located in Garowe perform state-level functions and are unique in Puntland. There are a number of facilities used by international organizations, almost all of which are located in one part of the town, along the main road. In addition to this cluster, a military base and an orphanage are at the extreme northern edge of the settlement.

#### EDUCATION

There are several primary and secondary schools in the town, as well as one university. Puntland State University is located in the northern section of the town, on the other side of the Togga-Garowe River. Together with a secondary school and a vocational training centre, they create a seemingly separate town "section". The rest of the secular educational facilities are located within the more developed area of the town.

#### RELIGIOUS

Most of the religious institutions or related sites are scattered throughout the commercial and residential areas.



### SPATIAL ANALYSIS

### density

### the city, the services, and the poor

Creating a compact city, which accommodates new expansions in the vacant space of the consolidated urban fabric, allows the efficient and cost-effective maintenance of urban services and infrastructure. This reduces the cost of services for the urban poor as well as for the host community. The diagrams below represent two opposite types of development logic:



dispersed city means: doubling of services = doubling of costs



- → establishing a separate settlement implies establishing all the services and infrastructure that goes with it.
- ➔ the doubling of infrastructure doubles the immediate installation costs and also the long-term maintenance costs.
- ➔ there is no opportunity to subsidize, rehabilitate, and share existing services.

## compact city



- ➔ filled vacant land within the town limits.
- Iimited consumption of land.
- ➔ shared facilities and services.
- ➔ easier and more cost-effective administration.
- ➔ integration of communities.
- → enhancement of local economic development opportunities.

This is the urban development model suggested for Garowe!

Generally, it is possible to distinguish three density categories, which are related to the character of the areas and also the period in which the development takes place. This study used a satellite image dating from 2003. Densities have increased in the meantime, especially in the southern part of town.

# MORE THAN 25 BUILDINGS PER HECTARE

The highest density parts of the builtup area are found in the centre of the area. This includes some of the old parts of the town. There are very few plots left undeveloped.

### **15–25 BUILDINGS PER HECTARE**

A large part of the consolidated built-up area has a low density. These areas have experienced rapid development over the last decade, predominantly for residential purposes. The density decreases significantly towards the edges of the built-up area. As this category can still be considered to be experiencing development, higher densities are expected in the future.

# FEWER THAN 15 BUILDINGS PER HECTARE

These are the newest areas under development pressure. Buildings are rather sporadically arranged and are surrounded either by other structures under construction or by plots awaiting development. The edges of the town represent areas where current land development is still sparse. The densities in these areas are very low, which presents opportunities to ease the demand for land for housing and economic purposes in other areas of the town. This development will aim to create neighbourhoods with a consolidated urban physical fabric. The area considered for this development is approximately 490 hectares. The intention is to accommodate up to 12,250 structures for residential purposes and a population of close to 80,000.



LEGEND (based on satellite image from 2003)



### SPATIAL ANALYSIS

Α

C

D

**NATIONAL ROAD** – This is the only all-weather (tarmac) road in the town. It cuts the town into two sections: the predominantly "pre-1990s" area and the area of more recent expansion. The growth of Garowe and its activities have transformed this road from a mere transit route into the principal town road. It has become congested, making the transportation of goods and people difficult.

**MAIN ROADS** – There are only a few main roads, and their importance has grown with the expansion of the town. At present, all these roads have only dirt surfaces. Their space, especially in the older section of the town, is shared by vehicles, small vendors, and pedestrians. Along some of these routes, the congestion caused by this competition for space becomes quite problematic.

**SECONDARY ROADS** – These are roads used for circulation within the inner part of the consolidated built-up area. Some of them also function as major circulation routes within the mainly residential areas. Others have the potential to continue as secondary routes or increase in importance and become town routes.



# transport network





# THE STRATEGIC URBAN DEVELOPMENT PLAN

### STRATEGIC URBAN DEVELOPMENT PLAN

### key interventions for the future development of the city

### STRENGTHENING THE BYPASS ROAD

#### STRENGTHENING THE BYPASS ROAD

The road indicated in yellow on the map is proposed as a bypass, improving the connection to the southern part of the city and easing the traffic along the national road. The road already exists, but it lacks uniform standards and the width varies. The road should be paved, and proper drainage systems, street lighting, and sidewalks should be put in place. The municipality should assess the availability of land alongside the existing road and preserve the space required.

Along the bypass, the demand for space for economic activities is expected to increase, giving a boost to the city economy. In order to accommodate some of the land needs for public services and facilities, a few "public nodes" could be introduced at the intersections of the main town roads with the bypass.

### NATIONAL ROAD

This is the major economic and administrative strip. There are numerous commercial and retail activities, and a significant number of central and local government offices. Given Garowe's role as the capital and the associated functions of government it hosts, the administrative function of this axis will continue to define the character of the town.

# EXTENSION AND UPGRADING OF THE ROAD NETWORK

#### ----- NEW MAIN ROADS

#### ----- NEW SECONDARY ROADS

The road network has the potential to be upgraded into a properly functioning road system, because the road reserve is wide and there is no major encroachment of private buildings onto these public spaces. The municipality should be supported in the preparation of a proper viability plan: ranking the roads clearly, identifying existing roads that should be upgraded to proper city-level access routes, and defining which roads have primarily a local use. Interventions should be planned accordingly.

This will also help to address the problem of too much urban land being "left" for road use. Lack of planning resulted in up to 50 percent of urban land being used for "roads" or empty space between rows of houses, as the image below shows.



### CITY EXPANSION



The town is gradually expanding to the south and southwest. The south-west particularly offers potential for future growth. Preparation of detailed local area plans would assist the municipality in steering development there. Identification and location of land for public use is a critical part of the urban development of this area.

The territory beyond the area indicated for residential expansion in the proposed strategic development plan

should not be used for development. Efforts should be made to discourage any private or public initiative for land development in this area.

This is in line with the recommended city development model indicated on page 10 of this publication: Compact city development is more appropriate and cost-effective than dispersed development.

The town would also benefit from a detailed utility survey and mapping.

### **UPGRADING OF THE ADMINISTRATIVE QUARTERS**

The upgrading and redesign of the governmental offices area are priorities for the town. This could strengthen government capacity and improve the interface between the public and governmental activities, thus nurturing a stronger civic sense.

### AGRICULTURAL RESERVE

#### AGRICULTURAL RESERVE

Agricultural land should be preserved, and encroachment of the built-up area should be avoided. There is some potential for the expansion of existing farmland, and investments in the area should be considered.

#### EROSION

#### COMBAT EROSION

Erosion control mechanisms such as tree planting and embarkments should be considered for the most critical parts of the Togga-Garowe riverbed. Particular attention should be given to the areas neighbouring the IDP settlements and those near the city centre.





### LEGEND BACKGROUND ELEMENTS





what is...?

## URBAN SPATIAL ANALYSIS

Urban Spatial Analysis is a tool for understanding the dynamics, problems, and development opportunities of a city through its physical form.

objectives:

- ➔ representing with maps and drawings the basic urban elements of the city: roads, services, infrastructure, major natural elements, traffic flow, main directions of urban expansion, key productive and commercial areas, public facilities, etc.
- identifying and mapping the most vulnerable and problematic areas of the city by putting data into a spatial perspective.
- ➔ providing to all urban development stakeholders a simple technical base for discussion to sustain the strategic planning process.
- → showing how the spatial analysis, combined with participatory planning, could be translated into specific projects integrated into a broader city development plan.
- ➔ providing authorities, local and international agencies, and other public and private development actors with a flexible and simple tool to help direct investments and interventions.

methodology:

The information presented in the urban spatial analysis is based on:

- ➔ interviews with key municipal staff, officials from public institutions, and other key informers.
- ➔ a desk study of the available documents.
- → site visits with the support of the relevant informers.
- ➔ the preparation of preliminary maps, to be further detailed.
- → the collection of additional visual material (photos, graphics, etc.).
- ➔ the finalization of the maps, to include all information collected.

# URBAN SPATIAL ANALYSIS AND STRATEGIC PLANNING



As shown in the graphic above, Rapid Urban Spatial Analysis is just one of the first steps of the planning process.

Planning is a continuous engagement with the needs and demands of an urban environment, complemented with capacity building, awareness raising, and continuous participative discussion among all stakeholders concerned.

To allow for the successful implementation of planning decisions, sustainable monitoring mechanisms have to be developed to prevent negative outcomes and overcome bottlenecks. The graphic below illustrates the three-dimensional strategic planning process.



## THE APPROACH

# GAROWE CITY CONSULTATION

what is a...?)

12 - 15 March 2005

### CITY CONSULTATION

A city consultation is an event that brings together all the urban development actors of an urban centre to discuss, share points of view, deepen their understanding, explore solutions, and build consensus on issues of common interest.

Key principles of a city consultation:

- ➔ Inclusiveness to build a solid base for future cooperation, it is important to involve all key stakeholders, including marginalized groups and representatives of opposing political parties, factions, or clans. Everyone must have the opportunity to express his or her point of view.
- ➔ Continuous process a city consultation is not an outcome in itself or a point of arrival, but it is the start of a process for further action and cooperation. To create a solid base for future steps, clear agreements should be reached on the main issues discussed. The way forward should be understood by all, and clear action points should be defined.
- Conflict resolution understanding different perspectives and interests is the basis for finding common ground for action. All parties should share knowledge, expertise, and resources, and be willing to compromise and work together on mutually acceptable solutions.
- ➔ Gender balance women and men should both be called upon to express their points of view on an equal-to-equal basis. Women and youth groups should be represented.

In the Somali context, where local institutions have limited coercive power and legal frameworks are not fully developed, it is particularly important to reach a broad consensus among all urban development actors on issues of common interest. City consultations in particular are fundamental steps towards realistic and sustainable city planning. All stakeholders, including local authorities, local NGOs, women's groups, traditional and religious leaders, and the private sector, were represented in the consultation, and women's participation was strong.

The objective of the event was to initiate the participatory planning process of "working together for a better Garowe".

Stakeholders agreed on a vision for the district, priorities for action, and ways to improve relationships among different stakeholders. Mixed action plan committees were formed to develop the different priorities. A well-attended public meeting was held to communicate the results of the city consultation to the community at large.





### THE PROJECTS

# PROVISION OF SHELTER FOR IDPS, RETURNEES, AND URBAN POOR

The project provided security of tenure and appropriate houses to 157 of the neediest families in Garowe. The project started in mid-2005 at the Old Airport resettlement site, in the southern part of the city. Partners included Garowe Municipality, local community groups, local NGOs, and the World Food Programme.

With the assistance of the local authorities, a broad participatory process was initiated to identify suitable land for resettlement, based on criteria aiming at durable integration with the host community and the prevention of slum development. The resettlement discussion was used as an entry point to draft more integrated urban development plans, to be used as tools to guide urban growth. Appropriate low-cost housing was provided in suitable formal settlement areas, along with sanitary and rainwater collection facilities.

The project implementation is now in its second phase, targeting an additional 183 vulnerable families.

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# REHABILITATION OF MUNICIPAL OFFICE

In January 2006, rehabilitation work on the Garowe Municipal Building was completed and the building was handed over to the local authorities. The Municipality of Garowe had requested UNDP and UN-HABITAT for support as their former building lacked even the most basic facilities and the municipality had already outgrown it. An important element of the project was to ensure a transparent and clear tender process for the contractor of the building and, to facilitate this, information on the tender was made available to the general public. Several new rooms were added to the building and the entire compound was refurbished. Together with the municipal skills training that was also provided, the renovated building will give the newly elected councillors and the mayor a solid basis from which to tackle Garowe's growing urban problems.



# CONSTRUCTION OF A SLAUGHTERHOUSE

A slaughterhouse was constructed during the first half of 2008 to provide adequate hygienic space for the slaughter of animals – mainly sheep, goats, and camels. The project included the provision of sanitation-related infrastructure and the establishment of sustainable management structures through partnerships with local butchers, meat vendors, and livestock traders. The project also aimed to develop regulations for animal handling and meat processing. It further empowered informal butchers by establishing formal committees, ensuring representation in decision making, and emphasizing direct involvement in slaughterhouse operations.

Through the improved organization and additional efforts in community development and capacity building, the various groups of traders will be enabled to collaborate and network more efficiently with the municipality and other external partners.



UN-HABITAT has been active in Puntland since 1996 and the main focus of its activities has been in the fields of:

- → capacity building of public institutions
- → governance (local leadership training)
- provision and management of basic services (in particular water supply and solid waste)
- ➔ urban planning
- ➔ land management, mapping, and development of urban land information systems
- → municipal finance, asset management, and revenue collection
- ➔ assistance to IDPs and returnees, in particular site review and planning, shelter provision, and secure tenure

Following are the main programmes and activities implemented by UN-HABITAT in recent years. For more information: www. unhabitat.org/somali region

### **1. Urban Development Programme for the Somali Region**

Activities: (1) legal and institutional reforms – assessment of land tenure options for IDPs and returnees, analysis of the land legal framework; (2) municipal governance – organization of urban forums; (3) strategic urban planning and development control – development of resettlement plans for displaced population in major towns, capacity building for local authorities, development of town plans; (4) urban land management; (5) municipal finance – training for municipal staff, assessment of municipal finance software options; (6) basic urban service delivery – assessment of solid waste systems, support to local authorities to set up improved solid waste management systems, technical and practical support to municipalities to set up waste collection systems; (7) local economic development – economic profiling of four towns, support to authorities to set up public-private partnerships, labour-intensive employment generation projects; (8) local projects – construction and rehabilitation markets and slaughterhouses.

**2. Emergency Assistance for IDPs and Returnees** – **Activities:** (1) construction of houses for IDPs, returnees, and urban poor in Garowe, Bossaso, and Hargeisa through a self-help methodology; (2) provision of security of tenure; (3) training of returnees and IDPs in the labour-intensive production of local construction materials and construction skills; (4) provision of job opportunities; and (5) developing community settlement governance and management techniques.

**3. Support to Improved Service Delivery in Somali Cities** – Activities: (1) solid waste management projects; (2) provision of technical, economic, and legal guidance to municipalities and representatives of the local consortia to strengthen their capacity and create a common understanding of sustainable and integrated solid waste management; and (3) training on appropriate technical solutions for local institutions and businesses to promote pro-poor public-private partnerships and income-generating activities in the waste sector.

**4. Support to Priority Areas in the Urban Sector Programme** – **Activities:** (1) preparation of municipal finance training material; (2) municipal finance training;(3) rehabilitation of Hargeisa, Boroma, and Garowe municipal buildings; (4) extension of the Ministry of Interior building in Hargeisa; (5) assistance in developing the Hargeisa City Charter and urban laws; (6) production of multi-purpose base maps of a few cities, and (7) rapid spatial urban analysis for main towns.

**5. Good Local Governance and Leadership Training Programme** – Activities: (1) training material on good local governance; (2) training on leadership management skills, gender, and action planning; (3) awareness campaigns on good local governance; (4) implementation of priority projects.

**6. The Somalia Urban Sector Profile Study** – An analysis of how to fill the gap between the EC's Country Support Strategy and individual urban project interventions, providing an instrument for policy dialogue and a basis for determining interventions.

**7. The Reconstruction of the Tsunami-affected Village of Xaafuun** – Activities: (1) construction of over 200 houses for the affected population; (2) community buildings; and (3) development plan for the town.

### THE URBAN DEVELOPMENT PROGRAMME FOR THE SOMALI REGION: ITS DONORS AND IMPLEMENTING PARTNERS

The Urban Development Programme for the Somali Region is an umbrella programme for all urban interventions in the Somali region. UN-HABITAT is the lead agency, and its partners are the Italian NGO Consortium UNA, the International Labour Organization, Oxfam-Novib, UNICEF, Danish Refugee Council, UNHCR, and a number of local NGOs. The programme is funded by the European Commission and UNDP, and co-funded by the Government of Italy, the Government of Japan, UNICEF, the Department for International Development of the United Kingdom, UNHCR, and the Humanitarian Response Fund. The programme receives support from WFP through food-for-work schemes.

SUDP activities encompass: urban governance, legal and institutional reform, donor coordination, urban management, land management, municipal finance, basic services and urban infrastructure (markets, slaughterhouses, roads and municipal building rehabilitation), local economic development, urban planning support, shelter provision for displaced population and the urban poor, slum upgrading, and solid waste management.

The EC is the main donor of the SUDP and supported several other UN-HABITAT interventions in the Somali region. The commission provides funding as well as technical and strategic guidance to programme design and implementation.
The UN Development Programme's involvement in SUDP is part of its Governance and Financial Services Programme, under which long-term cooperation with UN-HABITAT exists. UNDP is the key coordinating agency for interventions in the region, and its partnership with UN-HABITAT extends to a wide range of programmes, most prominently the Joint Programme for Local Governance and Service Delivery.
The support of the Government of Italy has been consistent throughout UN-HABITAT's presence in the Somali region. It funds part of SUDP's core activities and service delivery programmes and is involved in the elaboration of the new Joint Programmes.
The Government of Japan funds the Assistance for the Resettlement of Returnees and Internally Displaced People programme in Hargeisa and Garowe.
Through DFID, the Government of the United Kingdom funds a number of governance-related aspects of SUDP and the new Joint Programmes. DFID support also extends to activities related to the Community-Driven Development and Reconstruction Programme.
The UN Children's Fund partners with UN-HABITAT in the implementation of several activities, such as the Joint Programme for Local Governance and Service Delivery, and the Community-Driven Development and Reconstruction Programme. It also collaborates in strengthening the role of youth in local governance.
The Italian NGO consortium UNA represents three Italian universities and a number of international NGOs. UNA takes the lead in the urban services component, which includes solid waste management and sanitation activities.
ILO is responsible for the local economic development component of the SUDP and partners with UN-HABITAT in a number of other programmes, such as the Joint Programme for Local Governance and Service Delivery and the IDP resettlement interventions.
Under the SUDP, Oxfam-Novib expanded its capacity-building activities for local NGOs and community-based organizations.
WFP supports UN-HABITAT shelter activities by providing food-for-work at the construction sites of the shelter projects.
The UN High Commission for Refugees is a key UN-HABITAT partner for the implementation of land-, shelter-, and IDP-related activities. UNHCR funds some IDP settlement upgrading components and supports joint research on land-related issues; in addition, UNHCR and UN-HABITAT are co-chairs of the Somali Shelter Cluster.
SIDA financially supports UN-HABITAT for the implementation of shelter activities for IDPs and the urban poor in south central Somalia.
DRC is one of the UN-HABITAT implementing partners, particularly concerning community development and IDP-related issues.
NRC partners with UN-HABITAT in the implementation of shelter activities for IDPs and other vulnerable communities.

### DONORS AND PARTNERS

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