



UN-HABITAT

URBAN DEVELOPMENT PROGRAMME FOR THE SOMALI REGION

BERBERA

FIRST STEPS TOWARDS STRATEGIC URBAN PLANNING



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BERBERA

FIRST STEPS TOWARDS STRATEGIC URBAN PLANNING

INTRODUCTION

first steps

The city of Berbera has been undertaking, in collaboration with UN-HABITAT, a series of steps towards effective and integrated urban development:

- **a city profile**, undertaken by a team of local experts, prepared the necessary database for the Berbera City Consultation and gave the opportunity to identify and mobilize key stakeholders for the participatory planning process.
- **a city consultation** (1) built a common vision for the desired future of the city, (2) identified priority needs and related areas of strategic intervention, and (3) reached an agreement on the action plans to be implemented and on the roles of the different stakeholders concerned. This process is reflected in the Berbera Urban Pact.
>>> *more on this on page 46–48.*
- **an urban spatial analysis**, carried out by UN-HABITAT experts, gives a basic spatial understanding of the city and highlights concrete challenges and priority areas of intervention in a proposed strategic development plan.
>>> *more on this on page 44.*
- **an action plan**, agreed by the local stakeholders during the city consultation, aimed at testing and demonstrating the validity of the applied principles of strategic development planning. The projects selected involved the rehabilitation of Bursade playground.
>>> *more on this on page 50.*

objectives of the report

This document illustrates the first steps to city planning through a participatory strategic approach. It combines the results of the participatory planning process undertaken by the city of Berbera through city profiling and the city consultation, with the spatial analysis of the city developed by UN-HABITAT. The main objectives of this publication:

- **documenting the process** undertaken by Berbera Municipality using city profiling and the city consultation.
>>> *more on this on page 46*
- **recording the outcomes** of the first broad consensus on urban issues, priority urban interventions, action plans, and the urban pact.
>>> *see the 'planning strategies' section on pages 12–20*
- **introducing spatial analysis** as a tool for strategic planning.
>>> *see the 'spatial analysis' section on pages 22–33*
- **providing a comprehensive methodological tool for strategic urban planning.**
- **complementing the documentation of the process** undertaken with **teaching-learning techniques** and didactic tips for local authorities and technical persons involved in the urban development of the city.

structure of the report

- **background – the present:** general information about Berbera, the main port city of Somaliland.
- **vision – the future:** the slogan for Berbera's development, chosen by the participants of the city consultation.
- **planning strategies (for action) – building the future:** during the Berbera City Consultation, local actors highlighted basic services, urban governance, economic development, the environment, strategic planning, and urban poor and displaced population settlements as priorities to be addressed; precise operational strategies and action plans were identified in line with these priorities.
- **spatial framework – putting actions in place(s):** a spatial analysis of the city, which puts the required priority interventions into a spatial perspective.
- **desired structure – turning vision into reality:** a proposed strategic development plan for Berbera, to serve as an example and basis for discussion in the urban planning process.
- **towards implementation:** an idea of an indicative road map for the implementation of the strategies proposed by the participants of the Berbera City Consultation.
- **tables:** methodological information and further details on the urban spatial analysis, city consultation, urban pact, action plans, and additional projects implemented in Berbera.

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BACKGROUND

the present

CHRONOLOGY

1286

Berbera is mentioned for the first time by Ibn Sa'id and other Arab geographers and travellers.

around 1600

Berbera replaces Saylac as the foremost commercial and cultural centre of Islamic influence in the Horn of Africa. Known as the capital of the medieval Muslim state of Adal, Berbera remains under the authority of the sharifs of Mocha and the Ottoman Turks until 1875.

1875-1884

The city is ruled as an Egyptian protectorate. The British explorer Richard Burton describes the city as the 'true key [to] the Red Sea [and] the centre of East African traffic'.

1891-1941

After the British occupation of the north-eastern Somali region, Berbera serves as the colonial capital and the main seaport of British Somaliland until 1941, when the capital is moved to Hargeisa.

1945-1970

Soviet influence leads to improved port facilities and increases in trade.

1970-1991

Warfare destroys much of the port and the wider infrastructure of the city. Both the cement factory and the water distribution system become unusable.

from 1991 onwards

With growing political stability in Somaliland, the port of Berbera remains a key source of income for the region. Exports include sheep, goats, camels, hides, ghee, frankincense, myrrh, and gum Arabic.



Strategically located on the Gulf of Aden, Berbera is the major port of Somaliland, and one of the most important entry points for goods heading to Hargeisa and Ethiopia.

Economic recovery is inhibited by widespread destruction of the urban and industrial infrastructure and by weak governance.

Insufficient provision of basic services is one of the main problems for the local population.



population

A recent UN-HABITAT survey estimates a population of 30,000 people, including a difficult-to-verify number of displaced people. Other sources estimate a total of 70,000.

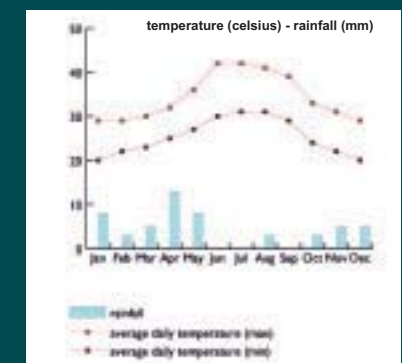
The city has seen a decrease in population over the past years, accentuated by seasonal migrations to the cooler inland cities during the hot season.

topography

Situated on the southern shores of the Gulf of Aden, Berbera sits at an average elevation of three metres above sea level. The landscape around the town is semi-desert.

climate

Berbera's climate is very hot and humid, and temperatures in the summer can approach 50° C.







VISION

the future

“Dynamic, beautiful, peaceful, and modern city of international trade, with intense port and industrial activities, a clean environment, and excellent services and infrastructure” *



* the slogan for Berbera’s development chosen by the participants of the Berbera City Consultation



*Berbera historical area:
men in a cafeteria*

PLANNING STRATEGIES FOR DEVELOPMENT

building the future

During the Berbera City Consultation, the local stakeholders agreed on priority interventions for their city, based on key developmental challenges identified in the Berbera City Profile.

This section offers an overview of the problems that were identified by the stakeholders in relation to five key problem areas: basic services, governance, economic development, environmental degradation, and city strategic planning.

For each problem area, this chapter illustrates specific strategic objectives and key actions, as outlined by the participants in the Berbera City Consultation.

STRATEGIES FOR DEVELOPMENT

building the future

The most urgent need to be addressed, according to the participants of the Berbera City Consultation, is the provision of adequate and equitable services for all residents. Proposed strategies and actions are presented on this page.



problem

Inadequate and expensive electricity.

objective

Provide regular, cheap electricity to meet the overall demands of the city.

strategy

Develop mechanisms to provide an adequate electricity supply.

Water scarcity, poor water distribution, and poor water quality.

Provide safe and clean drinking water for all Berbera residents. A minimum of 80 percent of households to have a private water connection.

Generate sufficient revenue to modernize and improve the capacity of the water agency. Monitor the water quality.



Poor sanitation and hygiene.

Improve the quality of health care services and disease prevention methods, focusing in particular on the needs of mothers and children.

Combine government and international agency forces to design better health services.

Poor education system.

Provide high quality education services.

Strengthen and further develop the education system through participatory mechanisms.



basic services

key actions

Create a technical committee of government officials and private sector representatives to explore options for the improvement of the electricity supply.
 Identify private investors with an interest in investing in electricity-generating systems.
 Explore different privatization options for the public electricity plant.
 Identify alternative energy sources, such as solar systems, and invite agencies capable of supporting this initiative (i.e. Adventist Development Relief Agency).

Establish relations with international agencies and local NGOs active in the water sector.
 Train the technical and administrative staff of the water agency.
 Increase the number of water connection points, boreholes, and wells.
 Replace the Dubaar water distribution pipes, whose capacity has been reduced to 30 percent due to leakages and calcium carbonate deposits.
 Establish a lab at the water agency, mandated to monitor the quality of the drinking water.
 Create a method to filter the water at the booster station.

Raise international and national awareness on the health needs of the city, and request support.
 Develop a local health care policy and define the use of central government health subsidies.
 Form a semi-independent committee to oversee the health care services.
 Define a local policy on epidemic and sexually transmitted diseases, and build cooperation between the local council and religious leaders to increase awareness.

Rehabilitate all schools through community participation and creation of recreational facilities, libraries, and laboratories.
 Provide adequate electricity and access to safe drinking water to all schools.
 Municipality and community to subsidize teachers' salaries and develop training schemes for them.
 Improve the quality of the existing Quranic schools.
 Strengthen local education committees.

Want to have an idea of...?

[The road network in your city](#) go to page **25**

[Water & electricity provision in your city](#) go to page **28**

Want to have an idea of...?

[The location of health & education facilities](#) go to page **28**

[The areas in need of drainage works](#) go to page **28**

Some data...

Number of properties with:	piped water supply:	1,712 (24%)
	sewerage system:	4,440 (63%)
	electricity:	1,882 (26%)
	proper road access:	6,358 (90%)

Source: UN-HABITAT Survey, February 2008 (see pages 54–55)

STRATEGIES FOR DEVELOPMENT

building the future

The second-highest priority raised at the Berbera City Consultation is the enhancement of governance structures.



problem

Weak administrative system.

objective

Develop an effective administrative system.

strategy

Improve the efficiency of municipal departments through the evaluation of staff efficiency and the improvement of staff morale (by considering staff demands).

Poor relationship between the local council and the community.

Improve the effectiveness of the municipal authorities and increase the joint efforts of all urban development stakeholders.

Involve the community and all stakeholders in the identification, planning, implementation, and monitoring of municipal projects. Enhance cross-sectoral collaboration and public-private partnerships.

Poor municipal revenue collection system.

Increase revenues by 70 percent.

Develop a sound plan for restructuring the revenue collection system.

Damaged government buildings.

Enhance the attractiveness of the city through the refurbishment of selected government buildings. Rehabilitate the damaged infrastructure.

Prioritize the rehabilitation of public buildings with the help of the Ministry of Public Works and the municipality.

key actions

Conduct a baseline study of the municipal departments' functional effectiveness, and consider the recommendations made in such a study.

Dismiss all 'ghost employees'.

Develop training schemes for local councillors and municipal staff.

Reorganize municipal operational structures.

Form a committee to foster the relationship between the local council and the community.

The local council to initiate frequent meetings with different segments of society.

Raise awareness among governmental and civil society organizations about the importance of building successful cooperative mechanisms.

Register all local NGOs and civil society organizations active in Berbera.

Conduct a baseline study to assess the drawbacks of the existing revenue collection system, and assess potential new revenue sources.

Identify international agencies that can assist the municipality in developing more effective accounting and revenue collection systems.

Introduce new accounting procedures to improve control mechanisms and prevent corruption.

Reduce tax evasion through awareness raising on the benefits of a functioning revenue collection system.

Develop training schemes for revenue collectors, and improve the capacity of the internal audit unit.

Survey the buildings requiring rehabilitation to estimate the refurbishment cost.

Notify all concerned government institutions about the status of their buildings, and determine which buildings should be given priority.

Form a technical committee mandated to oversee the rehabilitation process.

Want to have an idea of...?

[The location of the institutional buildings](#) go to page **27**



STRATEGIES FOR DEVELOPMENT

building the future

The improvement of economic opportunities was identified as the third priority. This is to be achieved through the improvement of Berbera's relationship with national and foreign markets, the enhancement of employment opportunities, and skills building.

problem

Economic stagnation.

objective

Boost local economic growth.

strategy

Increase economic activities in the town.

Maximize the use of existing economic resources.

Exploit the economic potential of the port, its fuel depots, and the airport facilities.

Increase the production of and the markets for locally produced goods.

Improve the products.
Improve the markets.
Improve the skills and capacity of the local producers and traders.

Dilapidated and non-functional industrial infrastructure.

Rehabilitate the existing cement, fishery, and salt factories.

Identify investors interested in the rehabilitation.

Poor collaboration between the local council and the business community.

Improve the relationship between the local council and the business community.

Develop a framework to include members of the business community in the decision-making process.

Unemployment and limited vocational skills.

Create employment opportunities and improve the skills of the local population.

Conduct vocational training.
Promote quick-impact employment-generating projects.



key actions

Encourage public-private partnerships and private investments.
Design an appropriate privatization policy.
Develop a policy and monitoring mechanism for the regulation of small businesses.

Formulate a national policy to increase the regional competitiveness of the port.
Review the existing taxation rates, compare them to other ports in the region, and eventually lower the import taxes.

Monitor and improve the quality of locally produced goods.
Create a technical committee to study market potential in the region.
Involve the local business community, the local council, and the chamber of commerce in planning strategies for expanding the market for local goods.
Establish training schemes for the local goods producers and regulate their work.

Local authorities and concerned ministries to identify and attract local and external investors.
The local council to develop a policy to help meet the interests of the investors.
Design quick-impact projects focusing on the salt and fishery industries.

Establish regular meetings between the local council and the business community.
Raise awareness on the importance of cooperation between the public and private sectors.
Encourage the municipality to form unions among different business sectors.

Improve the collaboration among the institutions' depositaries of vocational skills knowledge.
Upgrade the quality of existing vocational schools and establish new courses, focusing particularly on the involvement of disadvantaged groups, with the support of local and international organizations.
Conduct an unemployment survey at the city level.
Attract investors and international agency projects.

Want to have an idea of...?

The location of the industrial areas go to page **27**

The location of the livestock holding grounds go to page **27**

Want to have an idea of...?

The proposed location of a Free Trade Zone go to page **36**

The potential for economic development go to page **36**

STRATEGIES FOR DEVELOPMENT

building the future

Environmental degradation is posing severe health risks to Berbera's residents. Environmental protection measures and waste management are therefore two of the highest priorities.

problem

Environmental degradation.

objective

Establish a clean and healthy urban environment.

strategy

Encourage collaboration among the municipality, the Ministry of Environment, the community, and local and international agencies to protect and upgrade the urban environment.

Poor hygiene.

Improve the health conditions of Berbera residents.

Establish an efficient solid and liquid waste collection and disposal system. Improve awareness on hygiene and the environment. Create appropriate by-laws.





key actions

- Develop an environmental conservation policy, to be implemented and monitored by Berbera City Council, with the help of the local community and private-public partnerships.
- Form a local committee mandated to monitor environmental conditions.
- Institute a 'Berbera Environment Day' to raise awareness on the importance of a clean urban environment.
- Organize a tree-planting campaign.
- Utilize animal dung as a fertilizer.
- Construct small dams for the dry rivers around the city.

- Develop a baseline survey to explore different garbage management options.
- Identify additional sites for garbage collection and waste disposal.
- Raise awareness on the importance of waste collection and its impact on the health conditions of the population.
- Improve the city's drainage system.
- Train municipal staff on hygiene and sanitation management procedures.
- Prohibit the keeping of animals within residential areas.

Want to have an idea of...?

The solid waste collection points in your city [go to page 28](#)

The public open spaces [go to page 25](#)

Want to have an idea of...?

The proposed area for coastal development [go to page 36](#)

The proposed natural conservation zones [go to page 36](#)



environment environment environment environment environment environment environment

STRATEGIES FOR DEVELOPMENT

building the future



The Berbera City Consultation pointed out the need for an integrated approach towards the comprehensive resolution of the key problems of the city: poor basic services, a stagnant economy, and environmental degradation.

When authorities have weak financial and technical capacity and the enforcement of regulations is problematic, the need for involving all urban development actors in planning for development is particularly strong. A transparent planning process maximizes the benefits of every urban intervention, public as well as private, for the direct benefit of the investors and the city as a whole.

The Spatial Analysis section is entirely dedicated to the question of how to translate the most urgent needs of the city into integrated spatial planning.

problem

Unstructured city development.
Abandoning of the historical old town.

objective

Transform Berbera into a clean, beautiful, and well-organized city.

strategy

Build the planning capacity of Berbera Municipality.

Prepare a strategic development plan for the city.

key actions

Improve planning capacity within the municipality.
Train the relevant municipal staff in basic urban planning approaches.
Create a strategic urban planning unit within the municipality.

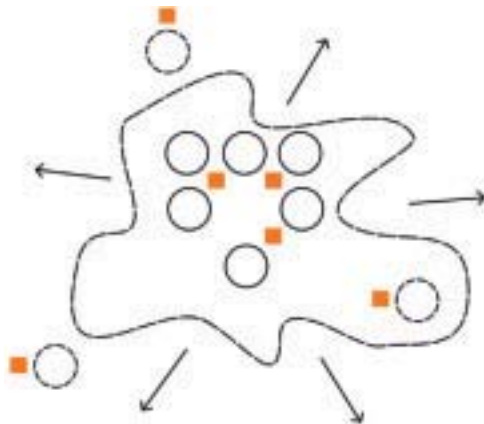
Acquire a satellite image of the city.
Name the main streets and survey existing properties.
Divide the city into commercial, residential, industrial, and governmental zones.
Define spaces for public use (parks, schools, theatres, sports grounds, etc.).
Identify directions for the city's future economic growth.
Raise awareness on the benefits of city planning.
Involve all urban development stakeholders in the planning process.

city strategic planning + urban poor & displaced population settlements

the city, the services, and the poor

The long-term development of a city is heavily influenced by the urban models informing its growth. Creating a compact city, which accommodates new expansions in the vacant space of the consolidated urban fabric, allows the efficient and cost-effective maintenance of urban services and infrastructure. This reduces the cost of services for the urban poor as well as for the host community.

The diagrams below represent two opposite types of development logic:



dispersed city

- rapid urban expansion and great land consumption.
- increased cost of services and infrastructure.
- more difficult and expensive administration.
- encouraged social and economic segregation.



compact city

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

- consolidated settlements
- new settlements
- services

This is the urban development model suggested for Berbera.

physical separation = social segregation

integration = social symbiosis



- what we build is an expression of cultural and social values.
- isolating the poor means projecting the idea of rejecting the poor.
- building cities = building communities.
- integration of communities reduces social segregation and isolation.
- consolidation = increased opportunities for social support systems to flourish.

segregation means:

doubling of services = doubling of costs



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



Berbera: women in a courtyard

SPATIAL ANALYSIS

put actions in place(s)

This section helps to develop a basic spatial understanding of the city and its main characteristics and dynamics. Spatial analysis is one of the most important tools for strategic planning, because it enables all urban development stakeholders to plan and position their interventions according to an overall development strategy, maximizing the results of their investments to the benefit of the whole city.

SPATIAL ANALYSIS

put actions in place(s)



tip

what are structuring elements?

Structuring elements are outstanding and recognizable urban factors around which the space and activities of the city are organized.

Identifying these elements and adequately taking into account their impact on the project is crucial for planning any urban intervention.

example: road repair

Mapping the structuring elements – main public buildings, markets, main commercial areas, etc. – is necessary to correctly prioritize road-upgrading interventions. In this way, the citizenry will benefit at minimum cost.

The port

Located strategically on the oil route, Berbera has a deep-sea port that was completed in 1969, and is still the main commercial port for Somaliland. The seaport is a major trading hub in the region, both for imported and exported goods. While international non-recognition jeopardizes Somaliland's ability to benefit from and participate in international trade, Berbera port continues to be one of the few viable, accessible trading points for the Horn of Africa. The current emphasis towards developing the 'business corridor' with Ethiopia further strengthens Berbera's role as a potential regional centre for economic growth.

The road network

Goods traded via the port arrive and leave Berbera by road from and to Hargeisa, Burao, Djibouti, and Ethiopia. Forming a terminus for the three major roads, Berbera faces distinct congestion problems, mainly caused by the culmination of the roads from Burao and Hargeisa in the city's main street, forcing all port-related traffic through the city centre.

The airport

Berbera's airport was built by the Russians and later designated by NASA as emergency landing strip for the space shuttle; the runway is recognized as the longest in Africa and has the capacity to accommodate large aircraft. This further improves the city's potential accessibility. However, the airport currently suffers from poorly built structures and related facilities and is in need of an airport clearance zone.

The historic town

Since the Ottoman period, the historical areas – namely Daroole and Barwaqo – have been continuously inhabited. The old town has a special character and its buildings have very peculiar architectural features. Many of the structures survived bombings during the civil war, but negligence and ownership issues have led to the collapse of buildings in recent years. In spite of having access to basic services (water and electricity), the city still has major challenges: a decreasing population and a poor sanitation system, which cannot contend with the debris, solid waste, and drainage problems.

structuring elements

6



Structuring elements:

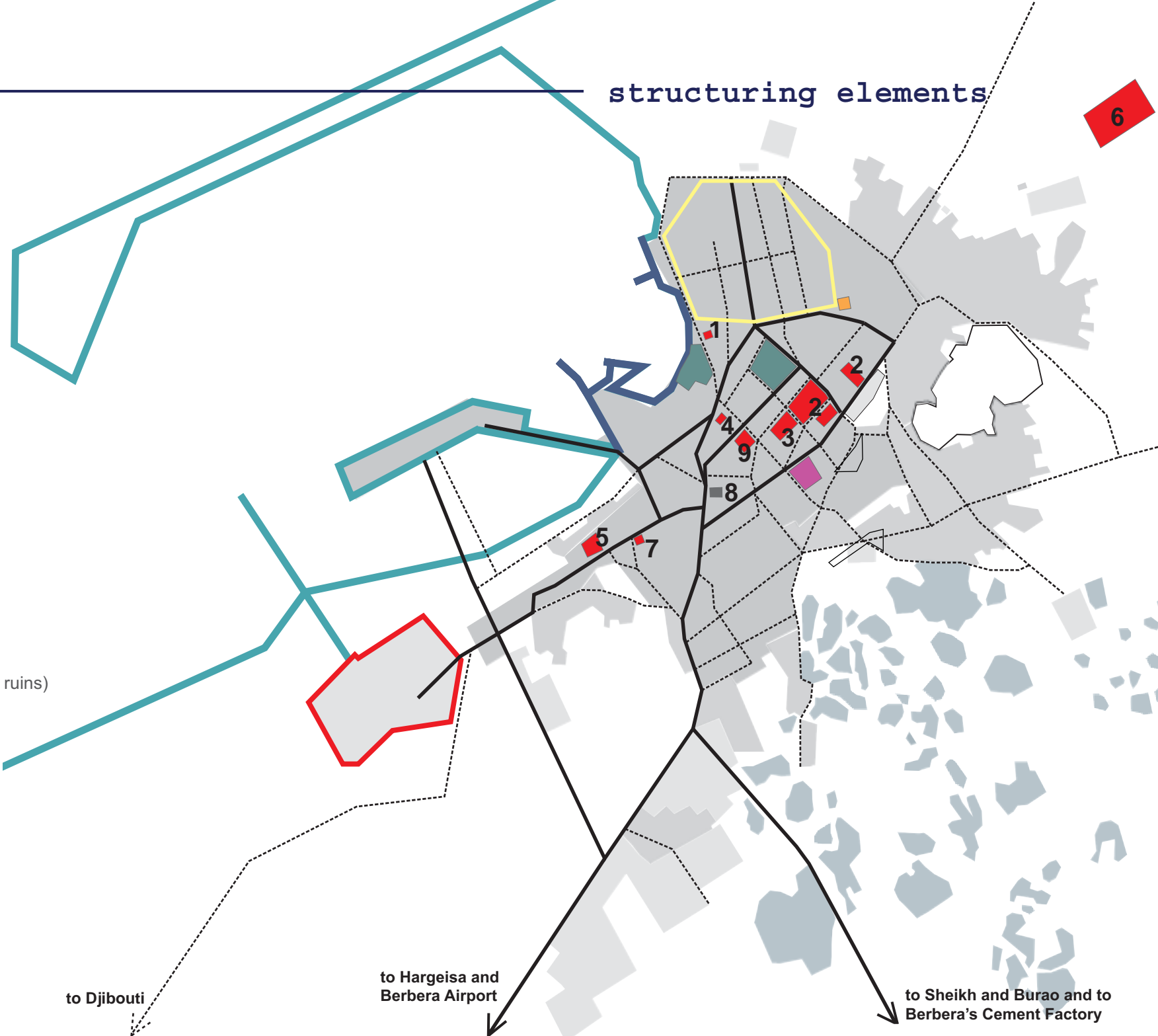
-  the port
-  the old port
-  historical town
-  public buildings
-  public open spaces
-  market
-  power station
-  fuel depot
-  graveyard

Public buildings:

1. municipality
2. hospital
3. central police station
4. theatre (in ruins)
5. prison
6. old military hospital (in ruins)
7. mosque
8. hotel
9. district court and governor's office

The road network:

-  main roads
-  secondary roads



to Djibouti

to Hargeisa and Berbera Airport

to Sheikh and Burao and to Berbera's Cement Factory

SPATIAL ANALYSIS

put actions in place(s)

Commerce

Berbera's geographical position and rich history made the town a commercial and industrial hub for the region. Nevertheless, this big potential is not fully exploited, and a series of investments are needed to raise the profile of the city in the local, regional, and international markets.

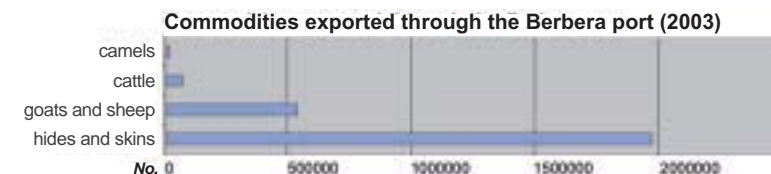
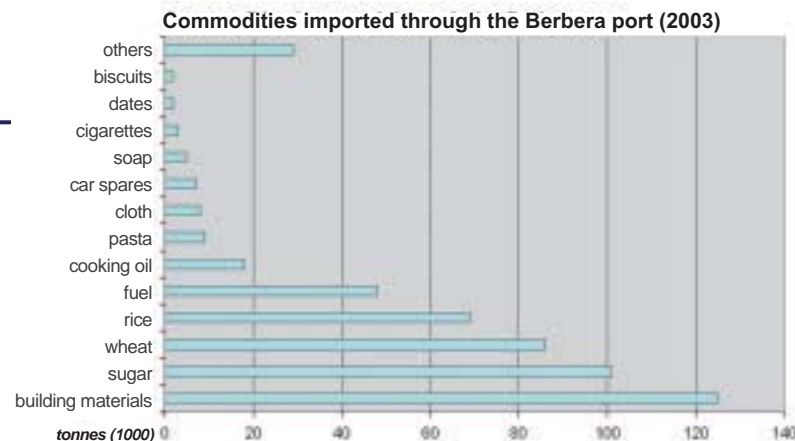
The participants of the Berbera City Consultation highlighted some strategies to enhance commerce and trade. UN-HABITAT assisted Berbera Municipality in the construction of a new market with modern health and safety standards (see pages 56–57), but further interventions and the rehabilitation of other key commercial structures are needed. Port-related commercial facilities should be given high priority.

Industry

Berbera is home to a promising industrial sector, although it is presently largely dysfunctional. Industrial areas and related facilities, such as warehouses and fuel depots, are located across the city:

- Several large, privately owned warehouses and storage facilities are located along the road to Hargeisa.
- Additional warehouses exist in the city centre and further north. Publicly owned, they are mostly damaged and dysfunctional.
- The fuel depot near the harbour is very active and functioning well.
- A fishery, a cement factory, and a paint production company are located along the road to Burao. Publicly owned and currently functioning at low capacity, these industries offer great potential for future economic development.

Pages 16 and 17 explicate some of the strategies identified by the participants of the Berbera City Consultation to revitalize the town's industries and boost the local economy.



Berbera port and air traffic (2003)

n. of flights:	1.694	cargo departed by air (tonnes):	659
n. of passengers (flying in):	35.074	n. of ships:	146
n. of passengers (flying out):	33.750	n. of dhows:	72
cargo arrived by air (tonnes):	885		

Source: Berbera Port Authorities and Ministry of Civil Aviation and Air Transport, 2003



Berbera port



Berbera cement factory

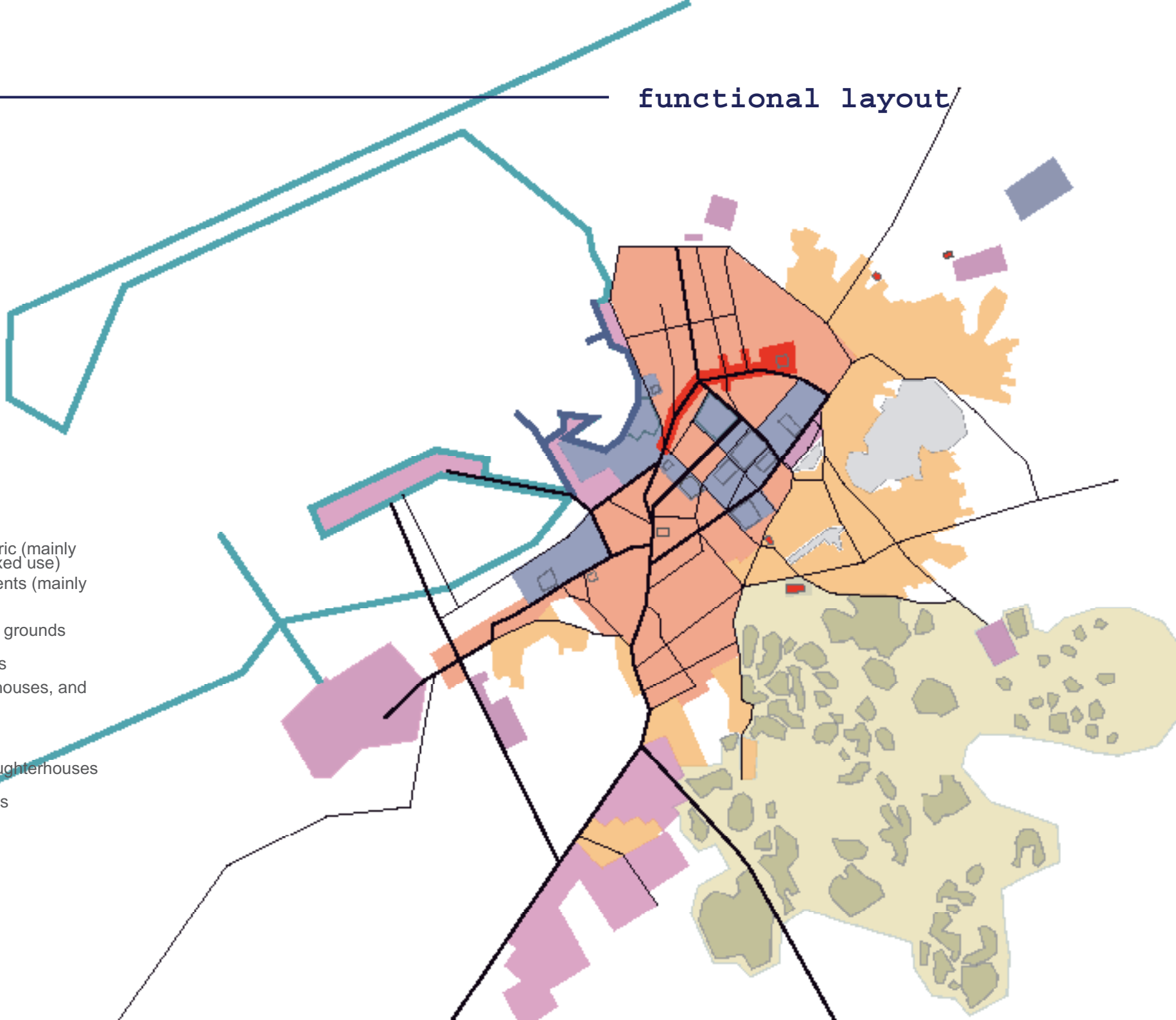
tip how does the functional layout help?

In every city, different activities are interwoven in the urban space. The tensions generated by this mix can create great potential for economic development, cultural exchange, and social cohesion, but may also generate conflict. The functional layout analysis prepares the ground for well planned and fruitful economic and social strategic interventions.

functional layout

Legend:

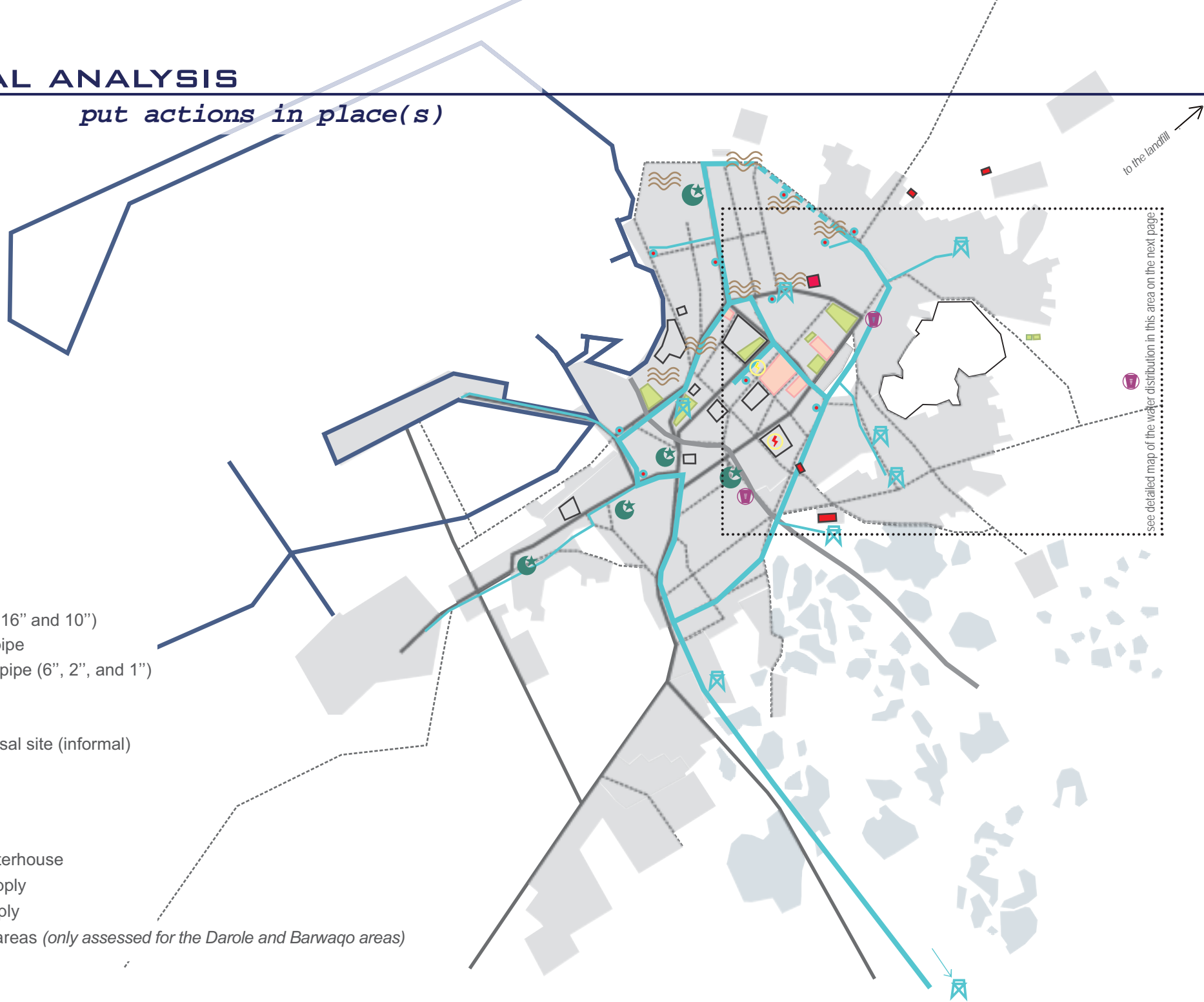
- formal urban fabric (mainly residential or mixed use)
- informal settlements (mainly residential)
- livestock holding grounds
- institutional areas
- industries, warehouses, and port areas
- graveyard
- markets and slaughterhouses
- commercial areas
- the port
- the old port



SPATIAL ANALYSIS

put actions in place(s)

- Legend:**
- main water pipe (16" and 10")
 - damaged water pipe
 - secondary water pipe (6", 2", and 1")
 - water tank
 - water point
 - solid waste disposal site (informal)
 - main mosque
 - education facility
 - health facility
 - market or slaughterhouse
 - private power supply
 - public power supply
 - critical drainage areas (*only assessed for the Darole and Barwaqo areas*)





Water

A basic water supply was introduced during the Ottoman Empire and extended during British colonial rule. Since the provision of water was not sufficient, a parallel water system was added by the Italian NGO COOPI, which extended the pipe system to settlements of IDPs and urban poor.

In spite of these interventions, the Berbera water system needs major rehabilitation and upgrading. By connecting the two inner city ring pipelines and extending the pipe network to the expansion areas of the town and pockets of urban fabric that were not considered during previous upgrading projects, all citizens of Berbera will have access to water. The latest surveys confirm that there is sufficient fresh water being provided by the Dubar Springs and Faradeero Wells. However, the pipelines to these sources of water are clogged and need to be replaced.

Between 2001 and 2003, the German Federal Agency for Technical Relief implemented the Support to Berbera Water Supply Project, funded by the European Commission. The project addressed the rehabilitation and re-equipping of the main wellfield at Farooh Dheere, repair and expansion of the town's distribution systems, water metering, rehabilitation of the water offices, improved billing systems, and management support to the Berbera Water Agency. During this period, first discussions on a potential public-private partnership for the operation of the water supply system were initiated, but could not be followed through due to resistance from the water agency and the general public.

A technical assessment of the water distribution system and a feasibility study for the upgrading of

the water system were carried out recently. After the introduction of a public-private partnership for the management of Berbera Water Agency, UNICEF is going to provide assistance for the upgrading and extension activities.

Electricity

Electricity is currently provided by a private power company and sold at rates unaffordable to many. The public power plant needs to be rehabilitated, possibly through a public-private partnership.

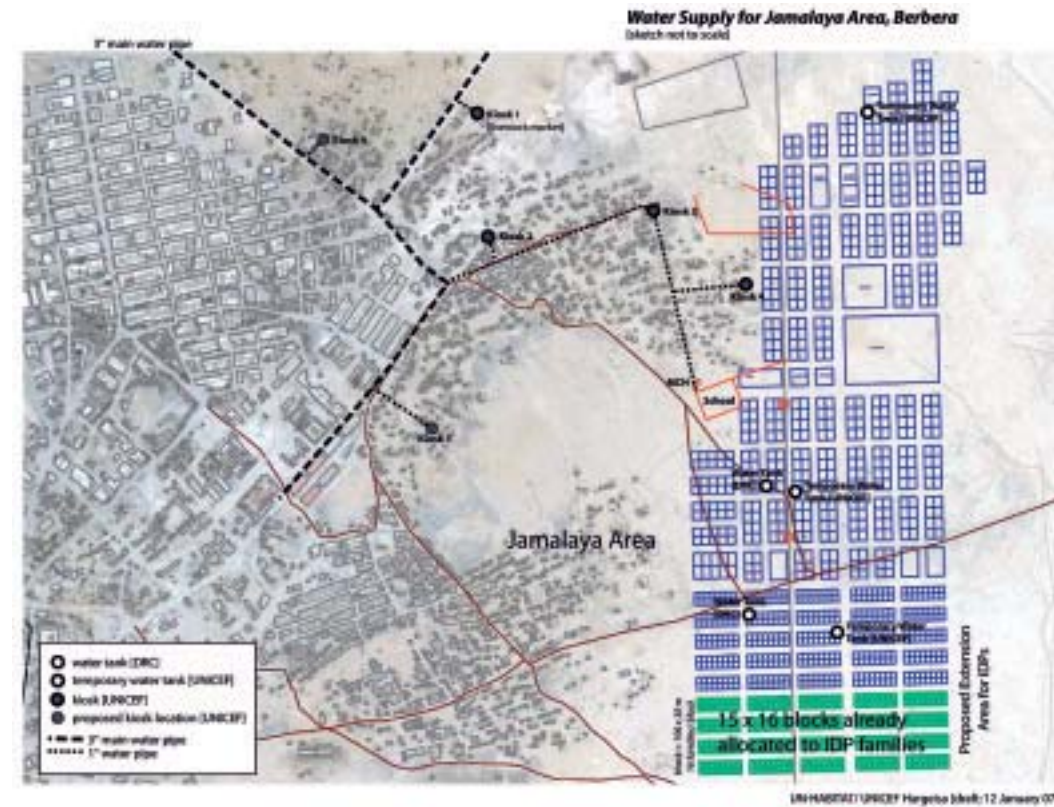
Drainage

The historical city centre of Berbera is located close to the sea and lies at sea level. During the seasonal rains, the overflow drains flood-like into the sea with the natural draining channels passing through the town, and water stagnates at certain locations.

During high tide, however, the sea tends to flow into the town, and barriers have been constructed that do not permit the water to drain off. Furthermore, the existing drainage system has been poorly maintained, and solid waste blocks the trenches. Stagnant water is a breeding ground for mosquitoes, and the unfortunate sanitation conditions create an unhealthy environment.

The municipality has tried to solve the drainage problems through ad hoc interventions, which have provided a temporary solution. However, an effective long-term solution must be found to address the seasonal and tidal challenges.

The municipality and representatives of the affected communities have established a Drainage Task Force. An initial assessment has been conducted and a comprehensive storm water drainage proposal is currently being



drafted. An important issue to be considered is the local contribution of the various stakeholders to raise awareness and sustain a drainage system that functions well.

Solid waste

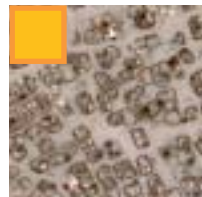
During the UN-HABITAT Technical and Institutional Assistance Project, implemented in 2004, the old landfill site was largely cleared of garbage, and an adequately designed new landfill site was constructed to improve the disposal of solid waste. However, additional waste collection sites need to be identified within the town, and management of the collection needs to be improved.

SPATIAL ANALYSIS

put actions in place(s)



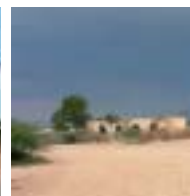
The Darole area is the older part of the city, characterized by a compact grid pattern, with a major axis branching from the centre of town and heading to the seaside in the northern part of the city. The settlement patterns are dense, predominantly with one- or two-floor row blocks and narrow plots, some of which extend into a backyard area. Land and houses are generally privately owned. This historical part of the town is suffering from neglect, and many houses are in a state of ruin, in spite of the architectural value of some of the buildings.



The informal settlements are sprawling on the outskirts of Berbera. The makeshift structures are erected out of plastic and iron sheets, and service provision is limited. Residents mainly purchase water from private vendors, at high cost. The two main settlements are Jamalaya (a) and Burao-Sheikh (b and c). Some parts of these areas (c) are nevertheless undergoing a process of progressive 'formalization' and quite a number of structures built with permanent materials are taking shape. IDP communities have been assigned plots for settlement in the new expansion area (d), where an emergency water supply is being provided.



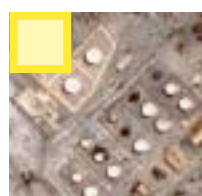
The Sha'ab area (g) is characterized by a loose density pattern. Land and structures are predominantly publicly owned and accommodate mostly governmental institutions. Poorly serviced, the area's war-torn infrastructure continues to degenerate. This is visible in the many amorphous spaces and vacant pockets, which seem to be underutilized.



Formal residential areas: The Moscow neighbourhood (e) – a former Russian camp – consists of building units aligned in rows and separated by wide roads, which create a distinctly deserted atmosphere, typical of Soviet popular architecture. Other one-storey row units, commonly known as Indian Lines (f), exhibit a similar characteristic. These housing units, most of which are public property, are currently occupied by returnees, mostly illegally and without payment of rent.



Large compounds, mainly hosting institutional buildings or public services buildings.



Large compounds hosting large industrial facilities or warehouses.



tip
understanding urban morphology

Urban morphology is the study of the physical form of a city, which consists of patterns, building sizes and shapes, architecture, population density, and land uses. This discipline deals with the social forms that are expressed in the physical layout of a city and conversely, the impact that the physical form of the city has on its social aspects.

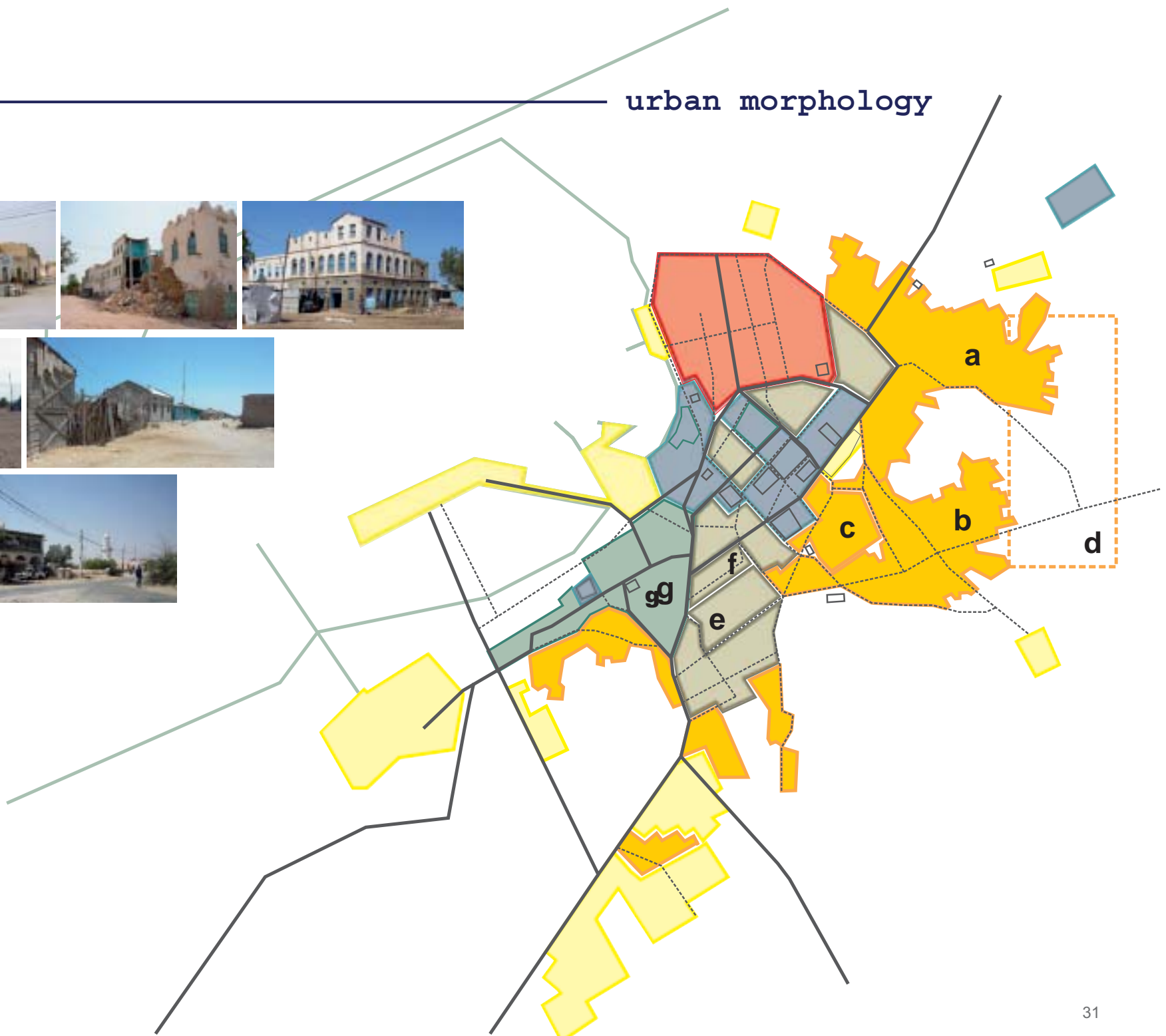
tip
how does urban morphology help?

The very form in which urban development takes place is strongly influencing the city's overall economic and social development. Understanding the potential and threats of the different morphological types is an important step towards a balanced and inclusive city design.

example: Sha'ab

The settlement's loose density pattern, punctuated by amorphous open spaces and vacant pockets of land, has resulted in a rather unstructured zone, untidy and not taken care of. The public spaces of the Sha'ab area could undergo refurbishing and maintenance. Clear shapes and functions should be assigned to every open pocket of land and the responsibility for maintenance should be assigned to groups of citizens.

urban morphology







POTENTIAL FOR DEVELOPMENT

turning vision into reality

POTENTIAL FOR DEVELOPMENT

turning vision into reality



Proposed interventions:



Buffer zone for seasonal water.

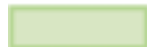


Drainage system for the Darole area.



Revitalization of the historical town: Darole and Barwaqo areas.

The residual inhabitants of the historical area of the town, Berbera residents generally, and the administration must commit to the upgrading and rehabilitation of the area to avoid the destruction of its valuable cultural heritage. Policies are to be introduced to reduce outmigration to the fringes of the town and the further decline of the historical areas. This would allow for the efficient use of the urban infrastructure, the generation of new income opportunities, and a healthier and more attractive living environment.



Rehabilitation and ‘greening’ of open spaces.



Upgrading and servicing of poor informal settlements.



Upgrading of urban poor settlements and extension of the town – Jamalaya area.

Berbera Municipality has allocated land on the eastern side of the town – the Jamalaya area – for IDPs and the urban poor. During previous UN-HABITAT activities, a neighbourhood plan was drafted to efficiently provide basic services to the area. Since that time, the road network was bulldozed and 15 metre-by-16 metre plots have been occupied sparsely. Initially, the allocation of land was intended to accommodate various economic groups. However, the lack of access to water and its high price forced only the most desperate to settle there. In the long term, the development of this area will be slow, as Berbera as a town is ‘shrinking’ due to lack of employment and seasonal changes, among other reasons. Since the introduction of an emergency water supply (UNICEF) and the construction of household latrines (Danish Refugee Council), more families have permanently settled in the area. UNICEF is planning to upgrade the water system and extend it to the vicinity.

To attract more occupants, improve access to livelihood opportunities, and generate employment in the neighbourhood, a better connection to the centre of the town is required. A rearrangement of the layout, based on the existing urban pattern, is advised. Particular emphasis is to be placed on environmental aspects, tree planting, and drainage works, in order to mitigate the harsh weather conditions in the summer season and beautify the neighbourhood.



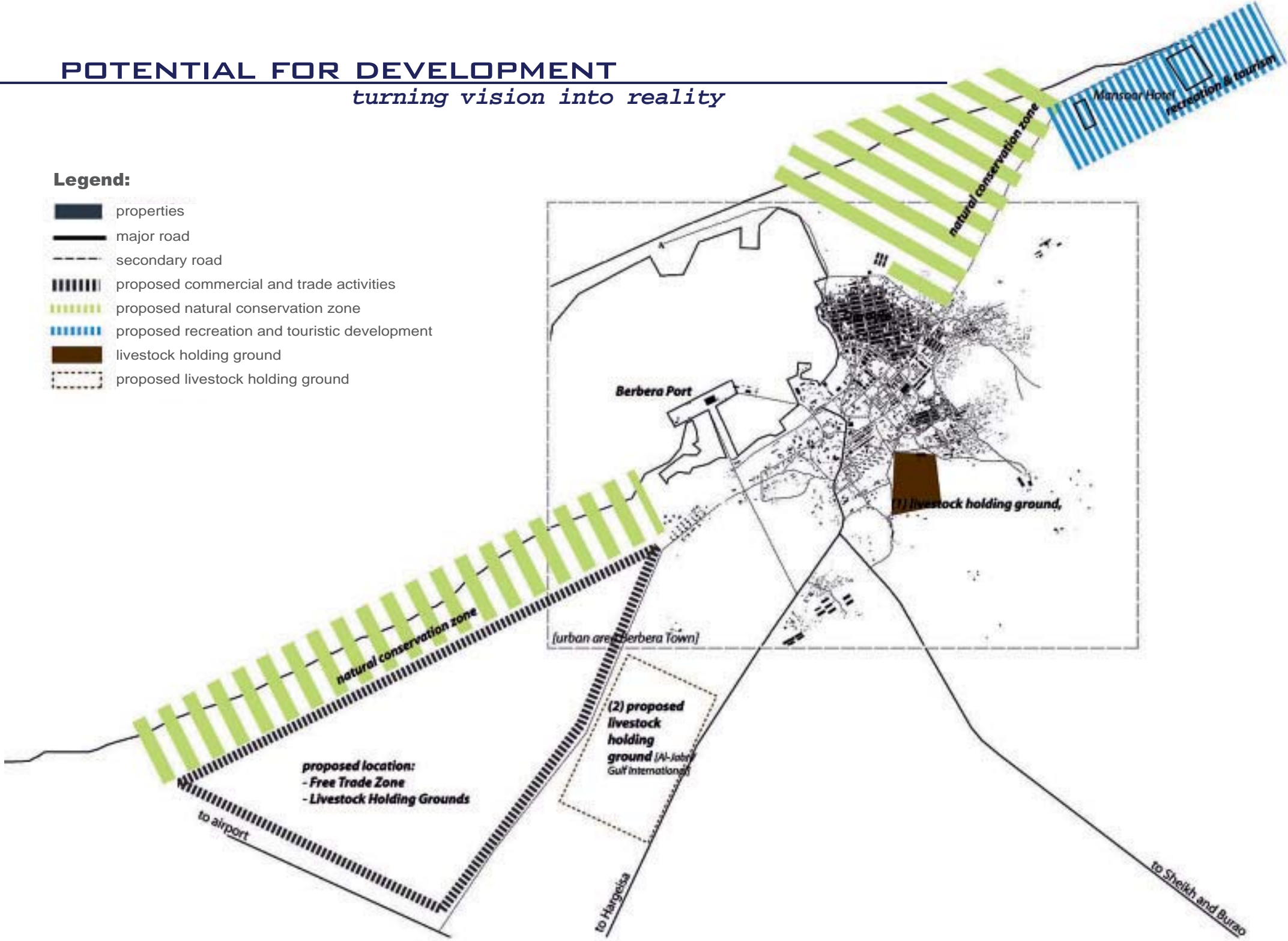
Darole area, the historical part of Berbera town

POTENTIAL FOR DEVELOPMENT

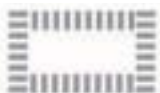
turning vision into reality

Legend:

- properties
- major road
- secondary road
- proposed commercial and trade activities
- proposed natural conservation zone
- proposed recreation and touristic development
- livestock holding ground
- proposed livestock holding ground



Legend:



Free trade zone

Due to its port and airport, Berbera has the potential to develop into the 'commercial town' of the region, although the lack of international recognition for Somaliland hinders its full development to some extent. If an adequate legislative framework is put in place, a free trade zone for Berbera is likely to attract new business and foreign investment. Such a zone should be strategically located between the port and the airport, accessible by the main road to Hargeisa, and in proximity to warehouse facilities.

Besides the establishment of a free trade zone, the existing industrial facilities of the town have to be rehabilitated. During the civil war, most of Berbera's industrial infrastructure was destroyed, and the lamentable state of the cement, fishery, and salt factories, which used to provide employment opportunities for the whole region, symbolizes a major lost opportunity for the city. Feasibility studies and market analyses are to be conducted to draft strategic project proposals and business plans for the upgrading of the facilities. The Planning Strategies for Development section of this publication outlines the suggestions of the Berbera community on how to address this problem (see pages 16 and 17).



Livestock holding grounds

Berbera's port is the main gateway for the export of livestock from Somaliland, Ethiopia, and Djibouti to the Middle East. Before embarkation, the animals are gathered in livestock holding grounds in the south-eastern part of the town, raising sanitation and hygiene concerns for the expansion of the residential city.

The municipality has considered shifting the livestock holding grounds farther away from the settlements and, together with livestock traders and the Ministry of Livestock, has identified potential areas for relocation that could also host quarantine areas. Livestock traders have started to upgrade parts of the existing holding grounds, particularly for sheep and goats. Furthermore, they have committed funds to the construction of livestock holding areas for cattle and camels in south-western Berbera, easily accessible by road and close to both the airport and the port. The layout of the new facilities will be provided by the livestock traders, facilitated by the Ministry of Livestock, and supported by FAO.



Waterfront development

The recreational and local tourism potential of Berbera is great, but unfortunately, in spite of its beautiful seashore, the exploitation of the coastal resources of the town has not been strategic and efficient. Vegetation along the coastline was cut down for charcoal production long ago, and trees and other natural amenities are rather sparse.

To unlock this potential, the categorization of the coastline into three sections is suggested: (1) a natural conservation area, (2) a recreation, tourism, and hotel area, including the recently constructed Mansoor Hotel, and (3) a commercial area, including the free trade zone and livestock holding grounds, with a buffer zone between this area and the seashore.



Playing football on the beach



Berbera: women at the old market

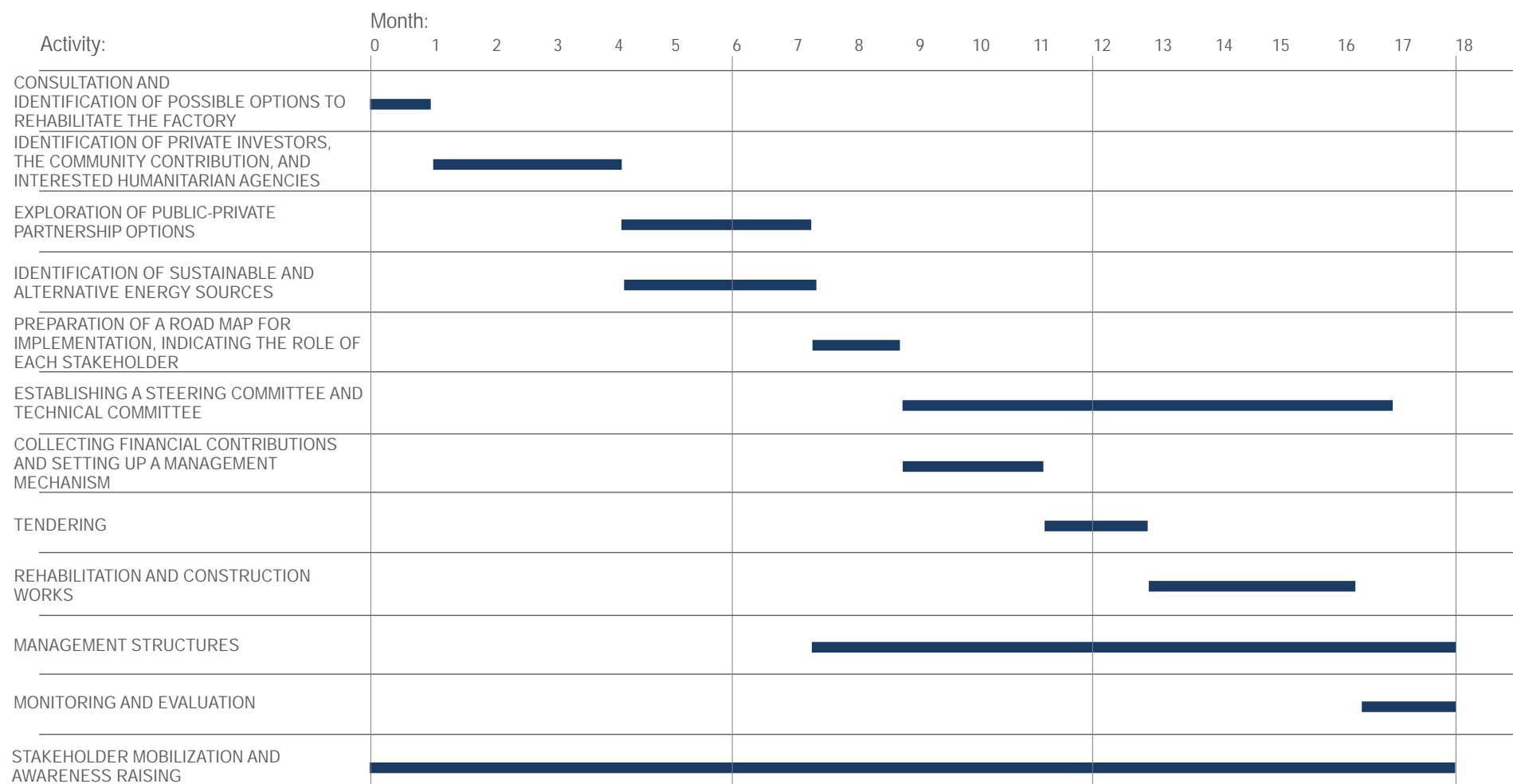
TOWARDS IMPLEMENTATION

the road map

CASE STUDY: REHABILITATION OF THE CEMENT FACTORY*

PROBLEM: Dilapidated and non-functional industrial infrastructure.
OBJECTIVE: Rehabilitate the existing cement factory.

* see: Planning Strategies for Development section,
 pages 16 and 17



TOWARDS IMPLEMENTATION

the road map



This short section aims to give an indicative road map for the implementation of the strategies proposed by the participants of the Berbera City Consultation. Only one case study is presented, as a methodological example. Along these lines other projects could be developed.

The Berbera City Consultation identified the rehabilitation of the cement factory as a priority. A new consultation can consolidate and review this outcome and focus further on the possible options for the factory rehabilitation.

A detailed investigation of the possible investors and donors (including members of the community willing to contribute to this process) should be conducted. Their commitment should be made public and recorded in writing. The contribution of central and local authorities should be included.

A technical team of experts should investigate possible options to put in place a public-private partnership for the management and maintenance of the factory.

A technical team of experts should investigate possible options for alternative electricity sources and related investors.

After the preliminary study, a clear road map for implementation should be prepared. The role of each stakeholder should be clearly stated, together with the time frame for implementation.

The steering committee should meet regularly and include representatives of the donors and investors, members of the municipality and key ministries, representatives of the district administration and business community, and all key implementing partners. The technical committee should meet frequently and be composed of the project manager, representatives of the donors and investors, and representatives of the district administration. The technical committee is mainly concerned with issues directly related to project implementation.

The successful implementation of the project is directly dependent on the budget available. Define how much is being provided by the government, the municipality, and the donors. Is the community willing to participate in the implementation? How much are the investors willing to contribute? What will be the maintenance costs, and who is going to sustain them? Are other service providers willing to provide services at subsidized prices? Is the international community able to contribute? Etc.

If the rehabilitation of the factory entails some construction activities, the tender for the identification of the contractor should be organized and awarded. The technical committee should oversee the tender process.

The construction activities should be supervised by the project manager in collaboration with the technical committee.

When the solution for the management of the factory is agreed upon, a clear management system should be put in place. If necessary, by-laws and agreements should be drafted with the participation of the local authorities and other interested stakeholders.

The monitoring and evaluation of the project is based on the performance of all stakeholders and the level of satisfaction of the city's population. If the overall evaluation is positive, the lessons learned will be used to inform the replication of the project.

All key urban development actors have to be involved in the process, from the identification of priorities to the project implementation. Accurate identification and mobilization is needed.

TABLES

the approach
the ongoing projects
the completed projects

URBAN SPATIAL ANALYSIS

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

objectives:

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

methodology:

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

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

The information collected through the Urban Spatial Analysis of the city of Berbera is presented in the Spatial Framework section of this publication (pages 15–22).

CITY CONSULTATION

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

Key principles of a city consultation:

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

In the Somali context, where local institutions have limited coercive power and legal frameworks are not fully developed, it is particularly important to reach a broad consensus among all urban development actors on issues of common interest. City consultations in particular are fundamental steps towards realistic and sustainable city planning.



BERBERA CITY CONSULTATION

15 January – 18 January 2005*

The Berbera City Consultation was attended by a broad spectrum of local development actors, including representatives of the local and central government, NGOs, the private sector, and the community.

The objective of the event was to increase community participation in urban life, building consensus on priority needs for city development and agreeing on appropriate strategies to solve the most urgent problems.

- ➔ The Planning Strategies for Development section of this publication is dedicated to the outcomes of this process (*pages 11–21*).
- ➔ A common vision for the future of Berbera was agreed upon among the participants (*page 9*).
- ➔ Berbera Municipality agreed on an urban pact for city development, based on the outcomes of the city consultation (*pages 48 and 49*).



List of participants

Local Government

Mohamed Saeed Dualeh	Councillor
Ahmed Mohamed Hersi	Councillor
Abdillhi Diriye Awale	Local Staff
Sahra Abdi Wa'ays	Local Staff

Ibrahim Abdi Boqore	Dahabshil
Mustafe Ali Omar	Telesom
Mohamed Hussein Yusuf	TOTAL Co.
Dahir AwNur Mohamed	Heeb-Soor Fishing and Restaurant

Central Government

Mohamed Maydane Ali	Regional Office
Shafi Jama Adem	Ministry of Sports
Mohamed Hassan Osman	Water Agency
Mustafe Muse Diriye	Ministry of Education
Osman Ibrahim Hayd	Ministry of Health
Hassan Ahmed Egeh	Port Authority
Ahmed Jama	Bank
Ahmed Jama	Forestry Department
Ibrahim Ways	Ministry of Agriculture
Ahmed Hassan Liban	Police Officer

Community Elders

Sheikh Muse Ismail	Region
Abyan	
Sheikh Abdi Ibrahim	Religion
Aawaleh	IDP
Abdi Dahir Bullaleh	Odey (Chief)
A/rahman Artan Geedi	
Mohamoud Dualeh	Odey (Chief)
Suleiman	
Khadar Ali Hersi	
Abdillahi Nur Ways	
Abdillahi Nur	
Jma Ibrahim Hashi	Minority Group

NGOs, Community-based Organizations

Farhan Adem Haybe	GAVO
Saeed Artan Osman	Allamin
Jama Abdillahi Adem	CCG
Anab Barre Abdi	DFA
Fadumo Ali Muse	Muruq & Maskax
Khadra Abdi Jajale	Sahil Umbrella
Ahmed Adem Dhere	Youth Organization
Mohamed Jama Ali	Empco Paint Product
Kadija Faransiis	Political Forum Org.
Dahir Yasin Mohamed	SOYAL NGO
Hussein Mohamed Osman	Red Crescent

Local Team

Mohamoud Abdillahi	
Adem	Local Team from Council
Ibrahim Mohamed Elmi	Local Team
Yusuf Ahmed Mohamed	Local Team
Sirad Gas H. Mohamed	Local Team
Rashid Hassan H. Adem	EO

Commercial Companies

Ahmed Adem Mohamed	Al-Harbi Trading
Abdi Saeed Yusuf	Taran Cement Agency
Mustafe Haybe Mohamed	Tawfiq Shipping Agency
Adem Mohamed Adem	BEE
	(Electricity Department)
Ahmed Cabdi Essa	STC

Trainers

Mohamed Mihile Boqore	Trainer
Asha Mohamed Ahmed	Trainer
Liban Hussein Dahir	UN-HABITAT

* the Berbera City Consultation was carried out during the UN-HABITAT Good Local Governance and Leadership Training Programme (2003–2005)

URBAN PACT

What is an Urban Pact?

An urban pact is a document that translates the results of a city consultation into a decision-making tool for the local authorities, the community, and all urban development actors in the city.

What are the objectives of the Urban Pact?

- Endorsing the results of the city consultation as official policy of the municipality.
- Approving the follow-up and coordination mechanisms proposed during the city consultation.
- Formalizing agreement on priorities for action within specific time frames.
- Proposing an institutional framework and communication mechanism structure to support the implementation of the agreement.
- Advocating that the municipality takes the agreed priorities into account when deciding on the budget allocations, and that the technical departments of the municipality integrate the priorities into their workplans.
- Making explicit the partners and the human, technical, and financial resources committed to the implementation of the activities.

How to prepare an Urban Pact?

Step 1 After the consultation, facilitators should prepare a draft document capturing the strategies and priority actions agreed at the consultation and summarizing the commitments made by the participants.

Step 2 The draft urban pact should be reviewed by a small group composed of the major stakeholders. The executive committee of the local council should verify that the document reflects and respects the commitments made during the consultation.

Step 3 The urban pact should be officially approved in the first official meeting of the Municipal Council.

Step 4 Once the urban pact is approved, it should be made public to the citizenry through press releases, radio and TV broadcasts, and posters that summarize its main elements.

How to ensure that the Urban Pact is implemented?

- Set up the working groups and other participatory mechanisms.
- Organize a meeting with key stakeholders for evaluation and follow up.
- Establish the agreed monitoring arrangements.
- Be committed!!!

INTRODUCTION

Based on the outcome of the Berbera City Consultation, the local council of Berbera:

- is grateful to the different representatives of the different stakeholders of Berbera for their contribution to the city consultation.
- acknowledges that the city consultation is an important participatory tool to decide on an appropriate strategy for the development of Berbera, taking the perspectives of the different stakeholders into account: religious leaders, the government, traditional leaders, the private sector, local NGOs, women's groups, and youth groups.
- thanks the stakeholders who contributed to the rehabilitation of the playground.

BERBERA URBAN PACT

4 - 7 April 2005*

Counterparts: APD, Amoud University, and Hargeisa University

Facilitators: Asha Mohamed Ahmed and Mohamed Mihileh Boqoreh

STRATEGIC OBJECTIVES

The local council of Berbera agrees on the following strategic objectives:

- Achieve adequate and equitable access to services for all Berbera residents.
- Develop free trade facilities and improve internal and external markets.
- Generate new jobs through the improvement of local vocational skills, and revitalize the potential economic resources of Berbera.

ACTION PLANS

The local council of Berbera accepts the strategic plan resulting from the city consultation as an agreed-upon framework for action, and agrees to elaborate and implement the following action plans in collaboration with all relevant stakeholders.

Supply electricity to the city at a reasonable price:

- Create technical committees composed of government and private sector members to explore different options for rehabilitating the electricity plant.
- Search for private investors interested in the electricity plant.
- Explore different options to privatize the electricity plant.
- Investigate alternative energy sources, and invite agencies that can support these initiatives.

Provide clean water to all Berbera residents:

- Cover the existing boreholes and dig new boreholes.
- Increase the number of water connections.
- Replace the clogged water pipes.
- Create a method to filter the water at the booster station.
- Establish a lab at the water agency to monitor the quality of the water.
- Train the technical and administrative staff of the water agency.
- Establish relations with international agencies and local NGOs active in the water sector.

Develop an urban development plan to reorganize the city and make it clean, beautiful, and well organized:

- Raise awareness on the need to have sound town plan.
- Name the main streets and rehabilitate public spaces (parks, schools, theatres, etc.).
- Plant trees along the coast.

FUNDING

The local council of Berbera agrees to mobilize all stakeholders, such as the government, the private sector, the community, the diaspora, and donors, to:

- Open accounts for specific actions.
- Write project proposals.
- Present the urban pact and strategic plan to different international organizations.

MODES OF COLLABORATION WITH DIFFERENT STAKEHOLDERS

The Municipal Council has agreed to improve collaboration among the many Berbera urban development stakeholders:

- Establish development committees of stakeholders who participated in the city consultation.
- Ensure that local teams report to the local council on the outcomes of the development committees on a monthly basis.
- Make available office facilities, municipality machinery, secretarial services, and a conference hall.
- Conduct quarterly coordination meetings between the local council and stakeholders for sharing information about the achievements and constraints of development projects and activities.

ROLE OF WOMEN

Local councillors acknowledged the crucial contribution of women to local development and the importance of including them in the decision-making process. Women should be empowered socially, economically, politically, and technically.

ENDORSEMENT

The Local Council ultimately approved the Berbera Urban Pact. However, the leadership of the city requires support and capacity building for planning, coordination, and development control activities.

what is an..?

ACTION PLAN

Action planning is a result-oriented type of planning, limited in its scope, financially feasible, and easy to implement with the resources that are immediately available.

Objectives of action plans:

- Using a concrete example to demonstrate to local authorities and the community the concept of participatory planning.
- Tackling an issue of priority in a specific area and achieving tangible results in a short period of time.
- Using the successful results to support the mobilization of stakeholders for participatory planning of a broader scope.
- Raising citizens' awareness on the benefits of participatory planning.

The action plans to be implemented were chosen according to the following criteria:

- Address the needs of a specific disadvantaged community;
- Are considered a priority by the local council, key stakeholders, and the target community;
- Aim at visible, short-term improvements;
- Mobilize the contributions of various stakeholders;
- Should not have obstacles that can only be solved in the long term (e.g. land disputes, soil pollution, etc.);
- Allow for immediate implementation.

The rehabilitation of Bursade Playground was chosen as the priority action plan for the city of Berbera by the participants of the city consultation.



Satellite image by © 2004 DigitalGlobe. ALL RIGHTS RESERVED

BERBERA ACTION PLAN REHABILITATION OF BURSAD PLAYGROUND*

OBJECTIVES

- Promote sports in the Sahil region, as a recreational activity and a potential source of employment.
- Encourage Berbera youth to engage in sport activities as a peace-building process and as an alternative to engaging in bad habits.
- Rehabilitate a public facility where children and youth can be trained.

ROLES AND RESPONSIBILITIES OF THE DIFFERENT STAKEHOLDERS

- The Local Team and the mayor prepared the action plan and distributed the responsibilities among the stakeholders.
- UN-HABITAT prepared the plan for the intervention.
- The Local Team and two members of the community collected the community contributions.
- The mayor, the Local Team, a local engineer, and two members of the community supervised the rehabilitation and construction process. UN-HABITAT trainers also supervised the process.
- A local executive officer, a member of the local team, and one community member were accountable for the rehabilitation and construction process. The mayor certified the expenditures.
- Members of the Youth Association took care of the storage of the construction materials.
- APD and UN-HABITAT undertook monitoring and evaluation.

ACTIVITIES

- Rehabilitation of the fence and provision of the gates.
- Construction of a hall for indoor games, a library room, two classrooms for informal education, one basketball court, two offices, and two latrines, all contributed by UNICEF.

RESULTS

- Bursade Playground rehabilitated.
- Additional facilities provided.
- Local authorities and community trained on participatory action planning.
- Introduction of the concept of a community contribution for the implementation of strategic priorities of common interest.

Stakeholder	Type of stakeholder	Field of Experience	Contact person	Contribution to implementation
Local Council	Local Government	Management	Mayor	10,000,000 Somali Sh.
GAVO	Local NGO	Construction	Farhan Adan Hassan	200 pcs of bricks
Sport Department	Government Department	Management	Shaafici Jama Adan	-
Youth	Youth Association	Sport management and Awareness	Ahmed Adan Hersi	Awareness
HAWDO	Women NGO	Construction	Roda A. Mohamed	20 trees planted
NOW	Women NGO	Awareness	Kadija Elmi Gheedi	Awareness + 20 trees planted
Ala Amin CC	Private Company	Construction	Saeed Arte	50 bags of cement
CCG	Private Company	Construction	Jama Abdillah Adam	100 pcs of bricks
Mimaskax	Women NGO	Management	Deega Deria	100 pcs of bricks
Sahil Umbrella	9 NGOs	Awareness	Deega Mo'ed Moh'ud	50 pcs of bricks
Port Group	Staff group	Construction	Hassan Ahmed Egeh	10 loads of Sand
Telesom	Private company	Construction	A'hakim Adam	100 pcs of bricks
Bank	Group Association	Management	Mohamed Nur Elabe	One day Labour work

* the Berbera Action Plan was implemented after the deliberations of the Berbera City Consultation under the UN-HABITAT Good Governance and Leadership Training Programme (2003–2005)

COMMUNITY-DRIVEN DEVELOPMENT AND COMMUNITY-DRIVEN RECOVERY

The project, funded by the World Bank and the Department for International Development of the United Kingdom, and implemented by the World Bank, UNICEF, Danish Refugee Council, and UN-HABITAT, focuses on strengthening community capacities to plan and implement village and neighbourhood projects in close collaboration with the district administration. While it is important to have a long-term strategy to build local administrative capacities, it is equally important that in the medium term the local governance structures are able to channel funds in a cost-effective way to communities. The CDD/CDR approach has been piloted in Berbera and Boroma and is being replicated in other Somaliland cities.

OBJECTIVES OF THE PROGRAMME

- Strengthen the capacity of the District Councils, ensuring proper relationships with their target communities in the city and in the surrounding villages.
- Promote discussions at the district level that clarify the roles and responsibilities of different stakeholders (District Council, neighbourhood- and village-level structures, traditional leaders, civil society, ministries, etc.), especially with regard to service delivery and budget allocations.
- Ensure training and capacity building at the community level on local leadership and management and the role of women in local governance.
- Develop appropriate linkages between community action planning and district planning, including, where possible, a reflection of community action planning in district budget allocations.
- Provide technical support in urban planning and local economic development, to prepare appropriate Community Action Plans.

ACTIVITIES

- **Training and capacity building on leadership and management skills** for community leaders and the role of women in local governance for community representatives.
- **Preparation and implementation of Community Action Plans.**
- **Integration of Community Action Plans in district level planning and budget allocations** through:
 1. District spatial analysis, incorporating the Community Action Plans, for planning purposes and further prioritized Local Economic Development Action Plans.
 2. Strategic planning, a participatory exercise that culminates in district consultations and the preparation of strategic district plans, indicating a list of priority actions and the roles of the different stakeholders.
 3. District pacts between the target communities and the district administration on a shared programme of action (including the necessary budget allocations). The district pacts formalize the results of the strategic planning process.

In Berbera District, ten communities were selected for piloting the Community-Driven Development and Recovery Project.

Out of these ten, four are Berbera urban communities (Wadajir, Barwaqo, Darole, and Burao Sheikh), and six are rural communities (Abdal, Doho Guban, Lafa Ruug, Tulo Dhibijo, Las Ciidle, and Laaleys).

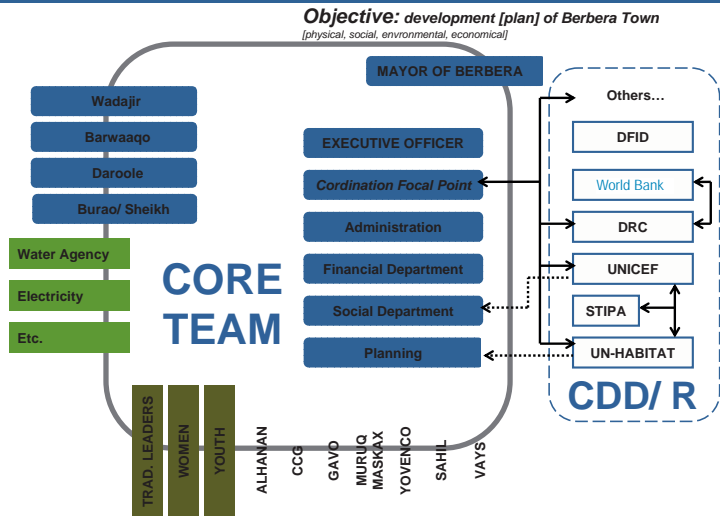
Each of these communities developed a Community Action Plan with short-term (12 months) and long-term (3 years and beyond) development priorities.

The priorities identified by the urban communities for the Community Action Plans are:

- **WADAJIR** – income generation, vocational training centre, water, health, electricity, sanitation, infrastructure, and housing.
- **BARWAQO** – income generation, sanitation, market, water, infrastructure, electricity, and awareness.
- **DAROLE** – income generation, education, sanitation, infrastructure, market, awareness, and security.
- **BURAO SHEIKH** – water, income generation, housing, education, sanitation, infrastructure, and security.

COMMUNITY-DRIVEN DEVELOPMENT AND RECOVERY IN BERBERA

[Urban Stakeholders CORE TEAM/ STEERING COMMITTEE...]



Short-term priorities of these communities were costed and community contributions and the role of each stakeholder were established.

Berbera District reviewed and approved the plans, allowing the communities to access World Bank grants, as well as funding from other sources.

The whole process benefited from the continuous support of UNICEF, Danish Refugee Council, the World Bank, and UN-HABITAT. At the time of writing, the process was ongoing.



what is the...?

MUNICIPAL REVENUE GENERATION THROUGH PROPERTY TAXATION

One of the most serious problems for urban centres in the developing world – and Somaliland is no exception – is inadequate financial resources. Local and central governments require money to provide basic services, infrastructure, and education and health facilities. Normally, central governments obtain funds through sales and income tax, and local governments through property taxes, development fees, and central government funds. The advantage of property taxation over other types of taxation is that properties can easily be identified. The challenge is how to set up an efficient tax collection system, based on property taxation, in a country where the land information is limited, the institutional capacity of the local authorities is weak, and the capacity of the professionals needs to be built.

To implement a property taxation system, up-to-date information is needed. Ideally, a land information system such as a cadastre needs to be developed. At its heart is a database that records all the properties in a city, registering each structure's size, usage, and occupancy. Such a database assists local governments in equitably and comprehensively collecting property tax. Further developed, it can also assist in general land management, resettling people and solving land disputes. In developed countries, institutional stability has allowed a modern cadastral system to emerge over time. But the Somali region has lost a generation of professionals and institutional memory, and land records and property data are outdated and incomplete.

With the goal of using property taxation to generate municipal revenue for public works, in 2004 UN-HABITAT and Hargeisa Municipality decided to implement a property survey. The plan: to create a database of all the properties in each urban centre and a methodology for classifying them and developing tax bills. After careful consideration, it was decided to develop a database with a limited number of variables for each property, essential for determining property tax. A satellite image was used to create a base map identifying all the buildings, and through rapid field surveys the characteristics of the structures were collected. All data were stored in a Geographical Information System (GIS) for quick retrieval and mapping.

This approach has proven to be fast and relatively cheap. At a later stage the database could be expanded into a full cadastral system. The project has illustrated how a Geographical Information System property survey to facilitate property taxation can be done rapidly and cost-effectively, allowing local governments to raise revenue that can be invested in urgently needed public works and services.



BERBERA PROPERTY REGISTRATION

Until recently, Berbera Local Council relied on outdated and incomplete paper-based land records, and only a portion of the properties in the municipality were in the land register and property tax roll.

UN-HABITAT, in conjunction with Berbera Local Council, has developed a Geographic Information System, with the primary objective of providing the required information on property location and characteristics to improve the property taxation system, the municipality’s urban planning process, and service delivery. The property survey for the Berbera Geographic Information System project was completed in January 2008.

The property survey consisted of three main steps:

- ➔ Acquisition of a geo-referenced high-resolution satellite image (Quickbird).
- ➔ On-screen digitizing of the image to create a map showing all buildings and other features such as main roads, rivers, the airport, etc.
- ➔ Field verification of the spatial database and the collection of attribute data, using pre-programmed handheld computers.

The chosen variables for the property database describe:

- ➔ physical characteristics of the property (dimensions, use, building materials, access to infrastructure).
- ➔ the occupant (could be different from owner).
- ➔ the number of residents living in the building.

The outcome of the property survey was the creation of a database that combines geo-referenced spatial data and property attributes. The database is hyperlinked to a digital ground photograph of each property. This photo helps staff verify the database and later facilitates communication with the owners and occupants of the properties.

Preliminary results of the Berbera property survey

Property type	No. of properties	Percentage
Services	177	2.5
Commercial	825	11.7
Industrial	39	0.6
Residential	3,873	54.9
Public	436	6.2
Transportation / communication / utilities / infrastructure	35	0.5
Un-developed land	1670	23.6
TOTAL	7,055	100



Above and below:
Rehabilitated offices of Berbera Local Authority



BERBERA TECHNICAL AND INSTITUTIONAL ASSISTANCE PROJECT

TIME FRAME: May 1999 – May 2003

DONOR: Europe Commission and Government of Italy

BUDGET: €1,380,000

The background

The Technical and Institutional Assistance Project followed an integrated approach, implementing in parallel several complementary urban development activities. Prior to the project, an analysis of the urban sector in the Somali region revealed glaring urban governance and management problems: (1) weak institutional structures and limited municipal authority capacity, resulting in poor service delivery and hindering capital investment in community utilities; (2) civil apathy and insufficient local stakeholder participation in municipal management; (3) a weak tax base, poor revenue collection systems, and inadequate financial management capacity; and (4) unclear land tenure and non-existent town planning, undermining the investments.

The aim

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 of the local urban sector:

- ➔ Organizational and technical components of municipal management;
- ➔ Financial administration, revenue collection systems, and asset management;
- ➔ Town planning and land management; and
- ➔ Sanitation awareness and solid waste management.

Achievements

- ➔ The project strongly increased the capacity of the Berbera Municipal Authority and other partner organizations, and provided a solid framework for further capacity-building developments. The project **rehabilitated the dilapidated offices of the Berbera Municipal Building**, 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 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

THE REHABILITATION OF THE MARKET



Above: Berbera Market before and during the implementation. Below: Berbera Market rehabilitated

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 (see images on the right side of this page).

- 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, as well as the resettlement of vulnerable internally displaced persons 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.



UN-HABITAT ACTIVITIES IN SOMALILAND

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

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

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

1. Urban Development Programme for the Somali Region (SUDP) *(see more detail on the next page).*

Activities: (1) **legal and institutional reforms** – assessment of land tenure options for IDPs and returnees, analysis of the land legal framework; (2) **municipal governance** – organization of urban forums, support to the Association of Mayors; (3) **strategic urban planning and development control** – development of resettlement plans for displaced population in major towns, capacity building for local authorities, development of town plans; (4) **urban land management** – setting up property taxation in Hargeisa, land information surveys in Boroma, setting up GIS and land management units in Hargeisa and Boroma municipalities, production of base maps and thematic maps for major towns; (5) **municipal finance** – training for municipal staff, assessment of municipal finance software options; (6) **basic urban service delivery** – assessment of solid waste systems, support to local authorities to set up improved solid waste management systems, technical and practical support to municipalities to set up waste collection systems; (7) **local economic development** – economic profiling of four towns, support to authorities to set up public-private partnerships, labour intensive employment generation projects; (8) **local projects** – rehabilitation of a market in Boroma, construction of two markets in Burao, rehabilitation of several markets in Hargeisa, construction of a slaughterhouse in Gebiley.

2. Emergency Assistance for IDPs and Returnees – Activities: (1) construction of 173 houses for IDPs and returnees in Hargeisa through a self-help methodology; (2) voluntary relocation of returnees and IDPs; (3) provision of security of tenure; (4) training of returnees and IDPs in the labour-intensive production of local construction materials and construction skills; (5) provision of job opportunities; and (6) developing community settlement governance and management techniques.

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

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

5. Good Local Governance and Leadership Training Programme (GLTP) – Activities: (1) training material on good local governance; (2) training on leadership management skills, gender, and action planning; (3) awareness campaigns on good local governance; (4) implementation of priority projects in Hargeisa, Boroma, Gebiley, Berbera, Sheikh, Burao, Erigavo, and Odweyne.

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

7. Berbera Technical and Institutional Assistance Project (TIAP) – Activities: (1) rehabilitation of the Berbera municipal building, relocation of a market and creation of a waste dump site; (2) municipal institutions development; (3) municipal revenue, financial management, and income generation investments; (4) town planning and land management; and (5) sanitation and waste management.

8. Burao Water Supply Project – Activities: (1) expansion and management of the Burao water system; (2) comprehensive hydro-geological study, borehole drilling, and increase of water availability; (3) improvement of the Burao Water Agency's management through capacity building in accounting, financial management, budgeting procedures, and revenue collection techniques; (4) staff technical training; (5) awareness on water supply issues; and (6) normative support to central and local authorities.

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

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

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

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

DONORS AND PARTNERS



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