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## SOMALIA AID COORDINATION BODY

18-19 April 1994  
Nairobi

### Regional Profile: Wuqooyi Galbeed



## INTRODUCTION

1. Wuqooyi Galbeed, or North West region, is comprised of three districts - Hargeisa, which is the regional capital, Berbera, and Gebiley. The dominant clan in the region is Isaaq, and its various sub-clans include the Essa Musa, Saad Musa (Habr Awal), Habr Younis, Edagale, and Arab.
2. The key political feature of the region is that Hargeisa is the seat of government and national capital of the self-declared Republic of Somaliland, which consists of the five regions of Wuqooyi Galbeed, Awdal, Togdheer, Sool and Sanaag.<sup>1</sup> The central government is involved in drawing up a national development plan, and in administering and facilitating, through its various ministries, justice and police, revenue collection, production, commerce and trade, and the provision of essential social services. A number of UN agencies and international NGOs also have a presence in the region.

## THE ECONOMY

### Agriculture

3. Wuqooyi Galbeed is one of the most important agricultural areas in the self-declared Republic of Somaliland. Within the region, Gebiley district, encompassing the towns of Gebiley and Arabsio, is the centre of agricultural production. The region supports both rain-fed and irrigated agriculture. Among the crops grown are sorghum, maize, citrus fruits (lemon and grapefruit), cowpea, white beans, vegetables, water-melon, dates and other fruits. Sugar cane, rice and coffee are also cultivable.
4. Rain-fed cereals are the mainstay of agricultural production, sorghum being the key crop. Many farmers are agro-pastoralists using cereals to supplement their livestock herding and to provide food security. One of the key constraints in the rain-fed sector relates to tillage. Mechanical tillage is often required to break the ground, especially in areas which have lain fallow for several years. At the same time, there is a need for animal tillage for weeding and light plowing. Spare parts and equipment are in short supply. In addition, many water catchment areas are in a state of disrepair because of silting or destruction. The presence of mines in many areas also serves as a constraint to the resumption of agriculture.
5. Irrigated crops such as fruit and vegetables are traditionally grown as cash crops. Many of the irrigation systems in the region require rehabilitation, but replacement pumps and pipes are not available. Some irrigated areas have also suffered from considerable soil erosion, although efforts are being made to stabilise the soil and prevent further damage. Due to the high cost of irrigation projects, interventions so far have concentrated on pesticide application. However, there is great potential for development of the sector, particularly if production of coffee, rice and sugar cane can be restarted.
6. The **Ministry of Agriculture and Environment**, headquartered in Hargeisa, is responsible for all aspects of agricultural production and research. Established in 1991, the

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<sup>1</sup>Map of the self-declared Republic of Somaliland is attached as Annex I.



Ministry has six departments: Plant Protection, Land and Water Resources, Extension, Crop Production, Administration, and Planning. The Ministry has also established regional offices, headed by a regional representative who reports directly to the Ministry. The regional representatives will establish mobile teams including plant protection specialists, extensionists and trainers. The Ministry emphasizes the importance of good meteorological data, early warning systems to combat locusts, and the need to build capacity within the Ministry. As with other Ministries, unwillingness on the part of the international agencies that are involved in agriculture to be coordinated by the Ministry is seen as an obstacle to agricultural development in the region.

### Livestock

7. Livestock is the most important sector in the self-declared Republic of Somaliland and Wuqooyi Galbeed is an important livestock region. Much of the livestock is exported to the Gulf states, particularly Yemen, Saudi Arabia and the UAE. According to figures produced by the Ministry of Livestock's Berbera office the export of livestock to those three countries in 1993 totaled 1,116,159 head, including 513,022 sheep, 412,890 goats, 71,096 cattle and 11,951 camels. This compares favourably with the levels of pre-war exports, indicating a revival of the sector. Prices appear to be holding up with the export price for goats at between \$30-\$40 per head, cattle at around \$100 per head and camels at around \$150 per head. Domestic prices tend to be considerably lower.

8. Nevertheless, the sector faces a number of obstacles. At the time of the visit the expected rains had yet to arrive and pastoralists were anticipating livestock losses. Many water catchment areas and troughs require rehabilitation, which will further exacerbate water shortages. Grazing land has also been affected by the drought. Overall, animal health appears good with the Ministry veterinarians vaccinating animals free of charge, with drugs supplied by FAO. Veterinarians also work in the commercial sector in private cooperatives, and there appears to be a willingness to pay for veterinary services among livestock herders. The problem of the non-recognition of animal health certification in the Gulf states, which had led to herds being sent back, appears now to be close to resolution. The Ministry of Livestock has established a certification facility at the Berbera port, as well as in its regional offices, and these are being accepted overseas. The Ministry charges a small fee for inspection and can quarantine animals when necessary. In addition, an agreement has been reached with the Government of Saudi Arabia to base a commercial attache from the self-declared Republic of Somaliland in Riyadh.

9. **The Ministry of Livestock, Forestry and Range** focuses on livestock production, forestry conservation and the organisation and demarcation of grazing lands. It comprises four directorates responsible for Animal Husbandry, Research and Planning, Animal Health, and Finance and Administration. There are also regional offices in each of the five regions of the self-declared Republic plus a large bureau in Berbera which includes an export manager. According to the Ministry, priorities in the sector include further rehabilitation of marshalling yards, following the successful rehabilitation of the yards in Berbera and the re-equipping of two veterinary laboratories in Berbera and Hargeisa.



## Fisheries

10. The self-proclaimed Republic of Somaliland has a 640 kilometre coastline on the Gulf of Aden. The waters are exceptionally rich in marine life, especially in crustaceans such as lobster and shrimp, tuna, and in demersal and pelagic fish such as grouper, mackerel, sardine and snapper. The **Ministry of Fisheries and Coastal Development** is charged with overseeing the sector. At present there is no commercial fishing sector in the country, and only limited artisanal fishing from dhows for personal consumption. Illegal commercial fishing, however, is rife and is thought to be endangering fish-stocks in addition to depriving the self-proclaimed Republic of valuable revenues. The fisheries sector could make a significant contribution to export earnings and employment if commercially developed.

11. The port at Berbera houses the NECFISH fish processing plant, built by the Danish government, which includes cold storage facilities. The plant is not functioning at present but its rehabilitation would substantially increase the potential for export, especially to more distant markets. In addition to the port at Berbera, there are a number of small ports along the coast at Zeila, Mait, Heis, Las Koreh and El Ayo. These ports are suitable for development for artisanal fishing.

## Business, Trade and Finance

12. Business activity is resuming in the region, encouraged by growing confidence about security and effective policing. This is evidenced by the abundance of goods in the markets and the growing number of commercial ventures including an airline (Daalo Airlines) which operates out of Hargeisa and flies to Djibouti, Mogadishu, Abu Dhabi and Karachi. Hargeisa also boasts several hotels, many goldsmiths, a computer school and two private satellite telephones. The **Ministry of Commerce and Industry** is pursuing a free-market policy (enshrined in the Boroma charter), including complete privatisation and is working to attract overseas investment, especially from Somalilanders living abroad. The approach includes freedom to move profit, tax-breaks and lowered rents. The Ministry has translated the body of commercial law used in United Arab Emirates into Somali and plans to introduce it soon.

13. Aside from security issues, the greatest obstacles to economic growth in business and trade are said to be the absence of a formal banking system, including difficulty of opening letters of credit, and inadequate telecommunications. The latter constraint in the case of livestock export means that animals are often shipped without updated information about their fetching price in the Gulf states. In general, members of the business community are confident about the security situation and are working hard, through newly established chambers of commerce in Hargeisa and Berbera, to persuade outside investors that the self-declared Republic of Somaliland is a safe investment.

14. In addition to livestock, the self-declared Republic exports hides and skins and some aromatic gums (including arabica gum). All other goods are imported, coming mainly from Djibouti, Ethiopia and the Gulf States. In addition to clothing and fuel, imports include ghee, salt, milk and fish, all of which exist in unprocessed form in the self-declared Republic, but which cannot be processed and packaged at the present time. The market appears to be functioning well: following the recent closure of the border with Djibouti prices of fuel and sugar rose sharply, but have since returned almost to normal now that the



goods are coming to Berbera by sea instead of by land.

15. With the exception of the fuel tanks at Berbera port, what little industry existed before the war has been destroyed. Of the 22 fuel tanks, with a total capacity of 45,000 MT, only five can be used at present. As a consequence, most fuel has to be imported in drums through a third country, adding considerably to the cost.

## SECURITY

16. The five regions of the self-declared Republic of Somaliland have been the most peaceful part of erstwhile Somalia during the civil war period of the past two or three years. There is no need for armed escorts within Hargeisa or the other towns of Wuqooyi Galbeed and expatriates can move around freely. The local police maintain security effectively in these urban areas. However, there are still some problems in travelling by road, particularly to Berbera and Burao, because of both clan differences and banditry. The central government was focusing its attention on opening these roads at the time of this visit.

17. The Hargeisa airport, which is on the side of the river that is populated by the Edagale sub-clan, is not controlled by the government. Edagale militia control this facility and charge \$20 landing and departure fee per person. The situation here is somewhat unsettled, as was witnessed by the recent shooting incident involving a UNHCR aircraft in Hargeisa. However, the government is actively addressing this question, and a resolution is expected very shortly. The political issues behind the control of the Hargeisa airport are addressed in the section on Politics (paragraph 22).

## OPERATING ENVIRONMENT

18. There is no UNOSOM troop presence in this region or in any of the other four regions that comprise the self-declared Republic of Somaliland. In Hargeisa there is no need for armed escorts and expatriates can move around freely. A number of UN agencies and international NGOs operate in the region without much difficulty, as accommodation is relatively easy to find. One UN agency, however, had serious complaints about rental and accommodation arrangements. Although problems regarding rents do arise sometimes, noted several of the other operating agencies in the region, they seem to be more a result of personal problems than of an inherently difficult operating environment. However, several representatives of international agencies operating in the region also noted that a degree of unpredictability *vis a vis* the security situation remained, since relations between the government and the various pockets of opposition were currently unresolved. The Hargeisa airport continues to pose an inconvenience, particularly to UNOSOM which is specifically targeted for additional fees on a regular basis. However, other agencies and NGOs that have been operating in the region for some time pay the requisite airport fees as a matter of routine and are not generally faced with *ad hoc* demands for additional funds.



## GOVERNANCE

### Politics

19. The Burao Congress, which included 99 members of the SNM Central Committee, was convened on 27 April 1991 to reconsider the unimplemented Act of Union which the legislature of the Somaliland Protectorate had passed on 27 April 1960 before the State of Somaliland had been promulgated. At this meeting the SNM leadership decided to restore, as of 18 May 1991, the legal status of the State of Somaliland as it existed between 26 and 30 June 1960. The boundaries of the self-declared Republic are the Red Sea to the North, Somalia to the South and East, Ethiopia to the South-West and West, and Djibouti to the North-West, and its territory therefore is comprised of the five regions of Wuqooyi Galbeed, Awdal, Togdheer, Sool and Sanaag. An Executive Presidential system was adopted by the Congress and the Chairman of the SNM, Abdirahman Ahmed Ali, became President for a two year period.

20. A Council of Elders numbering 150, proportionately representing each clan of the self-declared Republic, convened a Conference in January 1993 in Boroma to consider future steps as the two year term of President Abdirahman came to an end. The assembly, which numbered some 500 persons composed of a cross-section of elders, religious leaders, politicians, former civil servants, intellectuals and businessmen, produced after some four months of deliberations a National Charter which was approved and signed by the Council of Elders.<sup>2</sup> This Charter, which is effectively an interim constitution for the transition period until a final one is passed by Parliament, ratified the decision taken at the Burao Conference to restore the State of Somaliland and elaborated the organisation of the national government. This organisation is detailed in the following section on Institutions. Mohamed Haji Ibrahim Egal was elected the President of the Republic by the Elders of the self-declared Republic of Somaliland following the Boroma Conference. As a result, the SNM was effectively dissolved and a civilian administration assumed power.

21. Opposition to both the government and the idea of an independent Somaliland has been voiced since the Boroma Conference from within the boundaries of the self-declared Republic. The extent of this opposition is a matter of debate. Perceptions outside the self-declared Republic of Somaliland tend to be that the administration has little control, an opinion that seems justified on the surface since the Hargeisa international airport is controlled by an Issaq sub-clan (Edagale) that is opposed to the government.

22. The actual situation *vis a vis* the Hargeisa airport is more nuanced than it appears on the surface. Firstly, there is reason to believe that the Edagale's control of the airport is primarily motivated by economic rather than political considerations. Charges of \$20 per incoming and outgoing passenger, which is shared by the militia, is a significant incentive to retain control. Secondly, the government claims that it would not be a problem to drive the Edagale militia out of the airport, but it would inevitably cause some bloodshed. There is certainly some credence to this claim, in the light of the government's success in retaking a former military camp outside Hargeisa on 20 March 1994 that was occupied by militia

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<sup>2</sup>The National Charter is attached as Annex II.



belonging to the Said Musse sub-clan.<sup>3</sup> However, since the Egal administration is actively seeking to cultivate the image of a civilian administration, rather than of a faction, it is practicing extreme discretion in using force. Instead of having an armed confrontation with the Edagale militia, the administration has decided to pursue a political resolution of the matter, which includes the construction of an alternate air strip which is 15 minutes driving distance from Hargeisa.

23. Opposition has also been voiced by elements of the Darod sub-clans of Dulbahante and Warsangeli that are resident in parts of Sool and Sanaag regions, and parts of the Dir sub-clan of Issa, particularly in the town of Zeyla (Awdal region). It is difficult to assess the magnitude of this opposition without having visited these regions. However, members of the government believe that the opposition in Sanaag is not significant, since Warsangeli are a minority sub-clan in a region which has two other larger sub-clans that favor the government. Sool, however, may be somewhat more problematic since approximately half of the population there favors a link with North-East Somalia, which is also populated by Darod. However, in the case of Sool it should be noted, according to the government, that all the clan leaders remain loyal to Hargeisa. In addition, it believes that once a government is formed in the rest of Somalia this opposition will opt to remain with Somaliland, barring the extremely unlikely event that the government in Mogadishu is headed by a Darod or Majerteen. There will be strong disincentives for the Dulbahante opposition in Sool to support union with Somalia if the government in Mogadishu has a significant Hawiye presence, since Siad Barre used the Dulbahante as allies in his fight with the Hawiye during the civil war.

## Institutions

### **National Government**

24. The National Charter agreed at the Boroma Conference established three councils: the Council of Elders ("Gurti"), which is the upper house; the Elected Council, which is the lower house and legislature; and the Executive Council, which consists of the President of the Republic and his Cabinet and the Vice-President. The Charter sets out the specific duties and functions of each of these organs of government. Briefly, these are as follows.

25. The Council of Elders essentially performs an advisory role. However, any bill that is passed by the legislature that deals with issues related to peace, religion, customs and tradition must be reviewed by the Elders and can be passed back to the legislature once. The elders perform the function of preserving peace and working with the administration to resolve political problems. The Council has a very significant political role, as can be seen by the fact that the Elders chose the President following the Boroma Conference.

26. The Elected Council has a traditional legislative function, and is also charged with nominating Constitutional and Election Committees, ratifying international agreements, approving government policies and the national budget, and accepting or rejecting the

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<sup>3</sup>The Said Musse are generally supportive of the Egal government, as a result of which the field force could be mobilised to evict the occupants without fear of a political fallout.



President's Cabinet appointees.

27. The Executive is the Head of State and the Commander-in-Chief of the armed forces. His cabinet is responsible for assisting in the formulation and execution of government policy. The following ministries have been created: Foreign Affairs; Planning; Defence; Interior; Justice, Constitution and Legal Affairs; Health and Labour; Endowments and Islamic Affairs; Minerals and Water Resources; Education, Youth and Sports; Information; Commerce and Industries; Posts and Communication; Agriculture; Livestock, Forestry and Range; Fishery and Ports; Transport and Public Works; Rehabilitation and Reconstruction. Each ministry is headed by a Minister, who is a political appointee, and has an executive staff headed by a Director-General.

28. The Charter established five independent agencies, which include the Supreme Court; the Attorney General; the Auditor General; the Civil Service Commission; and the Central Bank. In addition, an independent judiciary is also envisioned in the Charter. A number of these independent agencies, such as the attorney general, auditor general and the Central Bank, have started functioning.

29. The **Ministry of Planning** envisions its principal function at this stage as coordinating the various NGOs and agencies operating in the self-declared Republic of Somaliland. However, the Minister noted with concern that international partners in the five regions have been unwilling to be coordinated as a result of which resources are being used inefficiently. He noted that the Ministry of Planning is the vehicle mandated to gather and analyse data from the regions and, based on such analysis, to coordinate rehabilitation activities of the various local and international agencies. As such, the Ministry is the designated counterpart to international donors and agencies involved in rehabilitation and development. The Minister is planning to establish a core advisory team to assist line ministries in project preparation. The team would initially comprise an economist, an agronomist, a livestock specialist, an engineer, and a statistician. The Minister noted that planning must begin at the grass-roots level, and as such the Ministry was establishing regional planning sub-offices in each of the five regions of the self-declared Republic. He noted that the donor approach for planning rehabilitation assistance in these regions would have to be different from their approach in the other 13 regions of erstwhile Somalia. The Minister noted that institutional support, in the form of office equipment and technical assistance, particularly in data collection, was urgently needed. In this context he also noted that the administrative kits that UNOSOM (Political Division) had promised to all regions had not been provided to the five regions of the self-declared Republic. He noted that technical support should be provided through secondment of experts to the Ministry.

30. The **Ministry of Finance** was in process of being dissolved at the time of the visit, and two departments, namely the Department of Treasury (responsible for revenue collection) and the Budget Department (responsible for expenditures), were being created in its stead. Planning was to be linked with the Budget Department. The erstwhile Ministry has developed finance laws (related to income tax, tariffs, etc.), started revenue collection, produced budgets, instituted an accounting system, and is in process of creating a Central Bank. The Minister noted as well the urgent need for institutional support consisting of basic office equipment, printing material, communication systems, and technical assistance to review the taxation system and to provide advice on monetary policy.



## District & Regional Government

31. Article 21 of the Boroma Charter establishes the principle of a decentralised administration. The process of creating district councils<sup>4</sup> has started. The number of seats on the district councils vary by population of the district. Three categories, comprising 13, 17 and 21 seats, have been agreed, with Hargeisa district being a special case with 25 allotted seats. Elders of the various clans in the district sit on these councils and, in Hargeisa, the District Council has selected a mayor. However, as a temporary measure the Minister of Interior has appointed mayors in seven other districts (including the remaining two of Wuqooyi Galbeed region) of the self-declared Republic, with the idea that the community will select the mayors in the future once District Councils have been formed. The district mayors report to the Minister of Interior.

32. The district authorities have the responsibility for and authority over infrastructure, social services, district police (which includes traffic, operations and communications), revenue collection, and daily administrative matters in their district. The district police reports directly to the mayor, although issues related to the promotion, discipline and transfer of officers in the district police force must be discussed with the police commissioner, who reports to the Minister of Interior. It should be noted that revenue collection at the district level, particularly in Hargeisa, is well advanced. This issue is dealt with in more detail in the following section on Revenue (paragraph 37).

33. Each district council is to have three 25-member committees, where every clan is represented, that deal with the areas of economic development, social services and security. These committees will essentially function as the administrative arm of the district councils. In addition, the mayor of each district will also appoint his executive staff. The central administration, through the Ministry of Interior, will appoint regional governors whose function will be to arbitrate when problems between districts arise and to deal with issues of national significance. However, the bulk of local government work will take place at the district level. At present, the Mayor of Hargeisa also serves as the regional governor for Wuqooyi Galbeed.

34. The thrust of the government's attention so far has been on setting up a functioning central administration. As a result, a number of issues related to the functioning of the district administrations, and their relationship to the centre, have yet to be worked out in detail. For example, how regional planning sub-offices will relate to the district administrative bodies is unclear. Similarly, how other ministries will establish a presence in the districts also remains to be worked out.

## REVENUE

35. Revenue collection is proceeding at both the national and the district levels. The bulk of national revenue collected comes from tariffs on exports and imports, particularly livestock and *chat*. Sixty percent of the total national revenue is collected at Berbera port, which is

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<sup>4</sup>These should not be confused with UNOSOM mandated District Councils, as their structure and functions are entirely different.



the only port in the self-declared Republic that is open throughout the year, with incremental amounts collected at the ports of Las Koreh, El Ayo, Zeila and Mait. For *chat*, which is primarily imported from Ethiopia and has a selling price of SoSh. 40,000/kilo, a tariff of SoSh. 1,800/kilo is levied. Projected revenues and the national recurrent budget for 1994 are approximately SoSh. 54-55 billion (\$15 million).

36. Berbera port is run by the Ministry of Commerce and Industry, along with the Ministry of Finance which has control over customs. Ministry officials make the accounts at the port and transfer collected revenues to the Central Bank by means of revenue slips. In this way the physical transfer of cash is avoided. At the time of this visit, 17 auditors were at the Berbera port to check the accounts. A UNOSOM ports official who had visited Berbera indicated to this mission that the port was functioning effectively without any international assistance. An agreement has recently been signed for port management with a British company which entails the revenues generated at the port being put into an account with joint access by the company and the government. In addition to recovering its operational costs, the company can take out a percentage of generated revenues to initially recoup its investment and eventually as profit. After a three year period the entire port operation will be turned over to the government.

37. In addition to tariffs, a progressive taxation system has also been instituted by the Ministry of Finance. National taxes are levied on commercial buildings, payrolls of nationals working with international agencies, rent, and sales. Districts levy taxes on vehicle licenses, street traders, transport, livestock and *chat*. A point of sale tax of SoSh. 300/kilo is levied on *chat*. District taxes of SoSh. 10,000 per head for cattle and camels and SoSh. 5000 per head for sheep and goats are also charged. Hargeisa district collects revenues of approximately \$1000 per day and district officials note that there is capacity to collect up to \$2500 per day. These revenues are used to meet operating expenditures of the district, including administrative staff (at a rate of SoSh. 200,000 per month for full time personnel), district police, and expenses incurred for city cleaning and rehabilitation of markets.

## SECTOR ISSUES

### Disarmament, Demobilisation & Demining

38. Recognising the importance of security and stability as the basic conditions for rehabilitation, demobilisation is accorded the highest priority in the self-declared Republic of Somaliland. It is estimated that there are as many as 30,000<sup>5</sup> former SNM soldiers and various militia groups in the self-declared Republic. All require disarming and the considerably more difficult task of reintegration into civil society. Despite the scale of the difficulty and the lack of resources, the government has made considerable progress both in disarmament and in overall demobilisation of soldiers and militia.

39. A commission has been established to tackle this complex task. The **National Demobilisation Commission** (NDC) was established within the context of the Boroma charter to initiate the process of disarmament. This process is based on five key principles:

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<sup>5</sup>Other estimates put the number as high as 50,000.



first, that all disarmament must be voluntary; second, that all programmes will be universal and open to all military groups; third, that the programme will be centrally coordinated; fourth, that the programme will be locally implemented; and finally that all groups will be entitled to representation in the Regional Demobilisation Commissions so that all groups are able to participate in the implementation of the programme.

40. The process of demobilisation began in Hargeisa in February 1994. The NDC is receiving technical assistance from a Zimbabwean team sponsored by UNDP/OPS and drawing upon the experience of Zimbabwe's successful program of demobilisation in developing its programme. The first stage involves the collection of heavy weapons at assembly points. "Technicals" are broken down, which essentially involves, in the words of the Executive Director of the NDC, a separation of "boy, truck and gun." The vehicles are converted to civilian use and the weapons are guarded for the time being, pending a decision by the government to either destroy them or to use them for a future national army. Next, the militia and soldiers disarm their personal weapons, again at assembly points. Once disarmament is completed, soldiers and militia are taken to camps for registration, demobilisation, (including the teaching of basic literacy and numeracy, health-care, counselling and religious instruction), and assessment. Re-integration programmes including vocational training, formal education or employment in labour intensive public works will be tailored to the needs and preferences of the individual.

41. Effective demobilisation requires certain physical preconditions and support structures to be in place. In its first attempt at such an exercise in the Mandera camp, the government did not adequately address these requirements with the result that many disarmed militia members are still encamped and are receiving only basic sustenance such as food from WFP. Even though the bulk of domestic revenue is presently allocated to demobilisation, since it has been clearly identified as the first priority in the self-declared Republic of Somaliland, these funds are not sufficient to cover the costs of creating employment opportunities (e.g. in infrastructure rehabilitation) for demobilised militia. The Executive Director of the NDC noted that people are willing to disarm but in the absence of international support for demobilisation the current momentum and initiative will be lost. Donor funding is therefore urgently required for this purpose.

42. So far in Wuqooyi Galbeed, five SNM brigades have surrendered or are preparing to surrender their weapons. Heavy weapons surrendered include 29 "Technicals", one anti-tank missile, six 82mm anti-tank guns, six 120mm mortars, eight 82mm guns, two 122mm guns and a 105mm field gun. Once de-mobilisation is completed in Wuqooyi Galbeed, the NDC will shift its attention to other regions. Soldiers and militia in Erigavo and Boroma have already disarmed and are awaiting formal assistance from the NDC.

43. The self-declared Republic has thousands of mines, both anti-personnel and anti-tank, some dating back to the 1977-78 Ogaden war. De-mining is vital not only in preventing further losses of life and limb but also in enabling agriculture to restart and opening trade routes. The Government is currently developing a new strategy for de-mining following the departure of the British de-mining company RIMFIRE after disagreements with its local de-mining contractor, the Pioneers. It is important to note that local de-mining activities were initiated before the arrival of RIMFIRE. The new strategy is likely to involve a regionally based approach using local de-mining teams with simultaneous de-mining in all areas. This



is consistent with UNOSOM's revised policy, and UNOSOM is awaiting proposals for which they can provide technical support.

#### Judiciary, Police and Prisons

44. Four tiers of the court system have been established and are functioning independently, although they come under the authority of the Ministry of Justice. These are district courts, regional courts of appeal, "sectoral" courts of appeal (one each for the eastern and western regions of the self-declared Republic), and the Supreme Court which has 6 judges. Members of the Supreme Court are appointed by the President and approved by Parliament, and have basic minimum qualifications of an academic degree and 15 years' experience. Much of the current work of the Supreme Court consists of constitutional interpretation regarding the National Charter of Boroma. Judges for the district and regional courts are appointed through competitive examination and the recommendation of the Higher Judicial Council which consists of the President of the Supreme Court, the Attorney-General and three members of Parliament. Formal educational qualifications are less relevant than knowledge of the *Shari'a*, the Quran and Arabic at these lower levels. Judges are not paid by the government but are supported by UNOSOM.

45. Although the Boroma Charter establishes *Shari'a* as the basis of all laws of the self-declared Republic of Somaliland (article 3(1)), in fact the pre-1969 Penal Code is applied. A legal committee has, however, been established to harmonize those elements of the penal code that conflict with Islamic law. *Shari'a* continues to guide civil matters such as family and inheritance laws. Traditional methods of conflict resolution, such as inter-clan resolution through elders, also continue to be applied and if a case can be settled in such a manner it is not referred to the "modern" instrument of the state's judicial system. The legal procedures adopted for cases that go through the judicial system are those from the period of the British Protectorate. Accordingly, the accused has the right to a lawyer and if he/she cannot afford one the state appoints one for the defence. However, there is no writ of *Habeas Corpus*. In the self-declared Republic of Somaliland, as in many other Muslim countries, a mix between traditional, Islamic and modern legal practice constitutes the judicial system.

46. The Minister of Interior has authority over both district police as well as the Criminal Investigation Department (CID) and the *Darawishta* (field force). Although district police reports to the mayor, in the same way that the nascent regional police forces will report to the regional governors, the ultimate line of authority is to the Ministry of Interior. A national police force is also planned, and in the meantime district police forces have the authority to arrest any person in the self-declared Republic. The CID is responsible for investigation of major national cases. The *Darawishta*, who are originally military, will most likely perform the role of Military Police (MP).

47. The police is presently distributed across districts by population. Therefore, Hargeisa district has 517 police, whereas Berbera and Gbiley districts have approximately 200 and 150 police each. However, administrative structures such as police are currently concentrated in regional capitals and some districts of the self-declared Republic, since government funds are limited. Police are supported by the district and national government (300 Hargeisa district police are paid by the mayor) and UNOSOM funds, although they have



operated effectively for over one year before any government or outside funding was available. UNOSOM has made available \$289,800 for payment of police salaries as of January 1994 which the government allocates to each policeman at the rate of \$125 per month. This rate is lower than the one paid directly by UNOSOM to police in other regions of Somalia, because the government has determined that a larger number of police at lower and therefore more sustainable salaries is a more desirable option. Most of the equipment (including vehicles, uniforms and radios) that has been allocated by UNOSOM to the five regions of the self-declared Republic of Somaliland, as it has to each of the other regions of Somalia, has not been delivered. The major constraints on police activity were noted as lack of communications and transport facilities, lack of office space, and lack of training. Since locally generated revenues were insufficient to meet these needs, assistance in these areas was noted as a priority by the police. UNOSOM supported salaries will run out at the end of April 1994. The government indicated that this will cause them enormous difficulties in the short-term, but expressed confidence that as revenue collection increases salaries will be maintained.

48. Prisons have been established in each of the five regions of the self-declared Republic, including two in Wuqooyi Galbeed region (in Hargeisa and Berbera). Most prisoners are in jail on charges of robbery or murder, and two-thirds are awaiting trial or appeal hearings. Prison wardens are not paid by the government but are supported sporadically by their communities. However, they are under the authority of the Director of the Custodial Corps which falls under the Ministry of Interior.

#### Infrastructure

49. Although the main tarmac roads between Hargeisa-Berbera and Burao-Berbera are in good condition, a number of bridges along the roads have been destroyed. The condition of feeder roads and the road to Djibouti past Gebiley is generally quite poor. The Hargeisa Power Station has seven generators, four of which are operating with a total capacity of 4,700 KVA. The switching network and transmission lines are missing. Some parts of Hargeisa are being supplied by two private companies: Westerman and Lighting Company (248 KW) and the Gargar Power Station (80 KW).

50. The Berbera Port requires considerable rehabilitation: the bay is very shallow in a number of places and requires dredging and most of the port equipment including tugs, cranes and other handling equipment is not functioning. In addition the NECFISH fish processing and cold storage facility is in disrepair. UNDP/UNCTAD have developed a project proposal to rehabilitate port services and the NECFISH plant. Negotiations are currently taking place between the Government and a British company for two year port management contract. The Berbera airport, which boasts the longest tarmac airstrip in Africa (4,150 meters), is in fairly good condition and a number of small commercial airlines fly into the airport from Djibouti, Hargeisa and the Gulf.

51. As mentioned already, the government is constructing a new air strip 15 minutes driving distance from Hargeisa which is envisioned as the nucleus of a new international airport. The strip was ready to receive light aircraft at the time of the visit. A terminal building with customs and immigration is also planned. However, officials noted that assistance was needed to tarmac the strip, provide communications equipment and construct



the terminal building. In addition, technical assistance by an aviation expert was also required to install and run relevant communications facilities. Standard international airport fees would be charged and donor goods would be tariff free. Fees collected at the airport (such as landing and handling fees) would be used for the airport. A Revenue Projection Committee has been formed, although charges on air traffic cannot be levied until approval of the Council of Ministers and the President has been obtained.

#### Refugees and Internally Displaced

52. It is estimated that there as many as 300,000 refugees from the self-declared Republic of Somaliland in Ethiopia and a further 15,000 in Djibouti. In addition, there are thousands of internally displaced persons in the country itself, many in Hargeisa. The policy of the Government and the **Ministry of Resettlement, Rehabilitation and Reconstruction** is that rehabilitation and especially demobilisation must occur before large numbers of refugees can return. Significant numbers have returned on their own initiative (UNHCR estimates that around 30% of the refugees have spontaneously returned) but the policy of the Ministry is that until there is capacity in communities to receive them, the return of large numbers of refugees would place an impossible strain on the resources of the country.

53. The present focus of both the Ministry and UNHCR, therefore, is on building capacity in communities for the absorption of returnees. UNHCR spent \$1.5 million on quick impact projects (QUIPS) last year in the fields of education, livestock, agriculture, shelter, water and sanitation, health and income generating activities. The Ministry and UNHCR emphasize that rehabilitation efforts involving returnees should be focused on communities and integrated within overall efforts.

54. There are large numbers of internally displaced persons in Hargeisa and elsewhere in the self-declared Republic of Somaliland. Many are occupying public buildings including the headquarters of a number of Ministries. Alternative shelter will have to be found for them in order to regain use of the buildings as the community is unwilling to evict them. UNHCR operates on a cross-mandate in the self-declared Republic, allowing its programmes to benefit internally displaced in addition to refugees.

#### Health

55. The provision of health services in the self-declared Republic of Somaliland, including for Wuqooyi Galbeed is undertaken by the **Ministry of Health and Labour** with support from UNICEF and SCF-UK. In total there are 8 hospitals (including Hargeisa and Berbera), 30 MCH/OPDs and 30 health posts throughout the country. An additional 10 MCHs and 60 health posts are planned by the end of the year. There are also 125 community health workers and 200 traditional birth attendants throughout the five regions. The Ministry has six departments: Health (dealing with primary health care and hospitals), Central Medical Stores (dealing with central drug supply which is managed by SCF and logistics), Training, Planning, Administration, and Labour. The Ministry operates offices in all regions in accordance with its policy of de-centralisation. Regional offices are headed by a regional Medical Health Officer and staff include a finance administrator to supervise the implementation of the Ministry's cost recovery programme. It is hoped that by the end of 1994 there will be an MCH and health post in every district. There are also a number of



district offices which supervise MCHs and facilitate community mobilisation programmes.

56. The Ministry is entirely dependent on financial support from SCF-UK and UNICEF. The cost recovery programme, developed with the help of SCF-UK, is in the process of finalisation. It is hoped that it will be fully operational by the end of 1994. Prices for drugs and services have been set. Informal payments are already being made in most MCHs, at health posts and in a number of hospitals. At the same time the Ministry is undertaking a programme of privatisation beginning with hospitals and later moving to MCHs and health posts. The drug supply will continue to be regulated to ensure quality and value, although the supply of drugs will be on open tender to private pharmacies. The system should provide sufficient revenues to pay staff and to establish a revolving fund for drug procurement.

57. Training is an important part of the Ministry's work. There is a central training institute in Hargeisa which trains nurses and auxiliary staff and provides refresher courses for doctors. Since 1991 the institute has provided some form of training for almost all medical personnel currently working in the self-declared Republic. The Ministry recently provided training in cholera prevention to regional officers.

58. The two largest health problems at present are tuberculosis (TB) and malaria. Each regional hospital has a TB unit and there is an eighty-bed facility in Hargeisa supported by Kuwaiti Church Relief. It is estimated that there may be as many as 2,000 cases of tuberculosis in Hargeisa alone. Malaria is also a major health problem, and an integrated programme to tackle it is in the early stages of development. However, UNICEF recently announced a \$100,000 vaccination project including prophylaxis against malaria for children.

### Education

59. According to the Education Statistics Year Book produced by the Ministry of Education, Youth and Sports, there were 92 primary schools with a total of 555 teachers and one intermediate school with 7 teachers serving 20,717 students from grades I-IV and 679 students from grades V-VIII in the self-declared Republic of Somaliland during scholastic year 1992-1993. In Wuqooyi Galbeed there were 40 primary schools and one combined primary/intermediate school with 268 teachers serving 11,169 primary and 353 intermediate level students. Provisional data for this year indicates that the number of primary schools has increased to 130 and the number of students has risen to 25,000. There are now thought to be as many as 1,000 teachers in the five regions.

60. Support to schools is provided by UNICEF and SCF-UK in the form of text books, education kits, non-cash incentives for teachers, teacher training and physical rehabilitation of school buildings. UNDP/OPS and UNHCR have also undertaken physical rehabilitation and UNESCO has just opened an office in Hargeisa. There are also the beginnings of a cost recovery scheme with teachers being given 10,000 shillings a month paid for each child by the community. UNICEF has initiated an innovative programme where it has trained 3 teacher trainers from each region, who will be responsible for training Headmasters and deputy Heads in their region. The principals will then be responsible for training their own teachers.

61. In addition to formal education, there is great emphasis placed on non-formal



programmes. There are large numbers of militia who have received no formal schooling whatsoever and the Ministry's efforts are part of the overall demobilisation programme and include literacy, numeracy, civic education and sport. Adult literacy and numeracy classes are also beginning to function, but mainly through private schools. So far 58 teachers (4 from each district) have been trained in non-formal education techniques. The Ministry is also developing a programme for literacy among women, funded by UNICEF, which it is hoped will reach 4,500 women by the end of 1994.

62. The Ministry has a staff of 50, including regional officers. Each of the regions has a regional and district education officer and regional schools inspectors. The Ministry is pursuing a decentralised policy, although the curriculum and standards will be developed and maintained by the central Ministry. Priorities for education include modernisation of the many Koranic schools and further teacher training, and the rehabilitation of secondary schools.

### Water

63. The water supply situation in Wuqooyi Galbeed is mixed. The Hargeisa water project, implemented jointly by the Hargeisa Municipality and UNICEF, has been a great success, providing water to most of Hargeisa's estimated 300,000 inhabitants and creating both employment and revenue for the city. It is estimated that approximately 500 new jobs have been created and the revenues used from the sale of the water contribute to paying the salaries for the local police. The **Ministry of Minerals and Water Resources**, which lacks the means to initiate water projects, relies upon the assistance of OXFAM and UNICEF.

64. At the time of the mission, the Spring rains had not yet arrived and a number of areas in the region were facing acute water shortages. The area south-west of Hargeisa was said to be hardest hit and water was being tankered in as an emergency measure. In general the focus of efforts to improve the water supply in the region has been on the desilting of reservoirs and the rehabilitation of water catchment areas. The Ministry and its international partners are pursuing a policy of privatisation of water services and it is hoped that similar cost-recovery schemes to the Hargeisa project can be undertaken elsewhere.

### Women

65. It is estimated that as many as 35% of households are headed by women in the self-declared Republic of Somaliland. Women are engaged in various kinds of small trading including running tea-shops and stalls. In an effort to improve the educational status of women, which on average is considerably lower than for men, the Ministry of Education and UNICEF are initiating a project aimed at increasing literacy among women. As mentioned above, it is hoped that by the end of 1994 some 4,500 women will have participated in the scheme.

66. Many women are active in womens' organisations and local NGOs. SOWDA, an women's organisation formed in 1988 in refugee camps in Ethiopia has its headquarters in Hargeisa with offices in Berbera, Boroma, Burao and Erigavo. The organisation was founded to help victims of the war but has now shifted its activities toward rehabilitation. Another active womens' NGO is SALWA (Somaliland Womens' Organisation).



## CONCLUSION

### Development Strategy Issues<sup>6</sup>

67. The principal issue in Wuqooyi Galbeed arises from the fact that a functioning administration in Hargeisa exists which claims the five regions of Awdal, Wuqooyi Galbeed, Togdheer, Sool and Sanaag as part of an independent Republic of Somaliland. Notwithstanding the political decision by states not to accord the self-declared Republic of Somaliland *de jure* recognition, it is clear that the administration of President Egal exercises *de facto* control over most of the territory of these five regions and has enormous popular support. The Egal administration has made it abundantly clear that it is unwilling to be treated by the international community as an integral part of Somalia.

68. Accordingly, the regional approach which has been agreed by donors as the mechanism for providing rehabilitation and development assistance to Somalia will be a major issue of contention if it is not treated carefully. The Development Office advises that before fielding any follow-up missions to Wuqooyi Galbeed, a Regional Profile of at least Awdal be undertaken. If the SACB should decide that both regions fulfill the Addis criteria of security and functional authorities, it should then send multi-donor missions to both Wuqooyi Galbeed and Awdal. It should make clear to the administration that multi-donor missions will also go to the other three regions of Togdheer, Sool and Sanaag in the future. However, the process requires Regional Profiles of those regions to be prepared in advance of a donor decision to field follow-up missions. The Development Office, which is tasked to prepare these profiles, has limited capacity and therefore is currently unable to present profiles of all five regions to the SACB for its consideration. Rather than wait until such time that profiles of all five regions are complete, donors have decided to begin the follow-up process for rehabilitation and development in those regions for which Regional Profiles have been completed and which meet the donor criteria of security and effective local institutions.

69. It should be noted that the Egal administration did not participate in the Fourth Coordination Meeting on Humanitarian Assistance for Somalia. Nevertheless, donors have made it clear that they will not exclude regions that are part of the self-declared Republic of Somaliland in the allocation of funds for rehabilitation and development. Hence, the bottom line of the message delivered by donors at Addis Ababa, namely the existence of secure conditions and effective local counterparts, should remain the benchmarks for judging whether regions within the self-declared Republic of Somaliland qualify for immediate donor attention. In this respect, regional administrative structures can be seen as a minimum requirement for donor support. It cannot be determined whether the administrative control of the Egal government extends to all five regions of the self-declared Republic before Regional Profiles of the other four regions are undertaken. However, it can be confirmed that the central administration does exercise effective administrative control over Wuqooyi Galbeed region. Representatives from Sool and Sanaag, who were opposed to the Egal administration, did attend the Addis Humanitarian Conference and as such the strategy for dealing with these two regions may differ. This issue will be addressed after Regional

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<sup>6</sup>Once Regional Profiles for all five regions of the self-declared Republic of Somaliland have been completed, a separate paper dealing with Development Strategy Issues related to those five regions will be presented.



Profiles for those two regions are completed.

70. The Egal administration has progressed far in determining its priorities and in developing specific project proposals for rehabilitation and development of the five regions that comprise the self-declared Republic of Somaliland. As a part of this process it has identified critical links between security, law and order, disarmament and demobilisation, labour intensive works programmes, opening up of economic areas and transport infrastructure for marketing, and revenue collection. The administration has also accorded high priority to institution building through technical support at the ministry level, and has drawn up several specific project proposals. Donor activity should aim to support these ongoing initiatives at the sectoral level and assist in building administrative capacity at the central and possibly the district levels. Since rehabilitation priorities have been clearly identified by the administration, multi-donor missions could be combined with technical missions. This would have the advantages of combining the preparations for the two missions and of shortening the time between initial donor attention and flow of funds to the regions.



# Annex I

