



UN-HABITAT

# UN-HABITAT in the Somali Region

25 years of partnership in urban  
development



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May 2008

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Fax: +(254-20) 762 40 60, e-mail: [unhabitat@unhabitat.org](mailto:unhabitat@unhabitat.org)

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# Foreword

Over the last 25 years, Somali towns have experienced unprecedented urban growth, amid a chronic conflict and recurring natural disasters. Somali culture is traditionally nomadic, especially in the north. However, conflict, drought and limited potential for natural resources development in rural areas have urged a large part of the population to migrate to urban centres. The result is the litany of urban woes found the world over: burgeoning informal settlements, weak institutional structures, inadequate legal frameworks, poor planning, insufficient coverage and quality of basic services, limited economic opportunities, and poverty. These realities are exacerbated throughout the Somali region by political and clan-based tensions and the ever-present threat of violence. This is particularly the case in the major urban centres of south central Somalia: in the latter half of 2007, over 400,000 people fled Mogadishu following renewed armed conflict.

UN-HABITAT programmes over the years reflect these shifts in the Somali urban context. While early interventions in the 1980s consisted of small projects that supported nomadic settlements, UN-HABITAT currently leads a countrywide urban development programme, founded on the experiences and lessons learned over two and a half decades, and fully adapted to the fast-changing Somali context.

The first involvements after the war – in nascent Somaliland in the mid-1990s – were focused on building the capacity of re-emerging local authorities struggling to operate in a fragile post-conflict situation. Building technical and administrative capacities was crucial, particularly in water provision and financial operations.



Training components were combined with tangible reconstruction projects to address immediate infrastructure needs and maximize the impact of UN-HABITAT's urban interventions. Subsequent programmes sought to make solid contributions in the specific areas of urban governance and urban management. Capacity-building activities, such as the Good Local Governance and Leadership Training Programme, extended from the north-west into Puntland and the south central region.

With the creation of the holistic Urban Development Programme for the Somali region (SUDP) in 2005, all ongoing and planned urban activities were merged under an all-encompassing umbrella framework. Even though many of the existing project components and areas of intervention remained unaltered, the field experience and the specializations of the various implementing partners gave additional depth to the programme. In addition, an increased variety of donors provided opportunities to focus on new activities, including projects that provided direct assistance

to vulnerable populations including displaced persons, returnees, the urban poor, and other communities affected by conflict and disaster.

The consolidation of projects brought enhanced efficiency and effectiveness, a trend that continues through the broader context of United Nations Country Programme reform and increased emphasis on joint programming. UN-HABITAT has over the years taken on an important role helping humanitarian agencies to bridge emergency response with early recovery and more durable solutions for sustainable development.

This publication seeks to provide an overview of UN-HABITAT's involvement in the Somali region over the last 25 years, particularly from the mid-1990s into the new century. While it is essentially presented as a chronological, project-centric study, the document also elucidates the unique UN-HABITAT vision and approach. I would like to thank the SUDP team and the numerous authors whose original reports, briefs, and articles from over the years were used as the basis for this document.



Anna Tibaijuka  
Under-Secretary-General of the United Nations  
and Executive Director, UN-HABITAT

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# Map of the Somali Region



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## UN-HABITAT Projects in the Somali Region (1981–2008)

1. Appropriate Technology Development for Nomad Settlements (1981)
2. Infrastructure Development (1981)
3. Pilot Development of Low-cost Housing (1984)
4. Low-cost Housing Development (1987)
5. Urban Settlements Governance and Management Programme (1995–2000)
6. Berbera Technical and Institutional Assistance Project (1999–2003)
7. Sheikh Water Supply Project (1999)
8. Burao Water Supply Project (2000–2004)
9. Rehabilitation of the Hargeisa Water Production System (2000–2002)
10. Kossar-Burao Water Development Project (2002)
11. Somali Urban Sector Profile Study (2002)
12. Identification and Development of Human Settlements Activities to Support the Reintegration of Returning Refugees (2002)
13. Good Local Governance and Leadership Training Programme or GLTP (2003–2005)
14. Support to Priority Areas in the Urban Sector Programme or SPAUS (2004–2006)
15. Urban Development Programme for the Somali Region or SUDP (2005–2008)
16. Assistance to Internally Displaced People and Returnees in Hargeisa and Garowe (2005–2007)
17. Reconstruction of Tsunami-damaged Xaafuun Town (2005–2007)
18. Training for Internally Displaced People in Garowe (2006)
19. Strengthening Governance in the Somali Region (2006–2007)
20. Street Lighting in Bossaso (2007–2008)
21. Community-driven Development and Community-driven Reconstruction (2006–2007)
22. Support to Improved Service Delivery in Somali Cities (2007–2009)
23. Joint Programme for the Protection, Reintegration, and Resettlement of Internally Displaced People in Bossaso (2008–2009)
24. Support to Upgrading of Community Infrastructure in Mogadishu (2007)
25. Joint Programme on Local Governance and Decentralized Service Delivery (2007–2011)





# Somali History and the Current Situation

Though the Somali region hit headlines around the world in the early 1990s, press coverage slowed to a trickle after foreign troops retreated from Somali shores in 1994. More recently, with heightened political tension and renewed violence in the centre and south, the international media put the Somali region back under the spotlight. For the global audience, however, there remains a lost era of more than a decade. After the civil war, the region was presumed to continue sinking into an anarchic world of violent inter-clan rivalry and recurrent humanitarian disasters. To understand the Somali region better, the last 10 to 15 years must be filled out, along with more distant Somali history.

Inhabitants of this harsh semi-arid land have lived for centuries as nomads, relying on livestock and small-scale agriculture for sustenance. Only two perennial rivers in the south, deriving their waters from the Ethiopian hinterland, provide the environment to sustain commercial farming communities. Before the incursion of colonialism and modernity, the Somali pastoralist communities had a highly evolved, specialized lifestyle, supported by a common ethnicity, language, and religion. Though clan feuds and raids were a part of life, they had solid, intricate family structures, tried and tested systems for conflict resolution, survival strategies for the hard life of the desert, and a complex oral culture. Even after independence, proportionally few Somalis settled in towns to benefit from modern education and health care.

## The Colonial Era and the Siad Barre Regime

Europeans became interested in the Somali region during the 19th century, beginning with the exploration by British adventurer Sir Richard Burton in 1854. Interest grew when the Suez Canal opened in 1869, and in 1887 Britain declared the north-western area a protectorate, known as British Somaliland. In response, Italy took control of the southern, central, and north-eastern Somali regions in 1889. During the contemporary struggle for African territories, the Somali peoples of eastern Ethiopia, Djibouti (formerly French Somaliland), and north-eastern Kenya were effectively left out of a future nationhood.

After independence, the southern region united with the north-west to create the independent Republic of Somalia in 1960. The new government sought to transform a transient society of clan-based pastoralists eking a living from a harsh landscape into a developed Horn of Africa country. However, the union between the north and south turned out to be fragile: although united as one nation, the

territories for years functioned as two separate countries, with different school systems, taxes, currencies, police forces, and political and legal administrations. Resulting directly from differences in colonial rule and consolidation of power in the south, northern Somalia progressed slowly and was politically under-represented. As early as December 1961, northern Somali military leaders pushed for separation from the south.

There were development successes for the country even after the socialist military government of Mohammed Siad Barre took control in the early 1970s. Modern urban centres developed and access to education and literacy grew. The adopted ideology of self-styled “scientific socialism” brought a level of internal stability and economic development, but in the process, governance and management structures were highly centralized. Over time, this caused marginalization and discontent among the clans and groups that were not close to the Mogadishu powerhouse. Against

a backdrop of regional conflicts, shifting Cold War alliances, and economic decline during the 1980s, the Siad Barre regime embodied strongman politics for a growing national

opposition. Amid allegations of corruption and clan favouritism, tensions among Somalia's regions and clan groupings grew to untenable heights.

## Civil War

In 1988, the situation worsened and an alliance of armed rebel movements took on the administration, resulting in civil war, large-scale destruction, and the eventual defeat of Siad Barre's government in 1991. This was a precursor to the effective collapse of the Republic of Somalia and its established (central and local) governance and administration structures. The war at this time affected the vast majority of Somalis through direct violence or famine. Waves of people fled their home areas.

Since 1992, rival strongmen have established

fiefdoms in areas of the centre and south, and continue to fight over the control of key towns, roads, and ports. Employing militias to enforce custom-made laws, these informal "local authorities" (together with clan elders) have often been the only source of security and leadership for local populations, and the entry point for international humanitarian groups. However, the few existing islands of stability are fragile and temporary, and the attitude towards international assistance has often been highly opportunistic, thus hampering efforts to reach the intended target groups.



## The Split-up: Somaliland, Puntland, and South Central

The north-western region of Somaliland declared itself an independent state in 1991, according to the borders of the old British protectorate (abutting Djibouti to the west, with Ethiopia to the south). By 1993, the Somaliland government, though not formally recognized, was well established and exercising sovereign control over the region; since then, presidential, parliamentary, and municipal elections have taken place, as well as a referendum on independence.

In 1998, the north-east region, inhabited by different clan groups, declared itself a self-governing area

called Puntland. While Somaliland explicitly strives for recognition as an independent country, Puntland defines itself as an autonomous "state of Somalia". Disputed borders have led to a chronic, low-level military conflict between these two regions, but they have achieved relative internal peace and stability compared to the south.

In the tumultuous south central Somali region, a Transitional National Government was created in 2000; however, its control was extremely limited and it ultimately failed. In mid-2005, as a result of the 14th Somali peace conference (mediated by

the Inter-Governmental Authority on Development after a long negotiation process in Nairobi, Kenya), a newly formed Transitional Federal Government was established. Suffering from a lack of worldwide recognition and international support, combined with high local expectations and mistrust, the administration faced a difficult start and had very restricted influence. After being based in Jowhar then Baidoa, elements of the government moved to Mogadishu in 2007 with the support of Ethiopian troops. A limited contingent of international peacekeepers from the African Union was deployed to attempt to consolidate peace efforts and further stabilize the highly volatile situation on the ground.

Today in the southern Somali zone, town-based private businessmen and militia and clan leaders have established relatively vibrant economic

activities. They control an array of import and export facilities, markets and commercial areas, communication networks, banking systems, infrastructure for basic services, and even schools. Despite their generally positive impact on trade and livelihoods, the competition over these lucrative economic interests keeps the threat of conflict alive.

Somaliland and Puntland have meanwhile seen significant economic growth and social development. The northern ports are crowded with outgoing livestock and imported consumer goods from Dubai. Enrolments in primary and secondary schools are growing steadily, and both Somaliland and Puntland have established several small universities. Taking advantage of the prevailing peace, 700,000 refugees have returned from exile to Somaliland, while 400,000 came back to Puntland.



A Burao market scene. Photo ©UN-HABITAT Somalia Office

## The Social Situation

Institutions collapsed during the civil war and basic services became scarce or non-existent. This situation remains relatively unaltered in the centre and south. Remittances from relatives abroad are a major source of income for many of the estimated 9 million Somalis across the 3 zones, but over 60 percent still live below the poverty line. More than 230,000 Somalis are refugees in neighbouring countries. From the 2 million internally displaced persons (IDPs) at the height of the crisis, the figure dropped to 400,000 between 2002 and 2004, but has recently surged again to 1 million, following renewed conflict in the south.

Those returning home face many challenges and are often unable to make a decent living. Many returnees and long-term displaced persons are opting for integration into the major thriving urban centres, hoping for better livelihood opportunities. The United Nations (UN) Human Development Index reveals that the living conditions in the Somali region are among the worst in the world. Despite the dire situation, however, the resilience, aptitude, and rich heritage of Somali society make it clear that the region will eventually emerge into a more peaceful and promising future.



# The First Post-war Engagements (1995–1999)

The Somali civil war and consequent insecurity put a halt to much United Nations engagement on the ground, apart from relief and emergency assistance and the UNOSOM peacekeeping missions. However, with the emerging stability in the north-west zone, opportunities arose for crucial urban involvements. UN-HABITAT thus started its first post-war activities in the mid-1990s, focusing on town-specific projects in Somaliland.

## Projects in the Pre-war Republic

Before the agency's foray into post-war Somaliland, UN-HABITAT had been present and operational in the relatively peaceful Republic of Somalia throughout the 1980s. With government structures intact, much of the focus during that period was on the capital city of Mogadishu, then a vibrant, cosmopolitan urban centre. Throughout the south central region, development agencies and programmes abounded: agricultural projects were widespread in the areas along the Juba

and Shabelle Rivers, and much emphasis was placed on establishing or improving educational institutions. UN-HABITAT projects concentrated on infrastructure development, low-cost housing, and the use of appropriate technology, mostly targeting nomadic communities. When political tensions rose towards the end of the 1980s and fighting broke out, the inevitable exodus of the international community started, as the collapse of the republic loomed.



Photo ©UNA

## The Early Days in a Collapsed Republic

When Alioune Badiane, then based in Togo as the Africa regional coordinator for UN-HABITAT's Urban Management Programme, was asked to lead a three-man agency mission to the war-ravaged Somali region in 1992, he was also asked to sign his life away. So dire was the security situation at the time, passengers on the old Antonov planes flying into Somali airspace were required to indicate with a signature that the UN was "not responsible for their safety". Adding credence to the UN's concerns, the sound of heavy gunfire accompanied the team's brief stopover in Mogadishu. Arriving soon after in Hargeisa, Somaliland, they found a city without roofs.

"Sixty percent of the city was completely destroyed," says Badiane. After locating a rental with a roof and furnishing it with sleeping mats, the team spent two weeks investigating the situation. They found a semblance of normal life, with functioning markets and some electricity being provided by a private generator. They met President Mohamed Egal and were introduced to Somaliland's fledgling administration. But services were almost non-existent – infrastructure had been devastated, there were no banks, and the imported stimulant *qat* grossly inflated the cost of living.

Fifteen years on, Hargeisa is a city of shiny new roofs. It has quadrupled in size and the Somaliland government has a solid base there. Mr Badiane, now serving as chief of UN-HABITAT's Regional Office for Africa and the Arab States, believes that the agency's initial determination was important.

"We accepted to take up the challenge," he says, "and what currently exists in our Somali programme is a result of that long-term commitment." He adds that Somaliland is now "heading briskly towards a development model".

UN-HABITAT was one of the first UN agencies to establish an office in Somaliland. The first involvements were essentially about using the agency's urban management expertise "to open the door" to the post-disaster field. While other agencies focus on relief, UN-HABITAT creates governance, management, and development instruments, taking the wider view embodied in the "relief to development" continuum.

The Somali region is "extreme", says Badiane, and thus ideal for testing instruments. The result of the last 15 years is an approach that first focuses on sorting out land issues, and then looks at infrastructure. Throughout the process, resources are key: "From day one, we try to give people dignity by providing the means to establish livelihoods and govern themselves."



# Urban Settlements Governance and Management Programme

Location	Hargeisa, Berbera, Boroma, Burao, Sheikh
Time frame	1995–2000
Donor	UNDP
Budget	US\$3.5 million

Between 1995 and the end of 2000, UN-HABITAT was responsible for the implementation of the UNDP-funded Urban Settlements Governance and Management Programme in Somaliland. The primary objective of the programme was to restore the institutional capacity of municipalities in order for them to plan and manage urban development, improve public infrastructure, and oversee the rehabilitation of public services. The capacity-building programme also aimed to improve planning for the reintegration and resettlement of returnees and to enhance emergency preparedness. Where possible, capacity-building efforts were combined with relatively small capital investment projects, a concept that continues to be one of the basic attributes of UN-HABITAT's approach in the Somali region. The programme was active in five Somaliland municipalities, and a proposal was developed for Puntland.

The preparatory phase of the project (October 1995 to March 1996) focused on specific sectors: municipal administration, including revenue and finance; urban planning and mapping; water supply and distribution; sanitation and solid waste management; and roads.

The consolidation phase (April to September 1996) initiated activities in Hargeisa with three main areas of intervention:

1. Revitalizing and re-equipping the urban planning and mapping unit: creating a full range of digitized maps of the city, as well as base maps and development plans for guiding future urban growth and for the resettlement of returnees.

2. Technical support for the water supply department: remapping water supply infrastructure (including "as-built" drawings), improving well field flood protection, and creating strategies to chlorinate water, improve access, and extend the distribution system. Plans were also made for the rehabilitation of buildings, staff houses, workshops, and pumping mains.
3. Technical support for the administration and finance departments: enhancing the revenue base and collection system, refining financial accounting systems, improving budget formulation processes, establishing internal audit systems, streamlining office administration procedures, and improving personnel management.

The implementation phase of the programme commenced in October 1996; due to limited funding and fragile security, projects were undertaken in six-month cycles. In response to invitations from the mayors of other towns, activities were extended to Boroma, Burao, Berbera, and Sheikh. Municipal engineering units were created in Boroma, Burao, and Berbera. The units effectively improved surveying and land management practices, the preparation of Bills of Quantities and tender documents, and the application of engineering computer programmes. The units became the engineering backbone for the municipalities and are still playing an important role in town planning and development.

With the existing administration, the Urban Settlements Governance and Management





Photo ©UN-HABITAT

### UN-HABITAT Adapts to Unusual Circumstances

During the scorching summer months of 1997, the Urban Settlements Governance and Management Programme took over the management of the Berbera urban water supply system, in a caretaker role. A dispute between the municipality and the contractor rehabilitating the distribution network necessitated this move, together with a lack of institutional capability on the part of the water agency. Ultimately, operatives in the water agency received training, meters were installed, and revenue collection started... and at the end of October, the programme relinquished its caretaker role.

Programme prepared a coordinated plan of action for the restoration of the local administration and the reconstruction of Burao, a town twice devastated – first by the civil war in 1988–1990 and then by renewed inter-clan conflict in 1995–1996. It also provided planning and implementation support for drought relief operations in early 1997. The programme was instrumental in organizing a follow-up workshop for ministerial staff and non-governmental organizations (NGOs), which resulted in a plan of action for drought preparedness and relief.

In addition to its normal mentorship role, the programme undertook a range of participatory workshops covering public health, water supply, intensive labour techniques, and financial management and accounting. Several collaborative projects were also initiated with sister UN agencies and international NGOs. At the same time, the programme prepared an extensive plan for revitalizing the Municipal Authority of Berbera and the Berbera Water Agency. While addressing the shortfalls in personnel, skills, and equipment, and dealing with dilapidated buildings, the plan also tackled many priority needs of the town: a refurbished and augmented water supply scheme, a solid waste management system, markets, roads, and new neighbourhoods for returnees.

Strengthening the newly established Burao Water Agency involved the establishment of basic organizational structures and administrative and financial procedures. Jointly with agency staff, a development plan for the rehabilitation and management of the Burao urban water supply system was prepared and presented as a project proposal to the Government of the Netherlands. This resulted in a comprehensive UN-HABITAT intervention in the Burao water sector, which started towards the end of 2000.

## THE INITIAL UN-HABITAT APPROACH

UN-HABITAT's post-war programme in the Somali region, set up in Hargeisa in late 1995, attempted to work with legitimate local governments where they existed, even though these structures were still developing and were not always effective. The programme had impressive results, providing public services and essentials such as water, education, and health.

Acquiring skills from UN-HABITAT, experts and trainers gradually disseminated their new knowledge through a variety of activities. The former mayor of Hargeisa (1995 to 1997), Mohamed Hashi-Elmi, summed up the situation:

*At that time, the last thing we needed was money. It can be very destructive in such a disrupted social context. Assistance in manpower, strategic planning, and know-how was missing. All the qualified personnel staff had left the country or disappeared. Most international donors or UN agencies have very limited resources to offer and don't initiate real sustainable development projects. UN-HABITAT brought us expertise, which was really missing, and gave us an idea of what to do in the future. It helped us to increase our competency in local government and to raise funds to rebuild basic service delivery. We've also tried to guide the international aid in Somalia towards our needs.*

Unlike many other donor-assisted activities, the UN-HABITAT Somali programme did not treat poverty as an individual project. As much attention was paid to the "process" as was to project implementation. In other words, poverty was addressed through mutually supportive relationships with local governments and through long-term interventions in different strategic fields. According to UN-HABITAT's Dan Lewis, this was a "systemic" view, rather than a sectoral, compartmentalized view.

The objective throughout was to improve personnel and institutional effectiveness through the process of tackling urgent rehabilitation tasks. The programme understood that regaining the peace and stability required for real development is directly linked to the degree to which all levels of administration are capable of solving the problems they face and reinstating normal life. This idea was a crucial pillar in UN-HABITAT's evolving, and quite unique, overall approach, in which the long-term perspective comes first.



Photo ©UNA



# Into the Cities (1999–2003)

UN-HABITAT's foray into post-war governance and the re-establishment of urban management and basic services provided the local experience and motivation to further address such issues. A number of technical assistance projects in the region of Somaliland (designed to allow for replication in other zones) improved the capacity of local institutions by giving direct, specialized support and linking training activities with hands-on project implementation. During this period, the adjacent region in the northeast became increasingly stable; in 1998, the new regional state of Puntland was established. UN-HABITAT organized a number of missions into the region and made assessments for future activities, in line with the approach followed in Somaliland.

## Berbera Technical and Institutional Assistance Project

Location	Berbera
Time frame	1999–2003
Donor	European Commission (Government of Italy co-funding)
Budget	US\$1.4 million

Financed by the Government of Italy through the European Commission, the Berbera Technical and Institutional Assistance Project was launched in May 1999 and concluded in May 2003. Implemented in the main harbour town of Somaliland, this project was the first to follow an integrated approach, where several inter-linked urban development activities were implemented in parallel. These included strengthening municipal capacity at different levels and implementing capital investment projects.

Prior to the project, an analysis of the urban sector in the Somali region revealed glaring urban governance and management problems:

- Weak institutional structures and the limited capacity of municipal authorities were one of the main causes of poor service delivery and, by extension, prevented capital investment in community utilities.
- Civil apathy and insufficient local stakeholder participation in municipal management meant overall governance was poor.
- A weak tax base, poor revenue collection systems, and inadequate financial management capacity reduced the ability of local authorities to better serve the public.

- Unclear land tenure and non-existent town planning effectively blocked the possibility of attracting investment in Somali towns.

The Berbera Technical and Institutional Assistance Project focused on developing the management capacity of the municipal authority, with priority given to four areas linked to the above-mentioned weaknesses in the local urban sector: a) organizational and technical components of municipal management; b) financial administration, revenue systems, and asset management; c) town planning and land management; and d) sanitation awareness and solid waste management.

In general, the project strongly increased the capacity and sustainability of the Berbera Municipal Authority and other partner organizations, and provided a solid framework for further capacity-building developments, both in Berbera and other Somali cities. As a foundational input in this regard, the project rehabilitated the dilapidated offices of the Berbera Municipal Authority, in part with financial contributions from the authority itself. In the process, municipal staff increased their capacity in project formulation, engineering design, contract management, and supervision.

The project's institutional development and municipal management component adopted a planned and systematic approach to service delivery, revenue collection, and improved effectiveness and efficiency in municipal operations. The approach aimed to ensure that services delivered were sustainable and affordable for the residents of Berbera.

The municipal revenue and financial management component meanwhile improved revenue collection, financial oversight, and accountability procedures. The goal was to streamline operations of the municipal authority and ensure that sufficient surpluses were available for capital investment and improved operations. With this in mind, the financial component was linked to the implementation of income-generating capital investment projects. As an example, Berbera City Market was rehabilitated using a participatory design process. This led the municipality into an exercise of resolving land disputes, as different claims surfaced regarding the proposed site for the intended market expansion. Ultimately, a new, vastly improved market has emerged, with a ventilation system that protects both vendors and products from Berbera's intense summer heat. The various vendor groups operating in the market area were also mobilized and empowered through an improved formal organizational structure.

Stated broadly, the town planning and land management component improved the skills and organizational set-up of the staff of the Berbera Municipal Authority. Urban planning and mapping activities provided for current and future land and infrastructure needs, allowing for possible further expansion of the town (being Somaliland's main port), as well as the resettlement of vulnerable IDP and returnee communities.

The sanitation and waste management component focused on improving community sanitation and health through the efficient collection and disposal of solid and liquid waste. A full refuse management system was set up, including a new landfill that could be used for solid waste disposal in the years ahead. A vast 2 km-by-3 km area east of the town, previously used for the haphazard dumping of all sorts of garbage (including numerous car wrecks, waste from the district hospital, and animal remains), was cleaned up and restored. Waste that had accumulated over a period of more than five years was collected, buried in two large pits, and covered with a layer of the original soil. Part of this cleaned-up area was surveyed and included in plans for the future expansion of the city.

The improved waste management system helps to reduce the risk of disease and sickness among Berbera residents.



Some of the activities of the Berbera Technical and Institutional Assistance Programme: civil servants in a training, the renovated Berbera Municipality Building, and the reconstructed Berbera Market. Photos ©UN-HABITAT



## Sheikh Water Supply Project

Location	Sheikh
Time frame	1999
Donor	Government of Italy, UNICEF
Budget	US\$291,292

Across the six regions of Somaliland, water shortages are common. Traditionally, people rely on harvesting rainwater through surface water reservoirs known as *berkads*. The groundwater is very deep and requires significant infrastructure, such as deep wells and heavy pumping equipment. Many mechanized water supply systems witnessed massive destruction during the civil war, and most of the surviving water infrastructure and services were poorly maintained.

Sheikh is an old town, famous for having the region's first high school. It hosts the headquarters of Sheikh District and has 34 satellite villages. The UNICEF-led Sheikh Water Supply Project aimed to increase the availability and reliability of drinking water and sanitation facilities in the town, thereby reducing the combined effects of water-borne diseases and unhygienic living conditions. A major focus was on hygiene education and sanitation for communities and schools. Given the depressed regional economy at the time – in large part a result of the Saudi livestock ban – the project used a labour-intensive approach to implement the water and sanitation activities, in order to inject cash into the local economy.

Rehabilitating Sheikh's water supply system was the main objective; this included the installation of submersible and booster pumps. The project also laid an 11 km-long pipeline to connect the town's water system to a borehole in Dubur village. In addition, a collection reservoir and a pumping station were constructed. With communities expected to take ownership of the water sources and oversee the proper



Watercart. Photo ©UN-HABITAT

functioning of the water supply network, training on maintenance was provided and a sustainable management system was supported.

Yagoori and Adadle villages saw their water networks expanded, and an elevated water reservoir was constructed in Adadle. School sanitation programmes in the area were expanded – this involved hygiene promotion and the construction of water tanks and 20 latrines in 5 schools. In addition, 66 teachers and 14 Water and Sanitation Community Committees were trained.

# Burao Water Supply Project

Location	Burao
Time frame	2000–2004
Donor	Government of the Netherlands
Budget	US\$561,000

Despite some major improvements that resulted from the Urban Settlements Governance and Management Programme, by the end of 1999 the Burao Water Agency management capacity was still relatively weak. The administrative and managing skills were rudimentary, and there was a need to develop additional capacity to increase the efficiency of water production, water distribution, and revenue collection, among other things.

To render continued support to the Burao urban water sector, a project proposal was prepared in 1999 and a funding agreement between the Government of the Netherlands and UN-HABITAT was signed in July 2000. The resulting Expansion and Management of the Burao Water System Project was implemented by UN-HABITAT, in partnership with the Burao Municipal Authority, the Burao Water Agency, and other relevant stakeholders.

The main objective of the project was to provide assistance in the rehabilitation, expansion, operation, and management of the Burao water supply system. In addition to capital-intensive inputs (e.g. new boreholes, distribution pipe extensions, and office equipment and furniture), capacity building was a very important component. The project trained Burao Water Agency staff in various aspects of urban water supply systems, such as operations, management, administration, finance, and planning for infrastructural development.

The intervention targeted four principal areas of intervention, which the Burao Municipal Authority

and the water agency identified as critical components:

- Increasing water production.
- Extending the distribution network.
- Upgrading, equipping, and furnishing the Burao Water Agency offices.
- Enhancing staff capacity and improving operations of the technical, administrative, financial, and management departments of the Burao Water Agency.

The project results were numerous and impressive. Water production increased by about 130 percent, from an average of 540 m<sup>3</sup> per day at the onset of the project to a volume of 1,245 m<sup>3</sup> in 2003. Over the same period, the maximum pumping capacity went up by 169 percent. The availability of clean and affordable piped water substantially increased, while dependency on unsafe water from shallow wells was reduced. The Burao piped water supply system was extended by 4.8 kilometres. Between 2000 and 2004, the number of households with a water connection rose from 665 to 2,184. The number of communal water kiosks increased from 90 to 152.

Meanwhile, revenue collection almost tripled between 2000 and 2002. Towards the end of the project, the average monthly revenue was five times higher than the income in 2000. Volumes of unpaid and unaccounted for water were almost halved. Staff levels at Burao Water Agency remained relatively constant, despite significantly increased levels of operations. Efficiency grew, with monthly revenue collection per staff member

## The Kossar Villagers and their Water Development Project

The central activity of the Kossar-Burao Water Development Project, funded by the Government of the Netherlands through UNDP, was to develop an independent water supply system in Kossar village, a sprawling returnee settlement seven kilometres outside Burao on the Berbera road. The area is home to about 7,000 returnees from Ethiopia, repatriated by UNHCR after stability was established in Somaliland.

Perhaps the greatest challenge facing the Kossar community was the lack of local water supplies. Until this project commenced, the Burao Municipal Authority provided water through tankers, but this system provided only 50 percent of the settlement's water requirements. To address the situation, UN-HABITAT drilled a borehole near the edge of the settlement, installed pumping equipment, built an elevated storage tank, and provided reticulation to water kiosks in the area.

In a gratifying and unique move, the people of Kossar, who manage the area through a committee of clan elders, then expressed a desire to operate and manage the completed water project on a self-help basis. UN-HABITAT, through workshops and local NGOs, tried to come up with a community-based model that would meet local requirements on a sustainable basis. Eventually, a not-for-profit, community-based water supply entity was established, with technical support from the Burao Water Agency.

increasing by 175 percent. The agency was finally able to pay off long-standing debts. Awareness of water-related issues greatly improved among local counterparts and stakeholders in the Burao water sector. Staff were trained in accounting, financial management, and budgeting procedures, as well as surveying and mapping techniques. The offices were furnished and equipped. Finally, normative support was provided to central authorities, in particular for the ongoing development of policies and mechanisms for water sector regulation, oversight, inspection, and enforcement, as well as the creation of public-private partnerships.



Borehole. Photo ©UN-HABITAT



# Rehabilitation of the Hargeisa Water Production System

Location	Hargeisa
Time frame	2000–2002
Donor	UNHCR
Budget	US\$63,600

Despite numerous hurdles, UN-HABITAT and partners took important steps through this project towards the rehabilitation of Hargeisa's water system. As with other projects, the agency's focus on urban management combined tangible urban development activities with capacity building. The project focused on installing and refurbishing water production facilities and, importantly, conducting administrative training. The latter activity involved on-the-job training of Hargeisa Water Agency staff in various aspects of installation, maintenance, finance, and administration. A wide range of activities emerged from the three main project objectives:

1. To improve the living conditions of returnees and the entire population in Hargeisa by providing clean and drinkable water.
2. To make water available for distribution in and around Hargeisa (with priority given to a new settlement just opened by the municipality).
3. To make the production system sustainable by rehabilitating the facilities and training Hargeisa Water Agency staff.

Before starting activities, UN-HABITAT undertook a departmental assessment in collaboration with Hargeisa Water Agency staff to determine the scope and nature of the operation, the problem areas, and the required strategies. An in-depth assessment report was prepared, which was the entry point to streamlining administrative and financial procedures at the agency.

Benchmarks were set up and given to the relevant departments for enforcement. In addition, a proper filing system for all departments was put in place,

and appropriate procedures and forms were introduced in the sales department to improve reporting, control, and recording procedures.

The main rehabilitation activities involved the replacement of pumping equipment for five boreholes connected to the Hargeisa water supply system. By October 2000, generator sheds had been constructed; boreholes were tested on potential yield and quality and the equipment (pumps, meters, etc.) was installed. Two generators at the booster stations at Geed Deeble (about 40 km north of Hargeisa) and Beeyo Kader were installed and staff were trained to operate and maintain the equipment. The workshop at the booster station of Geed Deeble was also renovated.

## Somali Urban Sector Profile Study

Location	Kismayo, Mogadishu, Beletweyne, Galkayo, Erigavo, Burao, Boroma, Gebiley, Hargeisa, Berbera, Sheikh
Time frame	June–September 2002
Donor	European Commission
Budget	US\$76,000

The Urban Sector Profile Study for the Somali region was prepared between June and September 2002. It was intended to fill the gaps that existed among the European Commission Country Support Strategy, the outcomes from individual urban project interventions that were being implemented by various actors, and the needs and priorities identified by local stakeholders. As such, the study provided an instrument for policy dialogue and a basis for determining future interventions.

The study used a broad-based consultative approach that included local and central authorities, civil society, the private sector, and other key stakeholders. Small teams travelled to each town to gather information for the study; when security did not allow UN-HABITAT staff to travel, local NGO staff conducted the interviews. The outcome of the study set out a structured programme strategy.

Specifically, the report recommended that in order to be effective, external assistance should, among other things, aim to build stakeholder capacity, address local priorities, show sensitivity to a traumatized population, and commit to a clear exit strategy. The key recommendation was to address urban sector issues through two inter-linked programmes, focused on urban governance and urban management, with a support component addressing central issues.

The Urban Governance Programme would have to include comprehensive training (e.g. on leadership, tax and revenue, administration and finance, and community relations) and technical advice that incorporates outputs from further studies.

The Urban Management Programme would cover urban planning and land management gaps, as well as the “hardware” elements of urban services and infrastructure. In line with the tested UN-HABITAT approach for the Somali region, it was envisaged that this programme twins its “software” activities (e.g. data development and capacity building) with tangible demonstration projects in the short term and larger infrastructure and basic services interventions in the longer term.

Stemming directly from the recommendations of the Somali Urban Sector Profile Study, two UN-HABITAT programmes (the Good Local Governance and Leadership Training Programme and the Support to Priority Areas in the Urban Sector Programme) were initiated in 2003 to address the two main components of urban governance and urban management. The study was also to become the model for a series of rapid assessments made throughout the region, now called Rapid Urban Sector Profiling for Sustainability (RUSPS). The RUSPS project, using a methodology that was first developed and tested under the UN-HABITAT programme for the Somali region, has to date been implemented in more than 20 countries in Africa and other areas around the world.

## Other Activities

Identification and Development of Human Settlements Activities to Support the Reintegration of Returning Refugees in the Somali Region was a short-term support project with a budget of US\$23,500. It was implemented to give direction to the UNDP and UNHCR regional programme for reintegrating returning refugees and displaced people.

The project, which was in essence a needs assessment, was part of a broader planning exercise used by UN-HABITAT to develop a specific component on human settlements issues in the Somali context, building on the experience gained and lessons learned during previous interventions. The resulting project document focused on priorities and crucial activities in the IDP and returnee settlements that UN-HABITAT could engage in (after initial fundraising).



Photo ©UN-HABITAT

# A Countrywide Focus on Urban Governance and Urban Management (2003–2005)

With a growing understanding of the core problems underlying Somali urban life and the crucial role played by urban governance and management, UN-HABITAT programming expanded to all the Somali regions after a period of increasing stabilization. In these interventions, improving the capacity of local authorities to plan effectively, provide services, and enable development took precedence.

In December 2002, multiparty elections were held in Somaliland for the first time, a major step in the transition from a clan-ruled society to a modern multiparty system. Local elections followed, through which municipal councils were formed. The process received great support from the international community. The nascent elected councils, now fully accountable, however lacked the capacity to perform their tasks. To address this, the European Commission and UN-HABITAT set up a capacity-building programme that would give the new councillors basic training on a wide range of issues, as well as some practical experience in project implementation. This project also supported new councils in Puntland and some of the authorities in the south, which had existed for some time without a national government. At the same time, UNDP and UN-HABITAT initiated a programme to improve the urban management skills of municipal staff.



Photo ©UN-HABITAT

# Good Local Governance and Leadership Training Programme

Location	Hargeisa, Boroma, Gebiley, Berbera, Sheikh, Burao, Erigavo, Bosasso, Garowe, Galkayo, Jowhar, Adaale, Buulo Burti, Hudur, Bondheere (Mogadishu), Abdul Aziz (Mogadishu)
Time frame	2003–2005
Donor	European Commission
Budget	US\$1.6 million

The Good Local Governance and Leadership Training Programme, which focused on capacity building in all the Somali regions, was launched in 2003 and closed in mid-2005. Its approach was to adapt globally tested UN-HABITAT training materials to the Somali context – characterized by civil strife, weak institutions, poor infrastructure, and large numbers of internally displaced persons. Culturally relevant information was included (such as Koranic quotes). The materials, developed by UN-HABITAT’s Training and Capacity-building Branch, were then used to train local leaders, NGOs, community-based organizations, and other stakeholders in good governance practices. Good Local Governance and Leadership Training Programme activities formed the core of UN-HABITAT’s urban governance strategy in the Somali region.

A clear approach was developed for the programme along 3 parallel tracks, which were followed in all 16 of the targeted towns or districts:

1. A strategic planning process brought stakeholders together and led to a city consultation. A strategic plan for the city resulted, to be adopted by the local council.
2. Action planning was started, focusing on an identified priority. An action plan, developed through a participatory process, was then implemented through a consortium of local stakeholders.
3. Capacity-building efforts primarily targeted the local councillors and a local team. Awareness-raising initiatives focused on the general public, women, youth, and central government authorities.

The first project phase saw the adaptation of training materials and the training of a pool of trainers. These trainings were done for 36 trainers in 8 universities and NGOs in the 3 regions. The second phase involved training on leadership and management skills, gender, urban indicators, and action planning for the authorities in the towns. Other activities included the creation of advisory boards in Somaliland and Puntland, representing local authorities from the various regions, and awareness campaigns on good local governance.

The final stage of activities involved an action-planning process, in which the municipalities implemented a priority project. This enabled them to put their new skills into practice. The action-planning projects resulted from prioritization exercises involving local councillors and leaders. City consultations were then organized in each town, involving all the stakeholders. A wide range of projects was selected, including market rehabilitation (Hargeisa and Adaale), road rehabilitation (Boroma), tree planting (Sheikh), and drainage works (Jowhar), among others.

Partnership with Oxfam-Novib resulted in the organization of a specific training module for traditional and religious leaders, started as a pilot project in Beletweyne. The project was later replicated in several other districts in south central Somalia. In 2004, a media workshop was organized with the British Broadcasting Corporation to train journalists on governance issues.

The Good Local Governance and Leadership Training Programme has had a sustained impact and greatly helped the new councils to perform their duties. Local project proposals submitted within the framework of a recent call for proposals clearly reflected what was learned in the programme's action-planning exercise. The overall quality of the proposals was good and there seemed to be a collaborative effort among a variety of stakeholders.

The programme ran parallel to the UNDP-funded Support to Priority Areas in the Urban Sector Programme. Activities of the Good Local Governance and Leadership Training Programme were integrated into the new Urban Development Programme for the Somali region.



Photo ©UN-HABITAT

## Support to Priority Areas in the Urban Sector Programme

Location	Hargeisa, Burao, Boroma, Berbera, Garowe
Time frame	2003–2005
Donor	UNDP, Government of Italy
Budget	US\$1.37 million

UN-HABITAT developed this programme in response to requests from the Governments of Somaliland and Puntland, as well as UNDP (which financed the Preparatory Assistance Phase). It started in early 2003, with a view to formulating a programme in support of the urban sector and addressing a number of priorities to facilitate a process of sustainable urban development:

- Building capacities to improve the planning and management of Somaliland cities.
- Improving local revenue collection while delivering basic services.
- Identifying and executing priority capital investment projects.

The objective of the project was to increase efficiency in urban planning, management, and development control, as well as service delivery and financial management – all the while strengthening governance instruments.

The Support to Priority Areas in the Urban Sector Programme carried out rehabilitation work on government buildings, using a similar participatory approach as applied in the Berbera Technical and Institutional Assistance Programme. The rehabilitation and expansion of the Hargeisa municipal building was completed in 2004. Other rehabilitation projects included the Boroma



municipal building, the new governor's office, an annexe to the Ministry of Interior building in Hargeisa, and the Garowe municipal building in Puntland. These were not mere infrastructure inputs, but stepping stones towards establishing strong organizational structures.

The projects also familiarized local authorities and construction companies with transparent tender procedures. Regarding legal support, initial assessments on existing urban law were conducted in Somaliland and Puntland. Assistance was given to the writing of the Hargeisa City Charter, the Decentralization Law of Somaliland, and several other urban laws in Somaliland and Puntland, after which the process started to discuss their adaptation in parliament. As this is a long-term process, it was further taken up in UN-HABITAT and UNDP follow-up programmes.

With the Somali region's outdated, inaccurate maps and dysfunctional urban cadastral systems, as well as the absence of geodetic reference data for many decades, there were serious land management needs. Towards the end of 2002, UN-HABITAT set up a Geographic Information System and did a pilot land survey in Gabiley, Somaliland. A second pilot survey followed in Burao during the first half of 2003. However, the programme's Geographic Information System and land management component fully took off with the setting up of an Urban Land Information System in

Hargeisa in 2004. Experts first vectorized a high-resolution satellite image of the city, digitized all the properties and building blocks visible on screen, and then organized a door-to-door housing survey to gather information on each building's status.

The property information system generated from the survey data and the digitized imagery form the base for new tax collection systems. In addition, this vital information is an important tool for a wide range of urban planning and development activities. The approach has been replicated in Boroma and Berbera, and other cities will follow. At the same time, multi-purpose base maps have been created for more than 20 cities throughout the Somali region, none of which had up-to-date town maps.

Municipal finance training material has been developed and an assessment has taken place on the status of financial management and administration in Somaliland. A programme was organized to train trainers, followed by trainings in the cities.

The Support to Priority Areas in the Urban Sector Programme initiated urban analyses and planning activities, starting with assessments on the situation of IDPs and returnees and a Rapid Urban Spatial Analysis in several cities in all three regions. The programme also contributed to the joint-agency tsunami assessment in early 2005. From mid-2005, activities were fully integrated into the Urban Development Programme for the Somali region.

## An Overarching Vision for Urban Development

Mohamed El Sioufi has served for many years as a Senior Human Settlements Officer for UN-HABITAT's Regional Office for Africa and the Arab States. For him, the first years in Somaliland were key to developing the agency's particular vision and approach. The focus at the time was building the capacity of existing governance structures. Despite the challenge of improving decision making at the municipality level through short projects with limited funds, the belief remained that entrenching peace and development in the future would inevitably involve such bodies.

This vision was shown to be prescient as the UN-HABITAT Somali programme articulated its conviction that interventions must move from relief to development, and that short-term initiatives must take on a long-term view, even in the volatile and fragile Somali context.

The Berbera Technical and Institutional Assistance Project represented a "more integrated, holistic approach" after the short, focused projects until then, according to El Sioufi. "But the turning point in the Somali programme was the Urban Sector Profile Study, as the result was to combine capacity building with capital-intensive projects."

Two major projects emerged from the profiling exercise: the Good Local Governance and Leadership Training Programme and the Support to Priority Areas in the Urban Sector Programme.

"From there, activities followed more of a 'programme approach' and less of a 'project approach'," El Sioufi says. "Involvements went from prescriptive to participatory."

In other words, the UN-HABITAT programme at the turn of the century was conceived around the long-term needs of local communities. As stability improved, funding grew and became more diversified. With the creation in 2005 of the Urban Development Programme for the Somali region, a comprehensive umbrella programme for urban involvements countrywide, there was an opportunity to consolidate this approach.

In actuality, the ideas that are central to UN-HABITAT's work in the Somali region have remained constant – supporting local groups and structures through capacity building to enable these bodies to provide the economic and social atmosphere, physical environment, and basic services necessary for sustainable urban development. As the programme moves forward, these partnerships will continue to expand and be strengthened.





# Towards a Holistic Country Programme (2005–2008)

By mid-2005, the governance and management activities exemplified by the Good Local Governance and Leadership Training Programme and the Support to Priority Areas in the Urban Sector Programme were integrated into the Urban Development Programme for the Somali region, which built on these achievements. With this move, UN-HABITAT finalized its transformation from a regionally focused programme (the first post-war involvements in Somaliland) into a full-fledged country programme that takes a comprehensive look at the Somali urban world. A consortium of partners was involved in the implementation of the new programme, with funding from a variety of donors. The central themes, initiated during previous UN-HABITAT interventions in the Somali region, were maintained and further developed, but the new structure allowed for swift cross-pollination among partners and a more efficient and effective programmatic structure.

## Urban Development Programme for the Somali Region

Location	Somaliland, Puntland, south central Somalia
Time frame	2005–2008
Donor	European Commission, UNDP, Government of Italy
Budget	US\$8.2 million

The Urban Development Programme for the Somali region (SUDP) extended and expanded on UN-HABITAT's long-established programme activities in Somali towns and cities. Crucially, it functioned as an umbrella programme for all interventions in the Somali urban sector. As such, many new initiatives were taken on through new project proposals; a quarterly newsletter and a number of additional information products were also launched. The programme focused on all major cities and towns in the Somali region, implementing tangible projects that aimed to improve the local capacity for sustainable urban development. The implementation of the SUDP was planned for a period of 3 years, starting 1 April 2005.

The European Commission funded the project and UNDP co-financed it. Other international partners in the programme included the International Labour

Organization, UNICEF, the Italian NGO consortium UNA, and Oxfam-Novib. The programme was designed to benefit from the comparative advantages of all the partners – the political leadership and logistic support network of UNDP in the field, as well as the operational expertise of UN-HABITAT and the other partners.

SUDP recognized the growing importance of the Somali urban sector, both demographically and economically, and aimed to promote an increasingly democratic, inclusive, and accountable system of governance, as well as more efficient and socially effective local management practices. In a fast-changing political scenario, the programme, while assisting both central and regional administrations to establish the main legal and institutional instruments of governance, primarily targeted

building the management capacity of local authorities and communities.

The programme maintained a strong focus on urban governance and urban management, supported by a series of local capital investment projects, crucial for enhancing the impact of the first two components.

The urban governance component had three main activities:

- Strengthening municipal governance, civil society, and community participation.
- Enabling legal and institutional reform.
- Improving donor coordination and programming for the urban sector.

The urban management component had five areas of activity:

- Urban planning and design.
- Basic services and infrastructure.
- Municipal finance.
- Land management.
- Local economic development.

Particular attention was also paid to monitoring and urban indicators, along with media and best practices.

### *Municipal Governance*

The transition from previous projects to the new programme was smooth, due to the fact that all SUDP components were already established (either in pilot or a more advanced form) and incorporated into the two main urban governance and management initiatives implemented between 2003 and 2005. The newly selected councils in Puntland received good governance training. This included Gardo town, the first time UN-HABITAT organized an activity there. The programme had the ambition to respond to the emerging Transitional Federal Government with capacity-building activities, but the south central region regressed into conflict and activities remained small in scale, focusing on Baidoa, where the first district council had been established. However, the deployment of full-scale activities in Puntland was successful and offices were opened in Garowe and Bossaso.

### *Legal and Institutional Reform*

In cooperation with UN-HABITAT's Land and Tenure Section, assessments were conducted to identify land and tenure options for returnees and IDPs. The section meanwhile developed a situation analysis based on the legal frameworks of Somaliland and Puntland for land-related issues. Another key activity has been the translation into Somali of draft laws. Regional discussions during urban forums in Somaliland and Puntland have helped define priorities for the relevant institutions, aiming at the consolidation of a structured land regulatory framework. At the same time, UN-HABITAT, in collaboration with the Norwegian Refugee Council and UNHCR, is undertaking further studies on land for south central Somalia, to provide adequate regulatory tools to the Transitional Federal Government.

### *Donor Coordination and Programming for the Urban Sector*

In an effort to improve coordination and enhance cooperation in the urban sector, the SUDP functioned as an umbrella programme, providing the managerial structure for additional projects complementing the initially planned activities. The Department for International Development (UK), the Governments of Japan and Italy, UNICEF, the World Food Programme, and UN-OCHA (through the Humanitarian Response Fund) are some of the institutions that benefited from the SUDP structure to implement interventions in the urban sector.

Through SUDP, UN-HABITAT has been able to be a key player in the UN Joint Needs Assessment resulting in the UN Joint Programme, currently under elaboration. SUDP also participated in the Post-tsunami Task Force, and has been the base for the elaboration of the Joint Programme for IDPs in Bossaso, Jowhar, and Baidoa, several Consolidated Appeal Processes, and additional project proposals and coordination and fund-raising activities. A quarterly newsletter was produced, along with brochures and other materials on specific projects, to raise awareness in the donor community about the needs and achievements of the interventions in the urban centres of the Somali region.

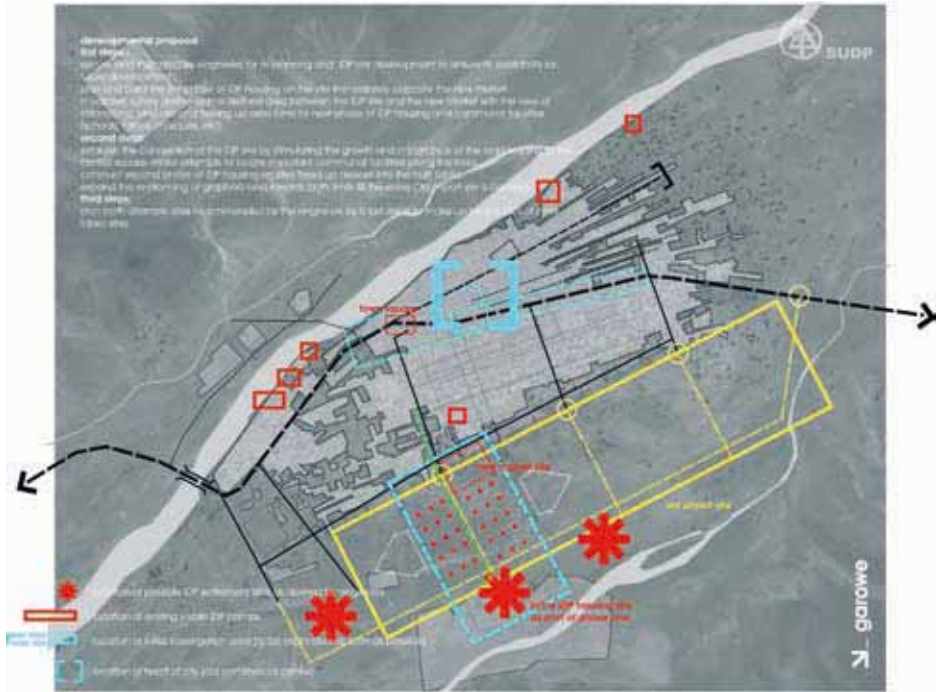


Image ©UN-HABITAT

### Urban Planning

The urban planning component took on a broader guiding role. A strategic planning approach focused on specific issues and areas, rather than pursuing traditional master planning. Town plans were developed for the main cities, establishing a strategy for urban expansion. One point of attention was the resettlement and integration of IDPs and returnees; on this, UN-HABITAT gave vital inputs to the joint UN IDP strategy. For activities relating to shelter and basic services, additional funding was raised (see the following chapter).

### Basic Services and Infrastructure

A significant portion of the urban planning activities was linked to strategic local projects. All the projects were implemented within the framework of the spatial development of the respective towns, with the objective of improving the urban structure. A total of seven main projects were implemented, principally focusing on the construction and rehabilitation of markets and slaughterhouses. The projects had inputs from all the consortium partners. Oxfam-Novib helped market vendors improve their organizational capacities, while the International Labour Organization helped to establish business plans. UNA was responsible for providing technical documents and overseeing the construction components of the projects.

Under the urban services component, implemented by UNA, managing solid waste was the focus. Activities started with an assessment of solid waste management systems in Somaliland and Puntland, followed by a series of technical workshops to introduce improved systems. A call for proposals resulted in eight local projects, equally divided between Somaliland and Puntland.

### Municipal Finance

Fully fledged municipal finance training was started in Somaliland. In the first phase, the municipal staff mastered the basic concepts of accrual accounting, budget formulation, and revenue maximization, while the second phase elaborated on this through practical on-the-job training.

An assessment of municipal finance training needs was done in Puntland, which also underwent the two phases of training. As most municipal staff in Somaliland and Puntland are now conversant with basic finance methods, the next step is to introduce a more advanced software package.

## Hargeisa Property Database and Taxation

Total number of properties = **59,000**

- \* 78 percent formal, 22 percent informal
- \* 68 percent residential, 12 percent commercial, 20 percent other

Number of taxable properties in the old system: 15,850 (34 percent)

Number of taxable properties in the new system: **47,334** (80 percent)

Property tax revenue collection:

- \* 2004 → US\$144,417 (municipal records = 15,850 taxable properties)
- \* 2005 → US\$169,062
- \* 2006 → US\$241,983 (GIS-based database = 47,334 taxable properties)
- \* 2007 → **US\$412,179** (represents 24 percent of total municipal revenues)

### A Hargeisa Taxpayer's Perspective

Name: **Abdirahman Ismail Faarah**  
District: **Mohamoud Haybe**  
Neighbourhood: **Q. Dheer B**  
Property code: **5 02 01 02 P63**



*I have owned this house for a very long time. I held the property title until 1994, when it got lost in the civil war. At the moment I do not have any ownership documents for my house, but there is no dispute and I have always been paying taxes on it. I received the property tax bill for 2006 last July. The new bill has a picture of my house and all the property details are correct. I especially liked the photograph. The amount on this bill is higher than those of previous years. I used to pay 32,814 Somali shillings (approximately US\$4) and now I pay 51,275 shillings (US\$6.40), but the amount is still affordable.*

*I came to know about the new property taxation system when the bill was delivered to my house by municipal staff last July. I think this new system is better than the old one: every bill has a picture of the property, and the amount payable is reported right on the bill. The system is therefore more efficient and unlikely to have many mistakes – in the past, the amount payable was not indicated in the demand letter and property records were not kept properly. When I paid this time I also received a receipt.*

*I saw the TV debates where the participatory budgeting system was being advocated along with the new property taxation system. I think it is a good idea that can work, and the municipal authorities must give it a chance. If the authorities fail to listen to taxpayers, then the taxpayers should stop paying such taxes. In my opinion, the increased revenues should be used for projects that benefit the community directly, like garbage collection and road maintenance. I think 30 percent of the revenues should be used for district-based projects, while the rest should go to the Hargeisa municipality.*



Photo ©UN-HABITAT

### *Land Management*

As part of the integrated approach, the municipal finance component was strongly linked to land management activities, which aimed to allow for better urban management and increased municipal revenue. A Geographic Information System-based property database was created from a property survey carried out in Hargeisa in 2004 and 2005. A computerized property taxation system was in turn developed from this database. Municipal property tax invoices are now prepared from this system. In the first two years, a clear rise in municipal property tax revenue was observed in Hargeisa (see the boxes in this section), and service delivery soon improved through capital projects (e.g. the paving of a 5-km road). In 2007, similar property surveys were carried out in Boroma and Berbera. A review of the property taxation systems in these two towns followed.

### *Local Economic Development*

The International Labour Organization has created economic profiles (territorial and institutional mapping) for four regions, as part of the local economic development component. These studies allow municipalities to focus on priority areas for economic development and employment generation.

## Making a Tangible Impact

Having worked with UN-HABITAT in Somaliland for years, Liibaan Hussein is well aware of the challenges that accompany cutting-edge urban development activities. Due to their nomadic background, says Hussein, urban planning was a vague concept for Somali communities and land became an explosive issue:

*The situation was exacerbated by the lack of a strong legal framework and the rapid expansion of the main urban centres, coupled with limited development control mechanisms. As there are limited economic opportunities in Somaliland, land speculation became central to urban development, which resulted in land grabbing and the disappearance of public space. In this context, land has become an expensive economic commodity that drives urban expansion. The relevant laws need further amendments and strengthening.*

In general, municipalities in Somaliland have had poor financial systems and, consequently, poor service delivery. Not having the money to bring on qualified personnel, they contend with inefficiency and a bloated staff. Tax collection is less than 60 percent and many municipalities are in debt.

Such a situation would demoralize many development workers, but Hussein has seen firsthand the impact of UN-HABITAT's targeted activities. A Geographic Information System-based property taxation database has improved municipal revenue in Hargeisa by a remarkable 185 percent, ultimately enhancing service delivery. The agency also conducted a municipal finance training programme. In addition, municipalities submitted proposals for strategic local projects, through which 13 markets were supported.

Another UN-HABITAT initiative was the Ayaha Shelter Project in Hargeisa. According to Hussein, the project "was a milestone and the first project of its kind to be implemented in Somaliland". The low-cost housing project did not just build houses: it ensured title deeds for the project beneficiaries (the urban poor), provided permanent shelter, improved the construction skills of beneficiaries to undertake masonry, carpentry, and steelwork, and provided economic opportunities in the neighbourhood. Crucially, the project also encouraged municipalities to accommodate the urban poor in their plans.

The framework of Good Local Governance and Leadership Training Programme meanwhile served as the entry point for deepening the decentralization process in the main urban centres in Somaliland. Liibaan Hussein relates that important "subsequent partnerships stemmed from this undertaking". The programme translated useful handbooks related to local leadership, local NGOs, conflict management, and the role of women in local governance. According to Hussein, the programme's action-planning exercise built trust and collaboration between the local council and communities for the first time.



# Strengthening Governance in the Somali Region

Location	Bossaso, Gardo, Garowe, Hargeisa, Odweyne
Time frame	2006–2007
Donor	Department for International Development (UK)
Budget	US\$900,000

Following the commencement of SUDP, donors contributed funding to additional activities (mainly shelter-related), which were incorporated into the SUDP programme structure. But after the first six months, it was concluded that the enlarged SUDP showed gaps in certain fields, both as a result of its rapid growth and in terms of activities. In early 2006, the Department for International Development of the United Kingdom decided to finance new and existing governance activities and strengthen the core SUDP programme team. The resulting Strengthening Governance in the Somali Region initiative functioned within the framework of the SUDP. The main strategy was to support emerging local governing structures through capacity building, while at the same time implementing capital investment projects.

One of the most important supported activities involved improving the living conditions of the displaced in Bossaso, Puntland’s main city. This was an interagency project that aimed to upgrade existing IDP settlements, while developing permanent resettlement solutions for some vulnerable IDP and urban poor families. In cooperation with the municipality and other agencies of the Bossaso shelter cluster, UN-HABITAT took the lead in developing a roadmap for IDPs in Bossaso. Three broad activities were identified:

- Emergency operations after fires.
- Upgrading temporary settlements.
- Planning comprehensive resettlement and durable shelter solutions to effectively integrate the displaced into the host community.

The interventions were part of a broader development plan for Bossaso East. A draft plan

has been made and is being discussed with the city council and traditional and religious leaders, while the general public is made aware through announcements and items on local radio and TV. It involves reconstructing roads, upgrading settlements, providing street lights, supplying water, and constructing basic shelter units for the IDPs, and the creation of a new bypass road, already traced, to relieve downtown congestion by redirecting traffic going to the port.

Ongoing activities focus largely on support to informal settlements that have been affected by fires. Within this approach, the unfortunate effects of disaster are turned into an opportunity by guiding the reconstruction process and replanning the sites in a way that makes them more resilient to fire and disease outbreaks, while allowing enough space for basic services and infrastructure. In May 2006, a fire broke out in the “100 Bush” area, the largest IDP settlement in Bossaso. Immediately after the fire, which destroyed more than 200 *buuls* (makeshift huts), UN-HABITAT reacted by surveying the site and drafting a reorganization plan that incorporated firebreaks and hygienic considerations, following the principles of “building back better”.

Such site assessments, community discussions, and replanning activities are ongoing in several settlements, starting with the demarcation of the sites for improved structures, including provisions for sanitation and public spaces. This means less compacted informal residential areas, primary and secondary firebreaks, community assembly areas, and designated areas for water kiosk and latrine construction. The project has already assisted families in six IDP settlements. UN-HABITAT



facilitated negotiations among the IDPs, local authorities, and landlords to establish basic rights and responsibilities (protection against arbitrary eviction, unobstructed access to basic services, etc.). In addition, 900 transitional shelter kits were distributed by 2007, while the first 140 families were resettled and provided with more permanent shelter solutions and security of tenure.

The approach this project followed is now being replicated and scaled up into the Protection, Reintegration, and Resettlement of Internally Displaced People Joint Programme (see page 50).

Meanwhile, in support of the Gardo District Council's remarkable willingness to tackle several of their local problems, the project started the rehabilitation and improvement of the Gardo municipal building. A similar initiative, already completed, is the rehabilitation of Odweyne Market, in collaboration with the Odweyne District Council and Danish Refugee Council. Specific capacity-building projects were set up for the municipalities of Bossaso and Garowe to improve their basic organizational structure.

### The Tawakal IDP Settlement and the Lady Who Planned It

Ms. Karoon Sheikh Hussein is the camp leader of Tawakal, a newly formed IDP settlement in Bossaso.

*In Tawakal, we are now about 150 families, mostly coming from central and south Somalia. We have been living in Bossaso for over ten years and experienced many difficulties because our clan, Dir, is a minority in this area.*

*Before Tawakal was created, we were staying in the IDP settlement called 100 Bush, but we had to leave 8 months ago when the land rent increased. Our former landlord objected to the construction of latrines and because the settlement was also very close to a large garbage collection area, the sanitation was very bad. 100 Bush is very congested, without access roads and open spaces. We had frequent damage and property loss from fire outbreaks, and we lived in fear of new fires.*

*For a very long time, I had dreams of getting suitable land in a safe environment for my people to settle on. One day, while looking for a place to hide and respond to the call of the nature, I came across this nice place with small trees. I also noticed a man wandering around and I thought he might be looking for women to rape, but he was the landlord of the area looking after his land. The man, whose name is Mr. Ibrahim Muse Afadde, needed people like us to settle temporarily on his land to watch that no one grabs it, because he lives far away. We started negotiations. We are now staying here without paying rent, although this could change in the future, most probably when basic infrastructure is built – this happened in other settlements. Whenever the demand for and the value of the land increase, landlords change their attitude and evict people on short notice or demand increased rent.*

*This area is on the outskirts of town. There is no light at night and many people in the former settlement told us that it is exposed to thieves and rapists from the nearby Airport Militias. I used to answer, "Tawakal" meaning, "Allah will protect us" – that's how our settlement got its name.*

*When I was in 100 Bush, I observed UN-HABITAT demarcating the site after the fire to create firebreaks. This is why, when we settled here, other camp elders and I insisted on keeping the settlement spacious and creating firebreaks. It is the only way to contain fires. Now the major priorities of the community are a water tank, health services, education, and income opportunities, especially for women.*



Ms. Karoon. Photo ©UN-HABITAT

# Support to Improved Service Delivery in Somali Cities

Location	Somaliland, Puntland, south central Somalia
Time frame	2007–2009
Donor	European Commission, Government of Italy
Budget	US\$1.2 million

During the inception stage of the SUDP, three major components of the programme (all related to municipal service delivery) were identified as having important gaps in funding and activities:

- Solid waste management.
- Municipal finance systems and revenue collection.
- Land management.

Support to Improved Service Delivery in Somali Cities emerged in 2007, within the SUDP framework (supported by the Government of Italy and the European Commission), to address these specific issues. In the solid waste sector, the overall objective is to improve sanitation and environmental living conditions in identified municipalities across the Somali region. It was noted that to substantively improve solid waste systems, there is a need for capital investment projects that give the authorities practical experience in newly learned techniques, along with the equipment to upgrade their operational capacities. The project supports the efforts of several municipalities in Puntland, as well as in Somaliland and the south central region, to provide regular, sufficient, and sustainable solid waste collection and disposal services.

The principal objective under the municipal finance component is to improve municipal finance systems, enhance revenue collection and accountability, and ensure the sustainability of the improved municipal finance systems. The main activities under this component are the introduction of automated accounting systems and municipal finance training in five cities, based on the actual needs of municipal staff in the relevant departments. In addition, technical assistance is

given to put the newly acquired skills to use and upgrade the municipal finance systems.

Under the land management component, the goal is twofold: to improve institutional capacity to identify key land policy elements and outline a road map for a land policy formulation process, and to improve municipal land information management systems.

The approach adopted for land policy development is to establish national land focus groups that examine specific land topics in focused discussion forums guided by the UN-HABITAT land management expert. Crucial land issues coming out of these forums are then taken to a national land management workshop where all stakeholders in the land sector decide on the key elements for a national land policy, as well as a land policy formulation process. In Somaliland, one land focus group was formed in late 2007 and remains active. Both Somaliland and Puntland have held land management workshops. During Puntland's second workshop in late 2007, four land focus groups were created, later presenting the results of their deliberations in a 2008 General Conference on Land Management.

The SUDP approach to land information management system development is to set up a Geographic Information System-based property database, built on city base maps that are created from vectorized satellite imagery. This spatial database is then combined with an attribute database created from a field property survey. The system enables local authorities to access and make use of accurate, complete, and up-to-date

property information, and to quickly and efficiently set up a property taxation system that uses the property database to improve revenue collection. The database also facilitates improved urban planning and design. The approach has been followed successfully in Hargeisa and Boroma and has been replicated in Berbera, where the field

property survey was completed in January 2008. With a full property tax system in place in Berbera, revenues are expected to increase at a similar rate to Hargeisa, where the introduction of the Geographic Information System-based property tax system saw a revenue increase of 144 percent between 2005 and 2007.



Photo ©UN-HABITAT

## Other Activities

The Community-driven Development Pilot Project is a collaborative effort among the World Bank, UNICEF, the Department for International Development, Danish Refugee Council, and UN-HABITAT, and is centred on the main community-driven development principle: community participation. The World Bank's Low-income Countries Under Stress initiative, the Department for International Development, and UNICEF contribute funds to the project, which aims to ensure that all activities are demand driven (i.e. selected by the communities themselves). Communities of course fully participate in the implementation, and the active involvement of local and central governance bodies is sought.

The project focuses on community development through economy-enhancing activities, as well as progressive action in service delivery. This includes (but is not limited to) the education, health, and water

and sanitation sectors, and is being implemented in 30 villages in 3 regions: Awdal, Sahil, and Bari. These villages were identified through a needs-based assessment in 2006, conducted by UNICEF in consultation with UN-HABITAT. Local and central authorities have endorsed the process. The selected villages comprise of urban, peri-urban, and rural areas, covering the varied contexts in the Somali region.

UN-HABITAT's main role is to build the necessary linkages between community-level planning and district-level planning. While certain community priorities (e.g. drainage works) are better addressed at the district level, the district authorities also have a responsibility to support community-specific activities, helping to ensure their sustainability.

## The Mayor of Hargeisa: Innovation is the Key

Hussein Mohamud Jiciird has been the mayor of Hargeisa for more than five years.

*In my opinion, public-private partnerships are an alternative solution to the limited ability and capacity of municipal authorities to deliver adequate services. The local council in Hargeisa therefore endorsed a policy aiming at improving persistent solid waste management challenges. The municipality, with the help of UN-HABITAT and its partners, was exposed to and benefited from the experience of Dar es Salaam city in Tanzania. The SUDP is providing financial support to improve garbage collection efficiency and raise awareness. The municipality built two new landfills and handed over all the waste management equipment, trucks, and staff to the two companies managing the solid waste. It is worth mentioning that the municipality is saving about US\$22,000 per month as a result of this public-private partnership exercise.*

*The improved revenue earnings resulting from the Geographic Information System-based property survey intervention and savings resulting from public-private partnerships and intergovernmental fiscal transfers have been reinvested to improve the urban road network and other services. Hargeisa Municipality spent more than US\$1 million to improve urban roads over the last three years. Furthermore, the municipality has agreed to support any project prioritized by the community, based on an agreed cost-sharing formula in which the community provides 50 percent of the project cost.*

*Most UN-HABITAT interventions have had a positive direct and indirect impact on Hargeisa residents. For example, the market-upgrading projects directly served more than 4,000 vendors and indirectly almost all residents of Hargeisa. The shelter project provided livelihoods and shelter to 187 households and also provided livelihood and economic opportunities for the whole neighbourhood. The Geographic Information System-based property survey enabled the municipality to provide services to many residents, improving the quality of life for the people of Hargeisa.*

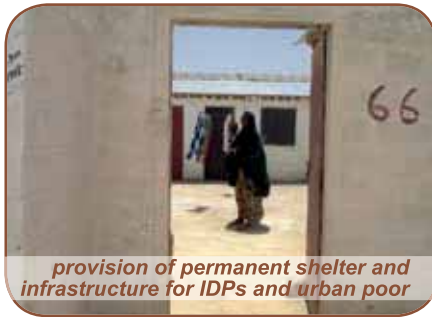


*replanning and upgrading of existing  
IDP settlements*

minimum 6 steps



*distribution of improved shelter kits  
and provision of basic services*



*provision of permanent shelter and  
infrastructure for IDPs and urban poor*



*improved urban governance*



*urban management and planning*



# Sustainable Relief and Reconstruction\* (2005–2008)

In recent years, UN-HABITAT has expanded its focus from assistance to local authorities to more direct support for vulnerable groups – displaced people, returnees, and disaster victims. The strategy of this sector is to bridge the gap between emergency responses and durable solutions. The activities organized herein are the first attempt to create a united, sustainable response to the chronic emergency Somali towns experience. In early 2005, assistance to IDPs was unstructured and sporadic, focusing on emergency relief. In the following years, the UN and other actors developed a common strategy to better assist IDPs. A similar strategic approach was applied to the shelter sector. During and after the war, shelter activities mainly meant the supply of plastic sheets and other temporary shelter structures. Permanent shelter projects were relegated to individual agencies and did not follow a common strategy (they were also quite small in scope). In response, a Shelter Cluster (or planning group) was set up and UN-HABITAT started the first large-scale housing projects in the Somali region. Led by UN-HABITAT and UNHCR, the cluster ensures a common approach and strong coordination among agencies.



\* “Sustainable Relief and Reconstruction” is based on a UN-HABITAT-wide framework and policy document that outlines how the agency will engage in crisis environments. See [www.unhabitat.org/rdmu](http://www.unhabitat.org/rdmu) for further reference.

# Assistance to IDPs and Returnees in Hargeisa and Garowe

Location	Hargeisa, Garowe
Time frame	2005–2007
Donor	Government of Japan
Budget	US\$1.9 million

This project supported the provision of shelter and basic services (in particular, adequate sanitary facilities and alternative water supply) to 344 of the most needy families in the cities of Garowe and Hargeisa. It had a special focus on members of vulnerable groups and families headed by women. The project, which started in mid-2005, was situated at the Ayaha resettlement area in Hargeisa and the Old Airport resettlement site in Garowe. Partners included the municipalities of Hargeisa and Garowe, local community groups, local and international NGOs, World Food Programme, and UNDP.

The project aimed to assist local authorities with the voluntary relocation of returnees and IDPs, providing them with security of tenure and appropriate shelter. 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 facilities and amenities to collect and store rainwater. The following specific activities were included:

- Training of returnees and IDPs in labour-intensive construction work and the production of local materials – well-managed building block production, stone quarrying and excavation, and the manufacture of other construction components (doors, windows, etc.).
- Providing job opportunities by establishing small-scale, community-based enterprises for the production of local building materials.
- Supplying and distributing materials that are not locally produced and cannot be acquired by the returnee and IDP communities.
- Providing construction tools and equipment, including protective gear.
- Enabling the community to produce low-cost housing that is affordable, appropriate, and socially acceptable, through community self-help techniques.
- Developing community settlement governance and management techniques to ensure the sustainability and maintenance of community facilities, utilities, housing units, and rainwater harvesting systems.
- Providing guidelines for the replication and institutionalization of successful elements and lessons learned.

About 2,700 returnees and displaced people, including 2,000 children and 400 women, are the direct beneficiaries of the low-cost housing units. These households will also benefit from awareness



Community mobilizers at work in Hargeisa. Photo ©UN-HABITAT



raising and training in hygiene, sanitation, and rainwater harvesting.

Approximately 700 people received on-the-job training in construction, quarrying, and brick-making techniques; 80 community leaders have been trained in community action planning; and 20 municipal staff in various departments (planning, land management, finance, engineering, sanitation, water, and public health) received on-the-job capacity building through active participation in the shelter projects.

The entire IDP and returnee community in Hargeisa and Garowe indirectly benefits from this project, along with the urban residents in the vicinity of the improved resettlement areas, the local authorities, entrepreneurs in the construction sector, and the wider local business community. According to a recent impact survey in Hargeisa, about 400 people trained in construction skills managed to secure jobs in the local construction industry, thereby considerably improving the livelihoods of their families and the Ayaha community as a whole.



Houses for the permanent resettlement of IDPs and returnees in Hargeisa. Photo ©UN-HABITAT



Houses for the permanent resettlement of IDPs and returnees in Garowe. Photo ©UN-HABITAT

# Reconstruction of Tsunami-damaged Xaafuun Town

Location	Xaafuun
Time frame	2005–2007
Donor	UNICEF, the Humanitarian Response Fund
Budget	US\$1.5 million

Following the December 2004 tsunami in the Indian Ocean, which mainly affected countries in East Asia but also hit the Somali and Kenyan coastlines, the fishing town of Xaafuun was heavily damaged. Fishing boats were transformed into flotsam and many residents were rendered homeless, making it even more difficult for them to resist the harsh climatic conditions. The Xaafuun peninsula is situated on the easternmost tip of Africa and is connected to the mainland by a narrow 30-km-long sandbar that can only be crossed when the tide permits. For several months each year, the area is hit by strong, sand-laden monsoon winds, reaching speeds of more than 35 knots. This has a particularly severe impact on the health conditions of children, the elderly, and women.

An interagency assessment noted in February 2005 that sanitation, water supply, food security, and health were sectors with critical immediate needs. The medium- to long-term assistance needs of the affected population were also identified, including adequate shelter and the development of the local economy.

On these grounds, UNICEF requested UN-HABITAT to implement the Xaafuun Reconstruction Project, to provide houses and community infrastructure for the population of the village. At a later stage of the project, additional financial support was received from the OCHA-managed Humanitarian Response Fund.

The intervention started with a joint environmental assessment for the identification of a safe location for the reconstruction of the village. Based on the recommendations from this study, the settlement was relocated to a new, safe, environmentally sustainable site, better protected from the strong winds and outside the fragile dune ecosystem. New Xaafuun town, as it is now called, is situated

a few hundred metres away from the site of the old town hit by the tsunami. The location of the previous settlement had caused health problems, but had also helped to accelerate environmental degradation by destabilizing the dune system and submerging access roads.

## Letter from a Xaafuun Resident

*My name is Shaa'a Sais Awale. My family and I spend the whole year in Xaafuun, including the very harsh monsoon season, because my husband is working as a watchman in the nearby hospital.*

*We moved into this new house in September 2006, because the living conditions in our buul in the old settlement were too difficult. The plastic sheets covering the house made the air hot and unbreathable, and the winds are so strong and dusty that we used to eat food and sand at the same time. The elders told us to wait for the formal allocation of the houses, but the living conditions in the new houses are so much better that nobody wanted to wait.*

*I am very happy about this new house. The size is good, even though for families with many wives and children the space might not be enough. My husband and I have only five kids and for us there is enough room. I also have a small shop in the room facing the road, so I can earn some money to top up my husband's salary. In front of the house there is enough space for our goats.*

*I am very grateful to UN-HABITAT and UNICEF for giving us this very valuable gift. I am also very proud of how the new settlement looks. The old Xaafuun is a village, but the new Xaafuun is a town!*

UN-HABITAT introduced a long-term development perspective by planning and coordinating the various agencies' interventions, thus mitigating the long-term risks associated with a sudden and random flood of emergency relief operations. The reconstruction interventions followed the settlement plan UN-HABITAT developed in consultation with all other agencies, so as to incorporate all activities and new infrastructural elements into the plan.

An agreement was established with the Xaafuun District Development Committee for the construction of 2 community workshops, a generator house, and 203 housing units. The project engaged in dialogue with the local community on the resettlement process and the design of the settlement and houses. Three different prototype shelter units were built, and the community selected their preferred model for the construction of the following 200 houses.

The local authorities and elders allocated the houses to the community. UN-HABITAT closely monitored the process and was able to verify that all needy Xaafuun residents benefited from a new house. The houses and the community facilities were officially handed over to the community in December 2007.

With the new settlement now complete, the ravaged, windswept original village is but a memory. An entirely new village has arisen where there was nothing before. There are 251 new houses (203 built by UN-HABITAT and 48 by Muslim Aid), 2 workshops, 2 health centres (funded by Save the Children and Gift of Givers), a meat market (funded by UNHCR), a mosque, and a women's centre. CARE is completing the construction of a boat jetty farther out on the peninsula, and UNICEF is finalizing the water connections to the new settlement. Additional fishing and fish processing facilities have been built along the shore. Xaafuun is now ready to become an important economic hub for the exploitation of the Somali coast's rich marine resources.





# Joint Programme for the Protection, Reintegration, and Resettlement of Internally Displaced People in Bossaso

Location	Bossaso
Time frame	2008–2009
Donor	UN Human Security Trust Fund (with funding from Government of Japan)
Partner	UNDP, UNHCR, UNICEF, Food and Agriculture Organization, Danish Refugee Council
Budget	Total: US\$4 million UN-HABITAT: US\$1.7 million

This programme started in 2008 and aims to improve human security and living standards among the displaced and provide durable solutions for the reintegration and resettlement of IDPs and returnees in the Somali region. The joint intervention in particular focuses on IDPs currently in Bossaso, Puntland.

The UN estimates that there are about a million displaced people in the Somali region today, representing more than 10 percent of the total population of 9 million. Puntland is currently hosting about 35,000 IDPs, of which 22,000 migrated to Bossaso, an active port town on the Gulf of Aden that offers a relatively safe environment and better economic opportunities than the rest of the region.

The project is based on the UN Joint Strategy on IDPs, and aims at three key outputs:

1. Better protection for IDPs in temporary and permanent settlements – specifically, protection against physical violence and fire, as well as the protection of human rights.
2. Improved living conditions in existing and temporary settlements – this includes upgrading temporary settlements, improving access to basic services, and increasing access to immediate income-generating opportunities through community work schemes.

3. Durable solutions for livelihoods, resettlement, and reintegration – to be achieved through resettlement and integration solutions within the Bossaso city area, as well alternative options in nearby rural and coastal locations.

Five implementing UN partners have conceived this project as a joint programme and it is leveraged by recently strengthened UN capacities for the field-based coordination of humanitarian assistance. A joint programme manager coordinates the implementation and ensures delivery on targets.



Bossaso IDPs. Photo © UN-HABITAT

# Support to the Upgrading of Community Infrastructure in Mogadishu

Location	Mogadishu
Time frame	2007–2008
Donor	UNHCR
Budget	US\$197,537



Fisherman in Mogadishu. Photo ©SAACIID

UN-HABITAT, through its long-time local NGO partner SAACIID, supports community-based dialogue in the different districts of Mogadishu. Although insecurity in Mogadishu prevents a relevant UN presence, UN-HABITAT believes it is crucial to support the bottom-up strengthening of local governance. This approach contributes to peace and stabilization and stimulates local stakeholders to initiate improvements in basic services and community infrastructure with limited means.

From 2003 to 2005, the European Commission-funded Good Local Governance and Leadership Training Programme gave similar support to two districts in Mogadishu (Bondheere and Abdul Aziz). A July 2007 survey showed that the upgraded market infrastructure is still operational and has enhanced the livelihoods of a number of urban poor and internally displaced people.

This project builds on the above activities with three main objectives:

1. Improving the living conditions of the urban poor and IDPs in Mogadishu (through the rehabilitation of basic community infrastructure such as public toilets and garbage collection points).
2. Stimulating sustenance opportunities for the urban poor and IDPs in Mogadishu through labour-intensive projects that will directly improve livelihoods (e.g. a covered market space for informal vendors).
3. Strengthening community-based partnerships, while upgrading neighbourhood-level infrastructure and services.

Specific project activities, which are coordinated by SAACIID on the ground, include organizing district-

level consultations among all key community stakeholders (IDP representatives, women’s groups, youth groups, business people, traditional leaders, etc.) to define common priorities. After identifying and agreeing on the proposed interventions, the project finalizes action plans through a participatory process, focusing on upgrading or rehabilitating community-level infrastructure and improving the situation IDPs find themselves in. Finally, local actors implement the action plans using the project’s community grants.

Bringing the local stakeholders together in eight districts of Mogadishu, including the community-supported district commissioners, builds on broader district profiling and community dialogue activities in all the city’s districts. The direct beneficiaries in these eight districts, clearly, are the urban poor and IDPs using the upgraded infrastructure, but nearby residents also benefit from the improved services and better hygiene.



Rehabilitated Abdul Aziz Market, Mogadishu. Photo ©SAACIID

## UN-HABITAT and the Shelter Cluster

The Cluster Approach seeks to strengthen sectoral coordination among international and local organizations operating in the same field. At the country level, cluster leads ensure an effective response capacity in the field by mobilizing and coordinating agencies and NGOs in particular areas. This new approach is being tested in a few countries, including the Somali region. UN-HABITAT's various shelter projects in the Somali region have given the organization the leading role within the UN system on shelter issues. UN-HABITAT is supporting UNHCR in chairing the Shelter Cluster. The result is an increasingly unified approach to shelter needs and the coordination of efforts, as well as the linking of emergency and transitional interventions with long-lasting solutions.

In Bossaso, the Shelter Cluster has proven to be an excellent tool for focusing the efforts of all agencies and authorities. The unified "one voice" approach helps to solve longstanding bottlenecks and creates accountability and increased efficiency. The local partners are empowered, while leading activities and actively participating in meetings and action plans build the capacity of staff on the ground. Motivation and self-reliance are improved. The capacity of IDPs and municipal staff is also increased through their active engagement, especially during the implementation phase.



Upgrading of one of the Bossaso IDP settlements jointly implemented by the Shelter Cluster agencies. Photo ©UN-HABITAT

# The Years Ahead

## United Nations Reforms: Towards Joint Programmes

As part of the general effort to better adapt the UN system to ever-evolving development challenges, various organizational reforms have been initiated over the past decade. Country-level coordination mechanisms are being improved and have increased harmonization among agencies' strategies and interventions and alignment to the needs and priorities of host governments. The Cluster Approach mentioned earlier is part of the humanitarian sector reforms. On the development side, donor countries increasingly support the implementation of activities through joint country programming.

The UN and the World Bank undertook a Joint Needs Assessment in 2006 to serve as a common situation analysis for Somalia. This assessed broad development needs and identified the highest national priorities, in order to establish common ground for reconstruction and development programme design. The assessment was conducted through an extensive joint consultation process that involved a broad range of Somali stakeholders. The priority needs were integrated into a Reconstruction and Development Programme that develops proposals to address those needs. Based on this common framework, the UN defined its own set of strategic interventions to meet the most urgent development needs in the Somali region. This intervention plan, called the UN Transition Plan for Somalia 2008–2009, is the first single country programme framework developed jointly by all UN agencies operating in the Somali region.

As the UN partners were developing the transition plan, deliberations were made on creating actual joint programmes as the means to work together more closely and achieve the five challenging medium-term results set in the plan. A joint programme concept accepts that no one agency has a broad enough reach to enable it to resolve complex development problems on its own. In

a joint programme, each agency brings in their comparative advantages – global and agency-level experiences as well as country-specific lessons – in order to increase impact and effectiveness. Joint work modalities are also believed to save time and resources for national partners, donors, and the UN system alike. In the Somali context, the agenda for joint programmes is twofold: to boost the capacity of national partners by using a coordinated multi-agency angle, and to address key crosscutting issues (human rights, gender, and HIV/AIDS) more effectively.

For UN-HABITAT in the Somali region, local governance, basic services, and assistance to IDPs are major areas for joint programmes. A Local Governance and Decentralized Service Delivery Joint Programme has been developed to coordinate UN activities in the sector until 2012. This was an opportunity to scale up UN-HABITAT's pursuit of joint urban sector interventions through the SUDP. Within the UN Country Team, UN-HABITAT was assigned a leading role in coordinating UN activities related to local governance and service delivery (Outcome 2 of the UN Transition Plan). In addition, UN-HABITAT has been initiating the development of joint UN response programmes to IDP-related issues in towns with large displaced populations in Puntland and Somaliland. Joint programme structures are successfully changing the UN's position in the development environment vis-à-vis the donor community and NGOs into a more strategically focused, impartial, and close development partner of the developing nations.



## Into the Future

Clearly, the need for urban development support in Somali towns will be there for many years to come. While it remains difficult to give precise estimates, there appears to be little doubt that development and peace building need to be supported strongly in the coming decades.

UN-HABITAT projects will continue to have a local focus through supporting the local governance structures increasingly being established in the region. These structures need external support in their inception phase; once in place, they can play a crucial role contributing to peace and development in the region. At the same time, vulnerable groups need direct assistance, but it is essential to guide the process of resettlement and reintegration from a development perspective (again, improving the long-term prospect for peace and prosperity in the region). This development perspective has been integrated into the new generation of joint programmes. They reflect a programming maturity and a common, countrywide approach to Somali urban issues that is a far cry from the initial post-war activities, which were short term and “first aid” in nature.

UN-HABITAT intends to build upon the successful work carried out in recent years. This will take place through three complementary components that constitute the UN-HABITAT programme through multilateral, bilateral, and NGO partnership arrangements.

The three programme components are:

1. **Sustained capacity building for urban governance and urban sector reform**, focusing in particular on enhanced decentralized service delivery and basic urban infrastructure.
1. **Shelter and settlement support to IDPs and other vulnerable groups.**
2. **Larger-scale rehabilitation and reconstruction of basic services and infrastructure** focusing on water, sanitation, the construction sector, and key economic assets.

While possibly planned and implemented as part of separate programmes with different UN partners

and multiple donor sources, the three components will be part of a coherent UN-HABITAT approach for the Somali region. In this approach, structural reform of the urban sector will go hand in hand with targeted interventions in support of vulnerable communities and economic development.

The urban governance and urban sector reform component aims at further building the capacities of local authorities to improve service delivery, achieve greater sustainability and investment capacity through increased revenues, and guide city development through better planning and land management. The ambition is to cover as many districts as possible, consolidating the already advanced work in Somaliland and Puntland, and, circumstances permitting, making inroads into south central Somalia. In particular, this component will address:

- **Legal and institutional reform for the urban sector:** Support to central and local authorities will be given to establish appropriate institutional and regulatory frameworks for local governance and municipal management.
- **Urban planning:** Capacity building for central and local authorities will help them shift from ad hoc management practices to proactive and strategic urban planning and development, as well as emergency preparedness. Innovative solutions, like regional resource centres and specialized service units, need to be explored.
- **Land policy and management:** Capacity building will be given that enables local authorities to manage the growing demand for land and services and create an enabling environment for private sector investments. The recent introduction of Geographic Information Systems in four pilot cities has helped to establish fiscal cadastres and resulted in a major increase in revenues. Beyond this, appropriate land policies, land administration, and mechanisms for land and property restitution and dispute resolution will be included.
- **Revenue collection and municipal finance:** Capacity building for enhanced revenue

generation will focus on the management of public land and assets, a combination of legal and regulatory reform, and the extension of fiscal cadastres and the municipal finance package to additional cities.

- **Improved basic service delivery:** Better service delivery in terms of efficiency, quality, and equity will be targeted through improved urban governance and management and increased revenues. As in the SUDP, local strategic projects will be used as examples for better service delivery and sustainability.
- **Participatory decision making:** City consultations, community mobilization, participatory budgeting, and training for elected leaders, municipal staff, and civil society will be part of a broader strategy for participatory urban management. Special emphasis will be placed on the involvement of women and youth in decision making at the local level. Community action planning will be integrated at all levels.

The shelter and settlement component forms UN-HABITAT's response to humanitarian and emergency needs. In close coordination with humanitarian agencies and bilateral donors, the intention is to ensure that displaced communities and vulnerable groups have access to secure and improved living conditions, both in their temporary locations and permanent settlements.

In urban areas, assistance to displaced communities must not exclude the broader category of the urban poor or the host communities in general. Resettlement, land management, site upgrading, and improved service delivery are part of a broad concept that addresses sustainable urban growth, as initiated in Hargeisa, Bossaso, and Garowe. In particular, this component will address:

- **Upgrading of temporary settlements:** Emergency responses will be developed in line with medium- and long-term development objectives. A cost-effective and durable settlement approach will be applied even to the most difficult cases, to increase the impact



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of different interventions, provide the best possible protection, and integrate with the host community. Upgrading temporary shelter, improving access to basic services, and reducing exposure to forceful evictions, fires, disease outbreaks, and sexual and gender-based violence remain important priorities.

- **Land and property assessments:** Detailed assessment of the land and property situation will be conducted to guide humanitarian interventions, respecting the “do no harm” principle. Eventually, this could lead to land and property restitution and conflict resolution mechanisms, as part of the broader reconciliation processes.
- **Permanent shelter and settlement solutions:** This programme component will combine settlement planning with shelter construction in selected cities. The planning support ensures that local authorities make adequate provision for the settlement of IDPs, returnees, and other vulnerable groups. Their integration will be based on land-sharing mechanisms already applied in three cities. Self-help shelter solutions will include skills development and local material production aimed at improving livelihoods and local economic development.

In line with the Reconstruction and Development Programme, the rehabilitation and reconstruction

component directs large-scale investments towards key public infrastructure – water supply systems, sanitation networks, flood protection, key industries such as the construction sector, and major assets. This component will also explore possibilities for public-private partnerships and appropriate technologies that open up livelihood opportunities for the population:

- **Urban water supply:** Expansion, upgrading, and management of urban water supply systems will be addressed, while access to clean and affordable water for resettled populations and vulnerable groups will be prioritized through cross-subsidized pricing.
- **Sanitation:** Based on a comprehensive joint assessment with UNICEF, a countrywide programme will be developed for appropriate sanitation solutions, which include latrines, urban sewage systems, and the improved management of solid and liquid waste.

Major investments are required to establish cost-effective, low-tech, environmentally sustainable solid waste disposal sites.

- **Flood protection:** This will address drainage and protection measures to control erosion along riverbanks and protect adjacent communities and infrastructure from floods.
- **Construction sector:** This component will promote appropriate technologies and skills training in the construction sector, to be incorporated in low-cost housing developments and to stimulate economic growth.
- **Economic infrastructure and assets:** Strategic projects for the rehabilitation and reconstruction of key economic infrastructure will be developed. Realization of these projects will create major opportunities for economic development.

# Annex I: Acronyms

<b>IDP</b>	internally displaced person
<b>NGO</b>	non-governmental organization
<b>RUSPS</b>	Rapid Urban Sector Profiling for Sustainability
<b>SUDP</b>	Urban Development Programme for the Somali Region
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UN-HABITAT</b>	United Nations Human Settlements Programme
<b>UNHCR</b>	United Nations High Commission for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UN-OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>UNOSOM</b>	United Nations Operation in Somalia

# Annex II: Donors and Partners

<b>European Commission</b>	The EC was the main donor of the SUDP and supported several other UN-HABITAT interventions in the Somali region. The commission provided funding as well as technical and strategic guidance to programme design and implementation.
<b>UNDP</b>	UNDP's involvement in SUDP was 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.
<b>Government of Italy</b>	The support of the Government of Italy has been consistent throughout UN-HABITAT's presence in the Somali region. It funded part of SUDP's core activities and service delivery programmes and is involved in the elaboration of the new joint programmes. It also funds new shelter activities in south central Somalia.
<b>Government of Japan</b>	The Government of Japan funds the Emergency Assistance for the Resettlement of Returnees and Internally Displaced People programme in Hargeisa and Garowe.
<b>United Kingdom Department for International Development</b>	Through DFID, the Government of the United Kingdom funded a number of governance-related aspects of SUDP and the new joint programmes. DIFD support also extends to activities related to the Community-driven Development and Reconstruction Programme.
<b>UNICEF</b>	The UN Children's Fund financed the reconstruction of the tsunami-affected town of Xaafuun and partners with UN-HABITAT in the implementation of several activities: the Human Security Trust Fund in Bossaso, 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.
<b>UN-OCHA</b>	The UN Office for the Coordination of Humanitarian Affairs, which manages the Humanitarian Response Fund, released some funds to support the reconstruction of the tsunami-affected village of Xaafuun. UN-OCHA and UN-HABITAT also collaborate on the planning and implementation of IDP-related activities in Puntland and south central Somalia.
<b>UNA</b>	The Italian NGO consortium UNA represents three Italian universities and a number of international NGOs. UNA took the lead in the urban services component, which included solid waste management and sanitation activities.
<b>International Labour Organization</b>	ILO was responsible for the local economic development component of the SUDP and partners with UN-HABITAT in a number of other programmes: the Joint Programme for Local Governance and Service Delivery and the IDP resettlement intervention in the south.
<b>Oxfam-Novib</b>	Under the SUDP, Oxfam-Novib expanded its capacity-building activities for local NGOs and community-based organizations.

<b>World Food Programme</b>	WFP supports UN-HABITAT shelter activities by providing food-for-work at the construction sites of the shelter projects.
<b>UNHCR</b>	UNHCR 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; it also financed UN-HABITAT action planning activities in Mogadishu. In addition, UNHCR and UN-HABITAT are co-chairs of the Somalia Shelter Cluster.
<b>Swedish Agency for International Development</b>	SIDA financially supports UN-HABITAT for the implementation of shelter activities for IDPs and the urban poor in south central Somalia.
<b>Danish Refugee Council</b>	DRC is one of the closest UN-HABITAT implementing partners, particularly concerning community development and IDP-related issues.
<b>Norwegian Refugee Council</b>	NRC partners with UN-HABITAT in the implementation of shelter activities for IDPs and other vulnerable communities.
<b>SAACIID</b>	SAACIID is a local NGO that has been implementing urban governance activities and local projects on behalf of UN-HABITAT in south central Somalia.
<b>Centre for Research and Dialogue, PIDAM, Civil Service Institute</b>	The Centre for Research and Dialogue, PIDAM, and the Civil Service Institute are local partners supporting UN-HABITAT in various activities related to governance and management.

## **Contacts:**

### **UN-HABITAT Regional Office for Africa and the Arab States**

Alioune Badiane, Director  
alioune.badiane@unhabitat.org, Tel: +254 20 762 3075

### **UN-HABITAT Office for the Somali Region**

Dorothee von Brentano, O-I-C / Chief Technical Advisor  
sudp@unhabitat.org, Tel: +254 20 762 5030

[www.unhabitat.org](http://www.unhabitat.org)