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**Original Research Article**

**SCRUTINIZING THE POLICY AND PLANNING MODEL FOR ETHNIC ENCLAVE  
GAMBELLA CITY, ETHIOPIA**

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**ABSTRACT**

An urban and regional growth pattern is shaped by purposeful, cooperative governance initiatives in any country through planning. Various planning strategies have been underway in Ethiopia since its inception. However, these plans for Gambella City felt short, as the current city development plan is challenged by the concentration of residents from the same ethnic group settled in spatial space. Ethnic federalism in Ethiopia, with a lot of ambiguities, failed the urban planning strategy. The planning was unsuccessful in accommodating the influx of ethnic groups armed with an ethnic sense of identity and attitudes. Resistance to structural plan execution, ethnic conflicts, high environmental pollution, robbery, and theft in Gambella City are all revealed as the result of unsuitable residential settlement policies, regulations, and planning models in place. We explore the planning model in use since the establishment of Gambella enclave and develop a new one that fits the city. Purposive sampling was employed for selecting the Gambella Urban Development and Construction Bureau, the Mayor's Office, the Gambella Speaker House, the Gambella Municipality, Urban planning Institute; and experts in all these sectors. All these participants are engaged and contacted through interviews, focus groups, the annual report, and certain reviews on policy documents were all visited. We found that the current urban planning model in Ethiopia failed to address the new patterns of ethnic enclave settlement in Gambella City. Therefore, we introduce an inclusive city planning model that is both spatialmagnified and non-spatial as the respective planning model for Gambella City. This planning has the potential to accommodate residents with diverse backgrounds, review the regulations in place, resolve conflicts through consensus, and develop new market strategies that can transform enclave settlements local business into modern that accomodates majority of residents and upgrade each potential for development. Some limitations addressed, cover the absence of consultation with higher officials in the region and at the federal level. The use of qualitative means of data collections and already collected land inventory data and reports in some instands may bias. As the right expertise on the subject area may be missing as political appointees in focus may not be technically knowledgeable and may not sound out their views well.

**Keywords:** Gambella city, ethnic conflict, residents, planning model, Ethiopia

## INTRODUCTION

Urban and regional growth patterns are shaped by purposeful, cooperative governance initiatives in any country through urban planning models. The field of urban planning and development is undergoing change from time to time. Both the conventional government and the field of professional planning are capable of engaging in planning activities for the proper development of cities (Healy, 2012). Planning has the potential in handling human practices that hinder the growth and development of the nation. In cities, the politics of difference and the related socio-cultural processes are manifestations of the city that have significant complications for the city and urban life (Achugbue, 2005). A study on current urban planning theories in relation to ethnic enclave settlement in the developing world failed to correlate with previously produced planning theories as the practice in the developing world differed from other developed cities that first invented the existence of ethnic enclave settlement. Cities and countries all across the world deal with the rise in racial and cultural diversity. These dynamics of the social, political, and economic structures in urban societies change as a result of international and intra-national migration as well as market globalization, which are occurring at the current rate and volume (Achugbue, 2005). According to Appelhans (2017), the problem with planning in the global south is not that cities embrace planning models and policies that do not fit their actual environment, but rather that the data inventories on these cities' are lacking regularly. In Africa, urban planning has received little attention from assistance agencies and development organizations. It also received a very low level of intention from researchers, as the majority dealt with the situation by using copy-and-paste model planning from advanced nations. This bias in African city planning is explained by the predominance of rural over urban inhabitants (Parnell, 2009).

Ethiopia which is the second largest nation in Africa has been the center of many nations and nationalities. From its inception to present days, the country received a number of peoples with diversity of ethnic groups coming to cities. The rapid urbanization in Ethiopia challenged cities with a lot of problems that hinder the country's development (Kassahun *et al.*, 2012). Cities are becoming more diverse that produce upending power structures, toppling the status quo, and challenging ideological constructs of identity and citizenship. It necessitates redefining ideas of inclusion, ownership, and belonging that are more lacking in Ethiopian cities that receive diverse communities today.

Gambella City is designated as the home of five indigenous people (Nuer, Anywaa, Majang, Komo, and Opo) and others Ethiopians so they can live peacefully. This spatial space is designed to be the state capital of Gambella Regional State (Constitution, 1995). Previously, the city was established as a trade enclave between Sudan and Ethiopia (Hassan, 1971). Thus, through time, the transformation of Gambella from a trade enclave to an ethnic enclave city occurred. As ethnicity in the Ethiopian People's Revolutionary Democratic Front (EPRDF-led government) acts as a drum that sounds boldly. The newly introduced system of government becomes an opportunity; many residents hindered or oppressed by the previous regimes in many parts of Ethiopia enjoy the recent federal system government. However, since then, this opportunity has not worked well for Gambella Regional State, particularly Gambella City. Extreme ethnic feelings that segregate others from one another, denies of urban services and related functions, and interethnic-related conflicts (Gebeyu, 2013, Dereje, 2006) defined the reception of ethnic federalism in Gambella. Ethnic extremism overwhelms the city's proper growth with a lot of challenges that force residents to settle in ethnic enclaves. In the absence of a planning and policy model that harmonizes the attitude of outstanding and outshining individuality in certain urban spaces, we are forced to debate how to tackle the problems through planning. Even though the Gambella had five city planning models aligned to country policy, all these plans and policies failed the Gambella's city growth because each government era in Ethiopia seems to delete first-hand city planning by introducing what fits their system of government. Still, the planning practice in Ethiopia, planners are interested on how to integrate citizens into their surroundings so that they can adapt to urban ways of life. Thus, this is still

challenged by the historical foundation of urban settlements in Ethiopia. For Gambella City to be livable to all as a city that accommodate everybody and functions, a new urban planning model is demanded that can shape the city. In this context, we need to explore the planning models in place since the establishment of Gambella City by answering the following questions: What kind of planning model has been in use since 1902 for Gambella? Why the Ethiopia planning model failed the development of Gambella city ethnic enclave? Is it because the existing planning model favors the ethnic enclave settlement, or it is because the planning did not realize ethnic enclave settlement in Gambella cit. Is there any favorite planning model that can fit this ethnic enclave city that can reverse it adverse negative effects? In order to develop a practical model and policies that contribute to justice and equality in every spatial space and society in Gambella city, it is good that planners, along with politicians, government officials, and regular citizens, find ways that can accommodate the diverse residential background with a lot of interest and attitude to work best toward the development of Gambella city. This model has the potential to harmonize the adverse effects of ethnic enclave settlement both spatially and non-spatially. The paper is organized in the form of an introduction, a review of literature, material and method, results, and discussion, and the final stage covers a conclusion and suggestions that fit the city.

## **Review of the literature**

### **Historical Prospects of Population Growth Globally and in Ethiopia**

For us to answer the questions in relation to ethnic enclave settlement and planning in Gambella city, Ethiopia; we considered some historical planning perspectives reviews around the world and in Ethiopia. We depict the course of local development in planning, by considered past historical modes of thought (Göckede, 2010; Lindner, 2011). The demographic trend of population around the world that is now around 1,860 times greater than it was 12 millennia ago. By 2045, it is anticipated to reach over 9 billion (United Nations [UN], 2019), this increase, placing unprecedented strain on natural resources. This trend still accelerating, particularly in Africa; there will be 2.2 billion by 2050 (United Nations [UN], 2019). Ethiopia, which has consistently growing at a rate of more than 3 percent per year and is the second-most populated nation in sub-Saharan Africa (Central Statistical Agency of Ethiopia [CSA], 2013), The population is projected to double over the next 30 years, reaching 210 million by 2060, based on current growth rates.

According to global projections of urban population growth, between 2000 and 2050, affluent countries would need to double their current urban space, while poor nations would need to triple it (Angel et al., 2010). It would take 40 years to do this by creating a city with the size of Greater London each month. Municipal challenges will be severely strained as a result of this development, which local governments will have to handle. Additionally, they will need to cope with the ensuing social inequalities, plan to lessen environmental degradation, and deal with the consequences of climate change and ethnic extremist in the city. The issue will be made worse by the fact that most of this population expansion will take place in middle-sized cities, which have few resources and tight budgets (UN-Habitat, 2013). In Ethiopia, the concentration of residents that form urban centers was first eventually developed in the late 19th and early 20th centuries (Tegenu, 2010, Appelhans, 2017). However, settlements that are bonded with extremism of a sense of identity in Ethiopia happen in the time of introduction of ethnic federal system of government to Ethiopia (Thomes, T, (2016). The new system makes everyone in the country aware of his or her own obligations and rights as citizen. Ethnic tensions and urban-related problems caused by human practices are increasing day and night in many Ethiopian cities as sense of identity overrun the previous Ethiopian wellbeing. All these, related challenges to cities need a proper planning model that should harmonize the situations in a country like Ethiopia.

### **Ethnic enclave settlement and urban planning in global perspective**

Scholars used theories of urban planning and theory in urban planning as normative and positive theories (Pienta, 2012; Watson, 2002). These theories are important planning models that build on urban planning theory for the settlement of ethnic enclaves. However, even though such theories are underway for an enclave settlement, the physical layout and human habitation of cities have suffered grave consequences, and the major effects of recent changes on the economic and social fronts are still occurring at an alarming rate (Parnel et al., 2009). The uniqueness of local histories, cultures, and associated environmental functions, as well as changes that are frequently seen in many cities throughout the world, have all resulted in extremely distinct patterns of urban growth. All these contradictions force theoretical divisions of urban planning that are typically made up of technical, scientific, and philosophical planning models. In this regard, we focus on the scientific approach, as it is essential for ethnic enclave city design and growth. This theory also considered all urban components; its evolution as a theory for urban development that considered how urban planning is carried out (Sen, 2013). The controversies are still very high regarding planning theories for cities that are settled in enclave form. Scholars are still in search of integrated urban planning strategies that recognize the diverse land uses of an ethnic enclave settlement of various ethnic groups with different backgrounds. Cities that are found in clustered and divided spatial spaces resulted in the development of an urban planning model in the form of compact city development in addition to the aforementioned theories (Mohanned R. et al., 2013).

The above discussed theories in planning are still ambiguous to the developing world, as many cities have adopted their planning models from the industrialized world. In Ethiopia, particularly in Gambella, the urban planning models that were used failed the development of the city. Planning failed the cities in many developing countries because the fast population development, environmental changes, increased economic competitiveness, the desire for safe shelters, and segregation between individuals and nations (UN-Habitat, 2013). According to Simone (2000), westerners' failure to address the requirements of city dwellers, fast expansion, and greater economic competitiveness make political and economic roles vulnerable to negotiation and informality. In addition to the aforementioned ideas, several other important planning results were noted but still failed to match with the enclave city settlement in the global south that signified the images for this research. Gambella City is much concentrated by ethnic groups with diverse backgrounds, but its residents have failed to live in harmony, peacefully, and develop their city with common interests even though the city had five development plans since its inception (Wal S.M., et al., 2023).

### **The ethnic enclave settlement planning in Africa and Ethiopia**

The theoretical foundation and empirical evidence support ethnic enclave settlement in relation to urban planning, several scholars went through several studies. According to Appelhans (2017), urban theory in many countries excludes the characteristics of local urbanism and practices of settlement and building that are constructed based on their traditions. According to Myers (1994), the Eurocentric imprint led to the rejection of native African viewpoints in African cities. Robinson (2006) claims that many academics are familiar with the planning field adopted from developed countries because they are predominantly based in Europe and North America (Watson 2009). This is also applicable to Ethiopia. Many academics questioned the normative ethic of modern planning. Its relevance to southern cities as a result of the implication that it is seen as an export from Europe and North America. Therefore, the results of post-colonialism have many ramifications, which have made the urbanization of small cities in the global south historically attract a lot of attention for study. The planning models and urban policies outlined above failed to fulfill the need and interest as per each urban problem being established since there are no clear and proper theories that unite many planners and no common practice because settings change from one another.

In developing countries urban development studies, traditional, informal, or low-tech urbanisms are not recognized because of beliefs that colonial and neo-imperial power relations were to blame for the defeat of



developmentalism ideology in countries like Ethiopia (Robinson 2006). According to the United Nations Human Settlements Program Report (2001), a significant portion of urban residents experience life-threatening levels of poverty and environmental degradation. These practices were all magnified in Ethiopian cities today that overlooked ethnic enclave settlement as a new form of settlement that is emerging in Ethiopian cities.

Despite the fact that some planning theories appear to support certain phases of the planning model, disparity persists and enlarges the differences in planning between nations. It is crucial for nations like Ethiopia, which adopted the Western world's first city planning model while not colonized but went through numerous crises for its development; since the founding of Ethiopia, the country has been the center of many nations and nationalities that form cities and urban centers in the country. According to Appelhans (2017), the narration on the human settlement in Ethiopia started with the formation of military barracks that started the development of urban neighborhoods, which formed Ethiopia's first stage of modern urban settlement. Imperialists developed the state bureaucracy by introducing taxes, which safeguarded the central command structure and raised the functional level of various administrative systems, allowing citizens to settle in urban centers. The development of an economic and communication corridor was also among the factors that induced Ethiopian residents to cluster in the city. All these gave rise to the nation as we know it today since 1889, when Ethiopia became a country (Appelhans, 2017). Even though the evolution of cities from one era to the next was not covered in detail, some important insights were explored to provide a clue on policy for ethnic enclave settlement in Ethiopia. In this regard, urbanization in Ethiopia is affected by the historic practice of building homes in cities that is accompanied by many challenges that affect urban planning norms (Kassawun, 2012; Appelhans, 2017). The second most important system with its own planning model that has interest in modernizing Ethiopia was the Dergi era, unitary socialist system. Every function in urban centers was nationalized, that some of the structures of urban centers are still in use today. For example, the Kebele and Keftenga were put in place as part of the city structure that gives notice to residents in any urban center (Appelhans, 2017).

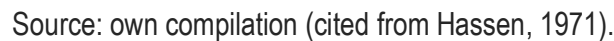
The last planning model that is in use today and accommodates the diversity of different groups to cities, was the urban planning strategies of EPRDF led government. The system resulted with alarmed growth, fast and rapid urbanization. It is the center and the real system is found to lay the foundation for urban development and human settlement in Ethiopia. However, this ethnic federalism system of government linked the cities with a lot of challenges that hinder development in Ethiopia (Kassahun et al., 2012). It also forced the debate about how to tackle the problems through planning and develop a policy for residential permanent settlements in Ethiopia. From the previous urban development and planning trends, we narrated that, the planning models did not lay the proper groundwork for the development of urban centers. This makes the policymaker and city planner feel confused about recent situation after the change or the reform of DrAbiy. As many cities are facing ethnic conflicts and residential segregation from one city to another. Particularly those diverse residential areas like Dire Dawa, Addis Ababa, Gonder and Hawassa. Documents from inception to present day, no clear policy and planning model for Ethiopian cities in place that can accommodate the diversity in Ethiopia. Different forms of government that was in control of Ethiopia, aligned their city policy, urban development, city structure, and urban planning system with their political ideology and interests. High turnover in city planning is well observed in Ethiopia as the government is overthrown; new policy will be in place. Consequentially, the introduction of an ethnic federal system to Ethiopia (Constitution, 1995) has laid the groundwork for rapid urbanization and a fast-growing economy but overlooked the sensitivity of identity aligned with the government structure that defined states. This makes the Ethiopian cities face a lot of challenges in placing the residents in a way that can facilitate their development, as ownership issues in the nearby city surroundings are concerns that cause uprisings against the government and from one ethnic group to another. Therefore, to cope with the situation, the overlooked ethnic-based settlement in certain spatial spaces needs to be handled through proper planning based on the drawbacks observed from previous trends in Ethiopian urban planning models. Adopting other

nations that accommodates diversity of residents would be best option for further development of Ethiopian cities.

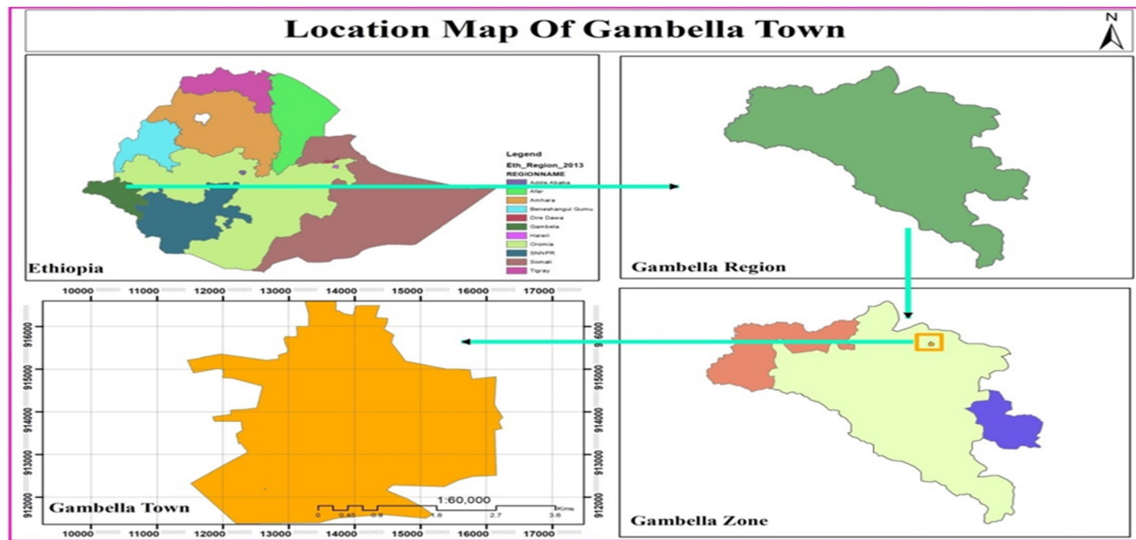
### **The historical perspective of Gambella Ethnic Enclave and its development plan**

Historically, Gambella's city planning seems to be different from other Ethiopian cities, as the first original blueprint for the current Gambella City was a sketch plan that was made in 1904 in Sudan (Hassen, 1971). The first initial settlement plan was on the KhorJabJabe and Baro junctions on the shore of Baro. The KhorJabjab separated the two administrations, with the Ethiopian administration located on the eastern side of KhorJabjabe and the Sudanese administration located on the western side of KhorJabjabe, as indicated in Figure 1 below. The village is sketched in the form of a triangular in shape that visualizes different land use and functions. A residential settlement area, local residents in clustered, offices buildings, shops, and official's residents along the Baro river bank and JaJabe stream were all magnified in the sketch plan. The sketch map of the enclave since 1904 was not specified in terms of its physical size; however, it was roughly established as triangular in shape, with the north boundary at sugar leaf, to the river Baro from the mouth of KhorJajiba (JabJabe) west that covered a 640-meter distance, and an unspecified line from that point to the Jebel JabJabe bounded the west (Hassen, 1971). Despite the difficulties, there remained poor integration between Ethiopia and the British residents in the enclave, which produced confusion over who controlled the enclave. As a movement of residents, particularly the indigenous, there is no proper stand on one side of government. The best part of enclave, the pre- and post-Italian occupation, laid the groundwork for Gambella City's current development as well as the enclave. Since the construction of houses and other physical facilities like roads was underway during these periods, it attracted local residents to urban life. The construction of the current longest and smallest bridges for the Baro River and KhorJabJabe stream, the development of schools and healthcare facilities that were all carried out during the communist era, marked Gambella City's full incorporation into Ethiopia, and we call them the beginning of development in Gambella City, Ethiopia. The Natives of Gambella (Nuer and Anywaa) were completely acknowledged during the socialist era, allowing them to participate in Ethiopia's political system. The below figure defines the spatial setting and description of each settlement area that defines the Ethiopian settlement in the east of the JabJabe stream and the western part of the Gambella enclave id for Sudan and British.

Even though planning history of Gambella city started with sketch planning since its inception, from 1967, the monarch planning was introduced to Gambella municipality. Next is the central command planning created by the Minister of Work and Urban Development (MWUD) during Dergi era. Then the National Urban Planning Institute (NUPI); and the integrated development planning (IDP) and structural plan model from EPRDF led government. All these planning were developed for proper growth of Gambella city that defined the historical planning trends in today's Gambella (Gambella City, 2020). However, all these forms of planning failed to respond to the Gambella ethnic enclave settlement, which hampered the proper development of the city as visualized in figure 3.



Using data from the Central Statistical Agency of Ethiopia's 2007 Census, the regional state's overall population is 307,096 people, 159,787 of them men and 147,309 women too. However, an overall population count in Ethiopia, which was scheduled for April 2019, was postponed as reform was still underway. The ethnic breakdown in Gambella is that the city is home to five indigenous people and others from Ethiopia that is granted by the constitution to be owners of the city (Constitution, 1995). In this regard, Nuer consisted of 64.66 percent; Anuak was 29.6 percent; Mezhenger was 5 percent; and Kafficho was 6.04 percent. Amhara consisted of 8.42 percent, Shakacho was 2.27 percent, 4.83 percent were Oromo, and 1.44 percent were Kambaata. Other ethnic groups that are primarily from Ethiopia's south consisted of 4.86 percent, and Tigrian constituted 1.32 percent in Gambella state. To have a clear image of ethnic enclave settlement in Gambella City, the data from the Gambella Municipal Land Inventory (2016) provided a level of ethnic concentration in Gambella City by spatial concentration according to each kebele settlement pattern. Figure 2 describes the city map within Ethiopian territory. According to the data inventory, the city enclave settlements are defined and described on the map in Figure 3 in the result sections. In Kebele 01, which is spatially located in the eastern part of the city, we have a Nuer ethnic majority with 85 percent of settlers. Next, Kebele 02 is found in the city center, and then Kebele 03 is toward the northeast of the city. We have the highlanders (none indigenous) with 72 and 76 percent of residents. After all, in the last two kebele 04 and 05, we have the Anywaa, which consisted of 44 percent found in concentrated and highlander with 55 percent and 80 percent, respectively. However, the other minorities are represented by the rest according to each kebele level of concentration in Gambella City. The kebele 04 and 05 are located spatially in the western part of the city and the southern part of the city, respectively. The map description magnified the level of concentration of the same ethnic group in every kebele in Gambella City as visualized.



**Figure 2:** Map of Gambella National Regional State and Gambella City (Source: Own Compilation, 2022)

The paper used a qualitative method of data collection through snowballing, involving concerned officials and planner experts from the Gambella Municipality, the Urban Development and Construction Bureau (recently named Urban Development and Infrastructure Bureau (KII1)), the Mayor's Office (KII2), the Speakers' Office (KII3), and the Urban Planning Institute, experts (KII5). Utilizing interviews, focus groups, and observation, all the data was gathered. The regional and Ethiopian constitutions, historical records and municipal land inventory records, size observations, books, urban development policy documents, the Gambella 2018 city structural plan documents, and the city's annual report for the years 2021–2022 were all used as secondary sources as they have the potential to tell the background of the planning model since the establishment of Gambella. Using content analysis and the spatial pattern of residents, we developed the results for this study. As the question was to answer why an ethnic enclave settlement was established in Gambella City while a planning model through a different government structure in Ethiopia was in place since city inception. The complete set of documents was the most highly regarded source for both primary and secondary data on the development of the policy and planning framework for the Ethiopian ethnic enclave of Gambella City.

## RESULTS

According to LUI (2016), a clear filtration of data was performed, and data in a pure record that defined each ethnicity level of concentration. Based on these data, we mapped the city and define the ethnic enclave settlement in Gambella. The city residents are distributed based on their existing spatial setting and level of concentration in each kebele. According to distribution of the habitation in each kebeles, in kebele 01, we have both indigenous and none indigenous (Highlanders) residing. With the distribution and concentration of resident, the Nuer ethnic group made up 85 percent of the population, followed by Highlander ethnicities (12 percent), Anywaa (2 percent), and Komo (0.2 percent). This implies a high concentration of the Nuer ethnic group is found in Kebele 1. This can be either related to tradition and custom or other forceful factors influenced their concentrations. However, for the rest of the ethnic groups, they found themselves in clustered areas where they felt confined to certain localities that defined their traditions and practices in certain zones.



**Tables 1:** The distribution of resident by ethnicities in all the five Kebeles

kebele	Tribe	number	percent
01	Anywaa	38	1.73
	Highlander	279	12.68
	Komo	6	0.27
	Nuer	1878	85.32
	Total	2201	100.00
02	Anywaa	90	19.35
	Highlander	336	72.26
	Nuer	39	8.39
	Total	465	100.00
03	Anywaa	353	24.50
	Highlander	1083	75.16
	Komo	5	0.35
	Total	1441	100.00
04	Anywaa	546	44.10
	Highlander	683	55.17
	Komo	3	0.24
	Nuer	6	0.48
	Total	1238	100.00
05	Anywaa	235	19.65
	Highlander	953	79.68
	Komo	1	0.08
	Majang	7	0.59
	Total	1196	100.00

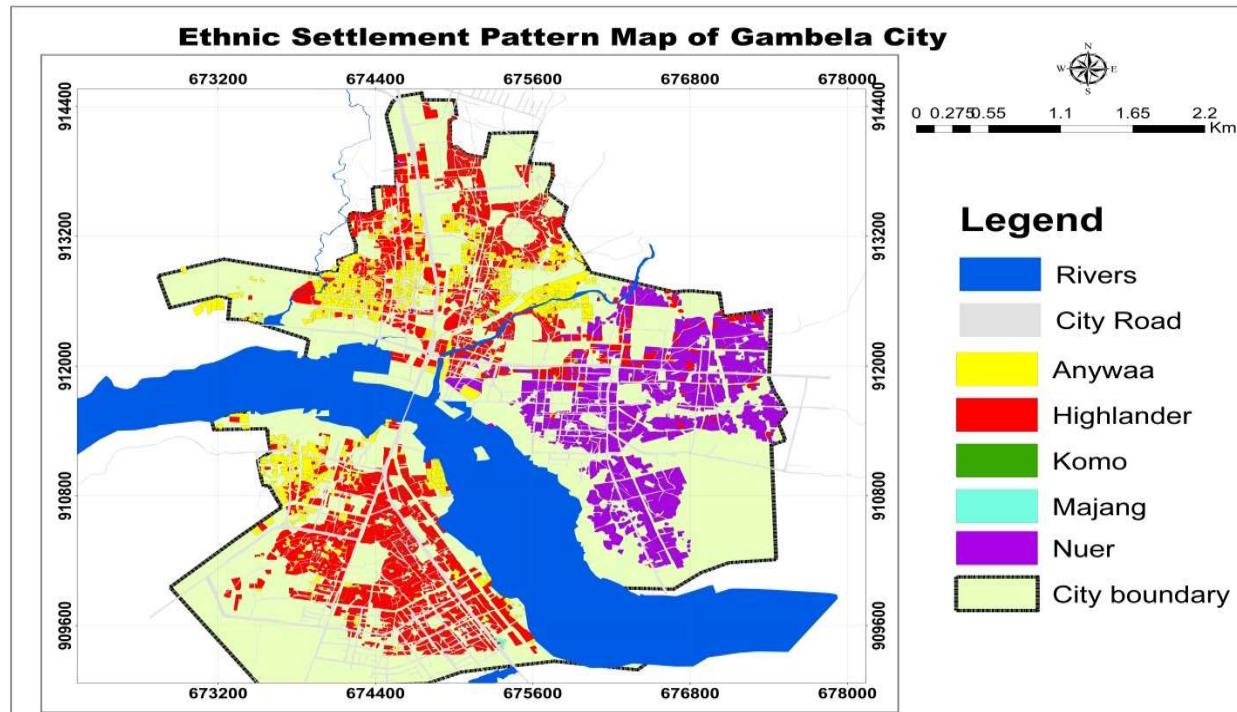
Source: Gambella land inventory (2016)

Like the above distribution, we also observed the same practice in Kebele 02; in this Kebele, we have a high concentration of highlanders with 72 percent, followed by Anywaa with 19 percent, and Nuer took the last stage that consisted of 8 percent. This form of distribution in this kebele is because the kebele is among first central business district (CBD) where most old Italy builds housing situated. This settlement was much occupied by traders that are often coming from highland Ethiopia. The out numbering of highlander emerged from historical background of spatial space, as it is the first central business district (CBD) in the city. It is where old Italy builds and Kebele houses much found. The outnumbering of highlander is either because this settlement was much occupied by traders that are coming from highland Ethiopia. The first-known hotels, like Tourist Hotels, Gambella Hotels, Woldu Hotels, and Hetemamashoshe Hotels, are all situated in this kebele. Not only had these, also the first administrative and custom building and city main prison houses are all found in this Kebele 02. Developmental wide, it is where majority of slum dweller are more concentrated.

Further, distributions of the same-minded ethnicities in Kebele 03, with Highlanders constituting 75 percent of the population with the highest concentration, Anywaa 25 percent, and Komo 0.3 percent, who have the lowest concentration of residents in one place. After all, the distribution of residential concentration in Kebele 04 based on ethnic groups of the same ethnic background consisted of the highlanders with the most outstanding number with a distribution effect of 55 percent in Kebele 04; the Anywaa took the second stage with 44 percent, the Nuer 0.48, and the Komo took the last stage with a 0.24 level of concentration. That is, the Highlanders are the most visible ethnic group in Kebele 04, mostly found in clusters around St. Gabriel Orthodox Church and the Addis Sefer area. These sides are all newly developed and accommodate all new settlers with money as they have the potential to buy land from Anywaa community in this kebele. However, the Anywaa concentrated near the green area on the river bank and the Bathure settlement area. These localities defined each ethnic group's practice, and visually, we defined their level of concentration as Gambella residents.

In the last kebele, we have the highest concentrations of residents that are Highlanders; they took 80 percent of the concentration, followed by Anywaa, while the Majang and Komo took the least percent, 0.59 and 0.08 percent, respectively. In this way, we discovered an ethnic enclave settlement in Kebele 05, which is much observed by highlanders who are found clustered in a specific location, and the Anywaa ethnic group was also discovered in the same way as they concentrated in number in a specific spatial space. That is, Highlanders and Anywaa ethnicities are heavily concentrated in Kebele 05 in separate spatial spaces, with the Anywaa residing in the southwest part of the kebele and Highlanders in the southeast part of the city. While the rest play a minor role in their concentration but are found in clusters in certain spatial spaces.

In general, the Table 1 descriptions that is utilized for mapping the level of concentration of residents and geographical distribution of different ethnic groups by kebeles in Gambella City, we demonstrate that the Nuer ethnic group, next the Highlanders, then the Anywaa and lastly the minorities occupied contain space in Gambella city in concentrated form as visualization in Figure 3 clearly defines it. This showed how the planning system fell short in Gambella City.



**Figure 3:** The Concentration of Ethnic Groups within Kebeles (Source: Own Compilation from 2016 (LUI, 2021))

### The contemporary Gambella city and planning model

Gambella is a city defined as home to five ethnic groups of Gambella regional state and others Ethiopian. The city had been a historical center of trade since 1902 between Ethiopia and Sudan (Bell, 1988). However, through time, a lot of change has been observed in Gambella City. In this section, we go through some interviews and evaluate important documents in relation to city formation and planning background. We present the views of the city mayor's office, city speakers, the Urban Development and Construction Bureau, and experts in all the concerned sections of Gambella City. No matter how the minister of urban development and housing (MUDH) is mandated with the duty of developing the urban development framework in Ethiopia (KII5, 2021), the top-down approach to planning fails to take into account the local context. Weak public involvement in plan preparation and a lack of indigenous knowledge on city planning were all considered as complains to new city structure plan of Gambella city. This brought a lot of problems to city plan implementation in Gambella City as the core value with high influence in the city was overlooked by planner during 2018 structural plan preparation.

From the inception of Gambella up to the present days, the review indicated the city has had five initiatives plan to modernize Gambella City. These include the municipal, master plan since the emperor up to recent structural plan of EPRDF time. All these planning models did not translate and did not solve the urban problems that happened in Gambella City in relation to ethnic enclave settlement. Even though all these planning models were used for the development of Ethiopian cities as part of country development policy, they all failed to cope with ethnic form of settlement that is in alarming rate. For Ethiopian cities to cope with new development around the world, the Ethiopian government adopted a new model of city development plan from South Africa. The government introduced an integrated development plan (IDP) that replaced the master planning model because

it could hasten urban development. This planning strategy seems to have failed Ethiopian urban centers, particularly, for smaller and medium side cities. The IDP was capable of answering the demand from apartheid-developed cities. Contrary, Ethiopia is not a colonized country, it also utilizes a federal system of government highly affiliated with ethnicity and rapid urbanization influenced by push and pull factors. All these need to cope with new planning model adopted from colonial country with low population. The IDP seems to have failed the Ethiopian cities that received the diverse ethnic backgrounds of communities from different states. This resulted in the introduction of a new structural planning model that is in use today in many Ethiopian cities. Still, a lot of defects are underway, as narrated in the 2018 Gambella City Structural Plan. Since Ethiopia is the second-largest populous country in Africa, it needs a planning model that can accommodate the diversity of its residents. As the majority of residents are rural-oriented with a sense of ethnic mindset. It seems the urban planning practices in place failed to respond to the ethnic enclave settlement as observed in Gambella city. Because the city still considered as the poorest region in Ethiopia, with a poor and unpleasant city structure that accommodates uncivilized communities with majorities' under poverty line.

In Figure 2, we visualized how far the distance is and the gaps that exist among residents. This happens because there is no residential settlement composition policy or planning model that can regulate the settlement pattern in Gambella City. From the map, we can define that, no plan that really pronounces the settlement pattern in Gambella. Even though the Gambella city used the same planning model as other Ethiopian cities that used master plans, integrated development plans (IDP), and structural development planning, the city still failed to compete with other Ethiopian cities structurally or morphologically. The master plan and IDP that were in use in Gambella overlooked an ethnic enclave settlement, and they failed to develop it. These planning models were also unable to materialize due to the municipality's and city's limited capacity. The two decades of city planning during the EPRDF led government faced out without proper implementations (KII2, 2021). In accordance with the Key Informant Interview (KII5, 2021), a few local development plans (LDPs) were implemented before the end of the IDP's ten-year plan in 2015–2016. Further, a form of patchwork that did not coincide with the current development plan prepared by Ethiopian Civil Service University (ECSU) in 2018 was revealed, as the IDP's implementation did not match the interest of the new structural city plan. Moreover, the inconsistency between the two plans was caused by a number of factors, including a lack of in-depth feasibility studies, regulations, public participation, and expert knowledge in the field of planning; negligence on the role of the minister of urban development and housing (MUDH); and the nonappearance of the regional urban planning institute (RUPI) during plan preparation. All these are important stakeholders to plan for new development, without their contribution, a lot of defects may occur, as observed in the current structural plan implementation in Gambella City.

An interview with the deputy mayor (KII2, 2021) was asked about the present residential settlement policy and planning model that considered the composition of residents. From his view, the existing planning did not consider residential settlement composition. The planning model is based on previous settings or existing forms of cities; they focus on land use functions; they do not touch any new forms of settings that can revisit the existing residential settlement pattern. The existing ethnic enclave settlement seems not to have been given much focus in this new structural plan, as the document narrates. There are no clear regulations in place that are designed to regulate the settlement pattern and land allocation for residential areas for the same ethnic concentration. In simple terms, the city has no settlement policy or planning model that can keep track of the residential settlement composition. This was also supported by an expert (KII5, 2021), who stated that even though the city structure plan defined the form of integrated residential settlement, the city failed to practice it as ethnic enclaves dictated the process. Despite the fact that the Urban Planning Proclamation 574/2008 and the planning document's settlement policy discourage the concentration of one ethnic community in a given area, the reality in Gambella City is telling a different tale (KII5, 2001). Contrary to what local experts and the



Gambella Urban Development Bureau claim, the city's structural plan and the land use designations of pure residential and mixed residential zones are found in the document, but the composition of residents is not given much focus. Because the planning is done on already occupied settlement areas by ethnic groups, the proposed plan failed to reach the ground (KII5, 2021). The concentration based on racial identity affects the implementation process, as the city lacks the enforcement and regulations that make the plan a reality. Ethnic majority customs overlook urban laws. An expert (KII5, 2021) from the Gambella Planning Institute proved that there is no settlement strategy in place in Gambella City that specifies who can live where and no regulations designed to govern the form of residential settlement. No localities design for people to play a mixed kind of settlement by models or laws. The planning in Gambella City seems to accept the homogeneity of residents that has produced a lot of problems for city development. As stated by Halla et al.(2017), the more migrants found in concentrated manner, the more the majority's economic worries about immigrants' access to services and their position in the job market are connected. Even though homogeneity of residents can benefit the city in certain aspects, the Gambella situation did not match other enclave settlement practices. This countered, the research from Pardos-Pardo et al. (2014), stated in election, the majority of center-right party members are more likely to identify with the center-right party when it comes to immigration concerns. Using data from Austria, Halla et al. (2017) revealed a significant correlation between rising immigration levels in a community and the vote share for the Austrian freedom party. We expect heterogeneous mix form of ethnicities that should be taken into account while planning or designing for any urban center in Ethiopia, as stated in Regulation 574/2008's directives. But the practices on the ground for Gambella City failed. Thus, because the Gambella spatial image was practically unworkable, the five-year development plan for Gambella failed to articulate and embody this ideology (observation, KII5, 2021).

In Gambella, the execution of a pre-made structural plan is most frequently seen, with the residential settlement's demographic composition receiving the least attention. Leadership and political interest influence the aggressive act that alters the suggested land use function and low participation in city planning preparation, much of which reflects the actual situation for weak structural plan development and execution in Gambella City (KII2, KII5, 2021). The physical planning of the present city of Gambella seems to be relatively linear in all directions. Compaq forms, though, are being created in particular spatial contexts, similar function may be seen in the east and west of the city. From Mettu main roads to Itang and Dembidolo main corridor, Gambella airport, and other well-known routes, it traveled southwest along the Abobo and Elier Adura highways. All these forms of settlement that follow the main roads are accompanied by concentrations of the same ethnic groups. An ethnic residential form of settlement, which entails the concentration of members of one homogeneous ethnic community in one location, coexists with the city's linear growth that produces a lot of consequences. Even if the city's architecture looks linear, an ethnic enclave settlement disrupts the best trend of development that drawn from it. Ethnic settlements promoted overly horizontal linear growth with considerable sprawl and informality (KII2, 2021). The infrastructure and other services that must be given to the city's broad population are significantly impacted by the restricted municipal capacity and the lack of an enclave policy since resources are scarce to cover this linear growth of a city that is ethnically affiliated. The existing city developments appear uncomfortable; since the city's ethnic makeup does not correspond with its design and development. The city is missing out on a number of benefits because there are no good urban planning policies in place that can regulate the enclave residential settlement region (KII2, KII5, 2021).

Gambella's municipality's passiveness to development is more influenced by the lack of strong laws and regulations that can govern residential construction (KII-5, 2021). Most land for residential houses and related functions is provided at the request of a person as an individual rather than following the municipality's procedure for the delivery of land in Gambella (KII-5, 2021). This implied, the land policy according to proclamation 721/11 is under question because resistant from residential enclave settlement in Gambella city,

This practice distinguishes the responsibilities of the Gambella municipality to be counted and appears to be formalizing the already-established occupied land for legalization. The municipality seems to be using a passive planning model rather than proactive planning. That is why the city is full of massive settlement zones that are hotspots for robberies and other crimes that defy metropolitan law and order. Authorities in the Gambella City municipality claim that there is no residential settlement policy that takes the ethnic makeup of a certain physical location into account. For example, when a local resident asks for a plot of land to be legalized, the sole available option for the municipality is to approve and carry out the land use stated in a city structure plan than dictating based on proposed development strategy (KII4, 2021). They hardly think about residential settlement composition that can keep the texture of residency in mic form in spatial space. All these magnified how the municipality is running in opposition along with ethnic groups interests.

Further, we confirm the level of residential settlement policy in our hands by considering government rental houses found in Gambella City. In an interview on how government rental residential housing is being awarded or distributed to those who demand it, experts from rental housing departments in the Gambella Urban Development and Construction Bureau (recently renamed the Urban Development and Infrastructure Bureau after the reform) confirmed that, in all the government rental houses, we did not consider the residential settlement composition issue. As the city is more segregated, conflicts among ethnicities in Gambella are very high. The allocation of residents is based on the spatial location where ethnic localities are situated in the majority. Based on data from the housing department in Gambella's urban development and infrastructure bureau, we found that the Nuer ethnic group and their affiliated highlanders are awarded the rental houses located in Kebele 01, where their ethnic majority is much found. They rent houses found in 50 and 24 Koteba. For Anywaa and their highland associates, they rent houses on those government houses found in Kebele 04 and 05. Nevertheless, 6 kilo housing units in Kebele 05 were all built to accommodate government officials, but because of high insecurity and the absence of trust among Gambellian, Nuer officials failed to settle in 6 kilo rental housing units (KII 5, 2021). This means a very high level of mistrust within the Gambella ethnic group dictates the situation (observation, 2021–2022). In Gambella City, at many junctions and places where anti-ethnicities collide, conflicts, property looting, mass evictions, and the succession of residents are occurring regularly. In this regard, Highlanders and indigenous minorities faced a variety of difficulties due to the uncertainty among ethnic groupings. These groups seem to be treated as second-class citizens in Gambella because no one on the system is able to understand them, as higher officials are from either Nuer or Anywaa. They constantly feel uneasy and engage in practice. However, Highlanders also utilize the two major conflicts (Anywaa and Nuer) as an advantage for their own enclave because they are the third largest ethnic group in Gambella. They earned carrots through business and confronted sticks owing to mistreatment by indigenous people who saw Highlanders as second-class residents or migrants, not as citizens.

The level of ethnic attachment, which can have both favorable and unfavorable effects on how power is distributed among ethnic groups, particularly the highly alienated ethnic groups of Nuer and Anywaa, These elements undermine the highlanders in Gambella's sense of security. Since both nationals and residents of the city are in competition as the ownership of the city is issue at dispute. Fear and mistrust among political elites served as a justification for the Nuer's official refusal to accept residency in the 6 Kilo residential settlement area. The main reason behind the refusal for residency by the Nuer Cabinet stated that, during the 2016 ethnic conflict, the Cabinet's properties were raided and looted by the Anywaa Youths near the 6 Kilo area. Even though the Nuer higher officials were residing and were adjacent to one another with their counter Anywaa officials, their counterpart youth groups were found to be the looters of their colleagues properties (KII5, 2021). All these advise housing experts against placing anyone in a place where their safety or the safety of their family may be in danger since nobody is respected by anyone when violent conflict occurs. This disrespect includes even the governmental facilities found in the hands of anti-groups. The best example is the 2016

looting of the Gambella Agricultural Research Center in Kebele. These viewpoints illustrated the intensity of the problem among ethnicities in Gambella City. It also highlighted the need for decision-makers to examine the situation, which can lead to new policies to harmonize and promote social wellness in the city.

In addition, experts (KII-5, 2021) from the municipality were questioned about their opinions of the current city settlement pattern. From all participants in this interview, no one made an exception when they said that an ethnic-based settlement had unfavorable aspects in urban settlement. These participants perceived ethnic enclave settlements as challenges rather than as chances for municipal progress in Gambella City. They also remarked that ethnic enclave settlement puts people in control of the economy, taking advantage of the fact that locals do not share a unified vision for the city's development. Despite having a financial advantage, the Highlanders in particular do not build high-quality structures, and they failed to participate fully in building infrastructure that can provide jobs. Highlanders seem to take Gambella as a hunting ground to acquire funds, but construct the best houses for investment in their birthplaces (KII5, 2021). Since the historical foundation of the city was a business center (Hassen, 1971; Bell, 1988), some highlanders were founded to have a high level of suspicion about future annexation of the city either to South Sudan (KII 5, 2021). This is also regarded highlanders not to invest in full context. If this feeling is sustained in the future, it will keep threatening the proper growth of the city. As the economic sector is controlled by highlanders, the city's poor physical and architectural imagery will keep prevailing as practice and attitude playing great role. A good example that qualify the idea above, is one hundred years from now (1902-2023), we have the city structure that consists of buildings composed of G+3, they never reached more than 30 in numbers (KII5, 2021). All these buildings found in the Highlanders' Enclave. Not only these, the local housing situation and condition found in unplanned settlement area still in the traditional Tuguls. Mostly, those enclaves located where indigenous residents are found in the majority their housing and way of life is under substandard. These plays a key role in the morphology of cities, as planning city has the potential to dictate the standard of construction based on land grade. Because the city major residential area located in unplanned settlement zones with low-grade standard housing types, residents are impoverished and greatly exaggerated to settlement areas that are unplanned and well designed. A substantial part of the implementation of the damaged plan was also influenced by the absence of an appropriate planning model that managed residential settlement given the predominance of ethnic settlement.

The bulk of the ethnic base communities in Gambella occupy urban land without the Gambella municipality's necessary approval or titling. Residential settlement in Gambella City violated the 40:30:30 guidelines for land usage as proposed in the city structural plan and urban planning policy. Such practices resulted in insufficient healthcare facilities and infrastructure development as financial benefits from taxes that can come from land were not paid by residents and related institutions, which hindered the capacity of the municipality for development. Further, a weak budget and lack of political will hinder the right plan method (KII2 and KII5, 2021). In addition to these, the higher government sector organization (KII2, 2021) was also noted for its lack of support for city development, which resulted in the allocation of a small budget and lax enforcement of the law for the implementation of the new structure plan as officials who are ethnically affiliated used tactical dalliance and refused to implement the city's new structural plan of 2018 as they mostly externalize the ownership. The implementation of the new structure plan was opposed by some of the affiliated officials to the Gambella Zuria woreda because some kebeles in this woreda were incorporated into city by then new structure plan without their consent. This become apoint and conflict-related issues from the Anywaa zone and the Gambella woreda that emerged and prevented further growth of the city that required a higher official intervention (KII2, KII5, 2021).

Therefore, enforcement efforts to implement the new structure plan for the city of Gambella were slowed by ethnic affiliations, sentiments, and attitudes. Furthermore, absent of open minded officials that can upgrade the

city to a higher level where other Ethiopian cities are; as high suspicion among Anywaa political elites and residents on land is high. This practice prevent free movement of city based on legalize autonomy. Ethnically affiliated interests hindered the further growth of the city and decision makings. These resulted in illegality rate is increasing in many urban functions because the city administration has failed to reach every citizen. However, some encouraging public participation was observed in 2021 and 2022. Residents in Kebele 01 and Kebele 05 took the initiatives for their neighborhood developments that are supported by Diasporas organize groups with a developmental mindset. These kebele organize and mobilize funds to open some purpose-built main roads and associated inner roads in Gambella city. The process was successful but challenged by weak municipal focus by leaving all the process to the leadership in each kebele. Ethnically affiliated guidance was observed. The practice and actions did not consider municipal regulations and procedures but the organized community's interests (observation, 2022). The organized committees were all outside the knowledge of municipal functions, but they received technical support from municipality experts through the Mayor's Office top-down approach (KII4, 2022). In Kebele 01, the demolition and fundraising committees, being from the city administration or the Nuer Development Association (NDA), were entirely of Nuer ethnic background. Location-affiliated interests, rather than technical or professional know-how, were what drive the operation. This led to a lot of complaints from many residents as the land delivery, compensation, replacement, and demolitions were in doubt (KII 5, 2021). Not only these, but the land used to place the displaced residents is not developed land, and it lacks proper infrastructure. Residents are placed in a northeast of the city on a new plot that failed to match their capacity. Diasporas also were given bare space land as theirs to build Diaspora village that is not proposed by city structure plan. In regard, we can observe, signs of corrupts practices, nepotism, and illegal practices being in place from all those involved in the process, as the practice is done outside of municipal knowledge through committees (informal communication, observation, 2022). Even though this model can be encourageable for development, because it did not answer the ethnic enclave settlement question, by doing wind approach of placing same ethnic group in the same residential zone of their enclave, it being an unorganized and not officially endorsed practices based on structural plan still has a lot of implications to city. Ignorance and recklessness from the municipal manager's office that appeared treated the practice out of their role violated the city proper growth and allowing the Nuer ethnic enclave and highlanders to take advantage of their ethnic enclaves. These still make the city officials, planners, experts, and residents of Gambella, to keep struggling ethnic enclave settlement. Those demand the existing planning and policy model to be revisited. We need policy and spatial planning that may keep the diversity and unity of residents in Gambella city. The policy and planning should also act as honey that encourages every resident to test and participate in their city's development, spatially and not spatially, as ethnic enclave settlements in Gambella are devastating the city's development.

## DISCUSSION

By means of Proclamation 574/2008, the Federal Government of Ethiopia has given all metropolitan areas in the country the authority to design unplanned cities, regulate expansion, and serve as a road map for the objective of balanced and integrated local, regional, and national development. National urban planning institute (NUPI) was established as an urban institution in compliance with Proclamation 317/1987 with the objectives and focus of becoming a body that would deal with planning the urban center of Ethiopia. The planning that took into account the demographics of the people was exceedingly bad and unpleasant, despite the fact that Gambella City has a comprehensive growth plan that was established from sector to sector and covers the years 1967 to 2022. Poor human settlement composition planning in Gambella led to fragmented city development in function and society.

Gambella city historically had five plans and strategies that were created for its growth in accordance with the Ethiopian political system. The intricacy and severity of Ethiopia's human settlement issues were not well



understood, and federalism, which places a priority on ethnicity, had both pleasant and unpleasant outcomes for any city. There haven't been many designers who have given the ethnic-based kind of settlement any thought since the initial Gambella master plan was created in 1967. Although Ethiopia explicitly supports ethnic federalism, ethnic ideology and urban life have never been able to coexist together, which presents a big difficulty for cities. Gambella City became completely ethnically sensitive due to a lack of effective control over sensitivity to the diversity of Ethiopian nations, nationalities, and peoples. The five kebeles defining Gambella city composed of enclaves where each enclave found in concentration in certain spatial space within each kebele. The enclaves for the Nuer, Anywaa, and highlanders formed independently in certain geographical areas and produced a social, economic, environmental, geographical, and political effect that hampered city development. Furthermore, fast population growth, rapid urbanization, high population density, diversity of residents, and strong familial ties, together, made Gambella city struggle to satisfy demand. However, weak planning doomed the situation. The majority of the population moving to cities does not fit the urban lifestyle because ethnic attitudes are what drive the human exodus from rural to urban and urban to urban.

Ethiopian cities have developed in an adverse social environment. In the review, we found that the emperor's planning was developed to benefit a few noblemen, the Dergi nationalization, and the unitization of city functions, particularly land nationalization. The government led by the EPRDF established a framework for sustainable urban development and a strategy to coordinate the development of the nation's nationals in Ethiopia. The policy framework of the Federal Democratic Republic of Ethiopia (FDRE) developed the Agriculture Led Industrial Development Program (ALDP), PASDEP, and GTP I, II, and III as the country's main core policies for sustaining democracy. These policies are also accompanied by a seven-step strategy package to ensure sustainable urban development in the country. These policies were designed for Ethiopia to be a good partner to the rest of the world and receive adequate support from international donors: the World Bank, the IMF, and other UN agencies. The urban development policy of 2005 was considered the most important policy framework. In this regard, Ethiopian cities utilized a 20-year master plan that was much more rigid and a 10-year integrated development plan (IDP) that was adopted from South Africa and was flexible. The integrated development plan (IDP) enables municipalities to conduct neighborhood and local development planning (N/LDP). However, none of the aforementioned strategies was successful, though signs of achievement on the EPRDF urban development policy seem to be. The identity issue that pushed Gambella City residents to choose an ethnic form of settlement as the only pattern for the city settlement resulted in a negative impact. None of these policies paid much attention to the distribution of human habitation in space throughout the entire city's human structures. Urban development and poverty reduction were given considerable attention by the EPRDF-led government, with outreach to low- and middle-income nations serving as the most crucial propaganda. In a city like Gambella, they lack a clear planning strategy in accordance with local needs; they utilize a copied model from another Ethiopian city that does not reflect the actual planning demand on the ground. The majority of them are found to be exact replicas of earlier designs that never take into account the planning dilemma in Gambella City.

The policies lacked a human settlement texture composition in spatial space, where inhabitants are less evenly distributed and exposure between various groups is substantially weaker as spatial separation is very high. It was found that in every spatial location, the homogeneity of the shape of a residential neighborhood has the biggest impact. The distribution of residents by kebeles demonstrates how disproportionately distributed the people of Gambella City are. Because these ethnic groups are so concentrated and separated, they exhibit poor spatial, social, political, and economic behavior. The Urban Planning Proclamation No. 574/2008 demands planners and policymakers plan in accordance by maintaining a balanced and diversified population distribution in the city, despite the fact that planning for a single urban center or metropolis is challenging. The planning in

Gambella is concentrated on how to open and deliver physical infrastructure. They plan to reduce poverty and land use in the city and reduce horizontal city expansion and informality.

Nevertheless, planning for residents (i.e., people) who are the source of all the difficulties in the city due to ethnic occupancy receives weak attention. On top of these, the Ethiopian urban planning guidelines not only adopted the trends of the developed world, but the same practices adopted by Ethiopian planners are still workable through a copy-and-paste model as the majority of emerging regions have weak capacity to plan for their cities. They copied the Ethiopian big cities plan that failed to match their local context. Weak knowledge of the reality on the ground produces major disadvantages, as ethnically based settlements did not get a proper answer in Gambella city planning. It has been observed that it is more challenging for Gambellian to adhere to the city plan. The majority of the population views their plots in relation to their genealogy as God-given territory. Consequently, residents failed to pay the land tax as required by the leasing policy, especially in Kebeles 01, 04, and 05, which are home to many indigenous people. Even though the city has a new structural plan that was developed by ECSU in 2018–2019, the distribution of land use is still the primary priority of the new city structure plan created for Gambella City Municipality. Still, in this plan, the sense of ethnicity and the social, economic, and environmental problems are only marginally addressed. The plan seems to be identical to earlier versions of the IDP and master plan that were created for Gambella many years ago but were not implemented. This demonstrates that the most current and preceding structural plan documents overlooked the heterogeneity of residential settlements as ethnic enclaves' settlements dominated and the plan still done on existing form of settlement. Ethnic enclave settlement was found to be the cause of all of the city's problems: high informality, subpar development, security issues, and high segregation (Wal et al., 2022). In line with Sande Lie & Borchgrevink (2012), the 1995 Ethiopian Constitution recognizes all non-highlanders as endogenous peoples of the area. They are granted special rights regarding political representation that Highlanders are not. However, segregating the third-largest ethnicities is the consequence of a weak policy and regulation that can control ethnic enclave settlements revealed in the city.

The contemporary city expansion as a result of ethnic-based settlement has remained unresolved. Sound planning strategies that can lessen the severity of ethnic enclave settlement in Gambella City are much more important. The aforementioned policies were put into place by the city of Gambella and implemented by those who did not respond to ethnic enclave settlement adequately. Careful planning and assessment are necessary in order to address the federalism ideology, which influenced individuals' interactions, attitudes, feelings, and senses with adverse effect that force residents to enclave communities. The issue of regulations intended to control the make-up of residential settlement textures that can control the concentration of one ethnicity as a matter of planning and policy in many Ethiopian cities, still there is much activity that are unclear and in dispute in a lot of literature. The focus on planning and urban artifacts for settling urban disputes allows us to underline the importance of national, ethnic, or religious identity. However, because the Ethiopian planning system places a strong emphasis on the social and physical aspects of the urban sector and the land use in the city plan, places residential settlement function as pure or mixed residential area in the blue print, it is also closely tied the plan to the right to adequate housing, access to infrastructure, health, education, and a safe environment, as well as the right to urban land, which mostly remains on the blueprints. Most of these functions of the structural plan are not implemented in medium and smaller cities because their capacity is low. Not only that, but the concern to place who in what place receives no intention while residents to city have diverse background that are shaped with ethnic sense that is recognized by governance system in the country. This demonstrated that Ethiopia has not taken the necessary steps to comprehend the significance of the demographic makeup of any metropolitan region. Lack of a feasible policy and planning paradigm that can impose and control residential settlement composition and the surrounding environment makes it impossible for residents of Gambella City to obtain a free plot of land anywhere in the city. The limitations are quite stringent in

some areas as a result of a single ethnic group that has the authority to bar others from obtaining a piece of property. This aligned with Oromo claims and interests in Addis Ababa (Gelate,F., n.d.).

The great number of Nuer, Anywaa, and Highlander enclaves in Kebele 01, 03, 04, and 05, are found in clustering despite the fact that Ethiopia is a UN Charter member that signed the right to a permanent home in any large city and free movement, irrespective of race, education, social position, or affiliation with a particular religion or political party (UN, 1996); the practice in Gambella failed to response. furthermore, a new comprehensive responses for refugees framework (CRRF) through proclamation No. 1110/2019 grants the right to refugee protection, free movement to access the integration with a permanent residence permit, and access to job opportunities within the country. All these agreements and practices in Gambella City failed to materialize. Instead the refugees' freedom, the citizens counted minorities and related marginalized groups are denied their rights by the ethnic majority in power. We require a policy and regulations that take deliberate, practical steps toward realizing the right to a residential location in the city and a policy that accepts Ethiopian diversity in order to ensure the long-term viability of the ethnic federal system. This appears to have benefited many Ethiopian citizens and the state. This can be accomplished by enacting particular legislative measures that must accept and implement different societal majority interests within the city rather than just rights to settlement. This renders the current urban planning and policies even more unsuitable. It is important to think about how we may find site-specific urban development strategies to handle the local issue like ethnic enclave settlement. There is now a demand for new city policies and planning models that can handle the flow and accommodate urban-rural communities with strong traditions and cultural backgrounds that are greatly influenced and tide with an ethnic federalist attitude and traditional customs of settlement form. All these inconsistencies on how to place residents where it is possible to be a citizen in many Ethiopian cities have led to this demand for new planning and policy for Gambella city. Urban centers must find a means to accomplish both policy and planning objectives for ethnic enclave settlement to be a resource for development. Planning and passing legislation that effectively regulates the sort of habitation in a city can promote healthy urban growth and increase citizen pride in their community. This will makes Gambella more competitive with other Ethiopian communities and other cities around the globe. Since there are gaps in the policy, both physically and non-spatially, adopting an inclusive city planning model focused on local context for Gambella as a policy and planning form will have the potential to harmonize and enhance those gaps. Urban planning is a tool that helps leaders use space to turn a vision into reality; it is not only about making pretty pictures (UN-habitat, 2014). It is a crucial tool for growth and involving stakeholders along the route. Therefore, inclusive planning model and policy is crucial to develop laws that regulate settlement composition both spatially and non-spatially. It will encourage proactive planning for planner to be active with their surroundings. Special attention to city planning education and research in compares to others engineering profession, the planning depart in every municipality need to be equipped with all the required potential material and technical personnel. Developing software that should record, the city spatial trends and data, update human demographic regularly; the inclusive planning have the potential to revise and maintain existing ethnic enclave settlement. It will have a close alignment with one another, define who is placed where, and maintain the proper distribution of residents from neighborhood to city-wide in order to neutralize the sense that prioritizes individual egoism and introduce residents with views in unity that maintain the diversity of residents. Inclusive planning has the potential on proper selection of project that are common to all, investing on public infrastructure that accommodates the majority of residents but keep the heterogeneity. This planning model may create a new texture for the city, and facilitate exposure to one another, and form unity among city residents in the near future as they feel city ownership. The limits on the theory of urban planning in relation to ethnic enclave settlement will be strengthened by the composition of residential settlements through inclusive planning. This protocol has the potential to incorporate planning principles with ethnic federalist ideology and maintain a sense of unity among the diverse residents of the city and harmonize ethnic enclave settlement drawbacks depending on each locality.

## CONCLUSION

Urban and regional growth patterns can be shaped by purposeful, cooperative governance efforts through city planning. Ethiopia's planning and policy models, which had been in existence from the countries founding until the present days, had not been able to address the issue of settling in an ethnic enclave as observed in Gambella city. Even though there have been five city planning models created for Gambella from the time of the emperor Haile Selassie until the present government, all policies and planning models failed to meet the city of Gambella's demand for development, as ethnic sensitivity played a great role. It appears that Ethiopia's federalist style of government is to be blame for this trend toward ethnic enclaves. Introducing ethnic federalist government without proper policy and laws in place that can regulate extremist is one important drawback. Lack of effective policy and regulation in place for proper settlement planning, high segregation, fragmentation, malpractice, and informality in every nook and hole produced the crack of the Regiopolis capital. The opposition of residents to new structure plan's implementation has been caused by the significant influx of ethnic groups formed by the externalized ideology of egoism, which has accelerated the establishment of enclaves as a result of weak regulation on city spatial use. All these are the result of inconsistencies in the current laws and practices in planning in the Gambella urban core. The issue of enclave settlement in Gambella City was not addressed by the city's master plan, structural plan, integrated development plan (IDP), or urban development policy that had been in use since the city's inception. Because of this policy gaps, we need to adopt an inclusive city planning approach. This planning model can make Gambella a livable, functional, tourist destination, and competitive enclave settlement in Ethiopia as well on the globe. This approach has the potential to augment ethnic enclave settlement theories both spatially and non-spatially. The inclusive planning technique has the possibility of harmonizing and introducing a city with diverse residents to maintain their unity in diversity and their sense of identity. It also has the ability to improve current laws by involving the general public on the right dialogues that can harmonize, reduce the unfavorable consequences of ethnic enclave settlement through consensus, and foster a setting design where citizens may coexist peacefully where local knowledge driving the planning process spatially and attitude.

## Author contributions

The author in this paper have made a significant contribution with full concern of direct participation and intellectual contribution to this work and let it to reaches for publication as original work.

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