

AREA BASED PLANNING AND LOCALLY LED PROCESSES

EXTRACTS FROM SOMALIA SOLUTIONS ANALYSIS UPDATE 2019 *(click here for the full report)*

Objective: Area-based and locally led approaches use areas as the main entry point, rather than a sector, target group or population, to ensure that all relevant actors are mobilised and coordinated. This type of approach ensures that returnees, IDPs and hosts, along with entire communities, are supported to engage in dialogue and to become the drivers of their own solutions.

The 2016/2017 solutions analysis identifies the need for “humanitarian and development actors to adopt joint analyses and joint area-based planning led by the government”. While joint planning has materialised to some extent at the consortia level, there is a lack of understanding and a gap in area-based planning in all locations. The durable solutions process is not systematically led by the government, nor are communities clear on the steps ahead. One opportunity to address this gap in 2019 is to work with the World Bank to support area-based planning.

CASE STUDY 1. WORKING TOWARDS AREA-BASED URBAN SOLUTIONS

Looking at five core areas that help cities function better – land, infrastructure, services, jobs, social cohesion and institutions – the approach that the World Bank is taking in Somalia in 2019 can serve as an umbrella for durable solutions programming.

Infrastructure and technical support provided by the World Bank in support of the FGS has reinforced capacities to address urban solutions: the Somalia Urban Investment Planning Project and the Somalia Urban Resilience Project now integrate displacement-affected communities in their planning. The World Bank is at the start of a preparatory process to consult with community and government stakeholders, and set up a project implementation unit at the municipality level within BRA. The protocol of the work is twofold, including: 1) measures to ensure that evictions are avoided during and after the end of the project; and 2) planning with the Danwadaag Solutions Consortia and EU RE-INTEG to provide alternative security of tenure for IDPs in the project areas.

The project areas cover the rehabilitation of 19 roads in 7 districts in Mogadishu,¹⁸ where protracted IDP settlements exist. This justifies the need to bring in a range of actors, from humanitarian to development actors, to minimise programme risks. Some of these challenges – forced evictions, increases in the price of land as a result of improved infrastructure and services, and capacity gaps at municipality levels – are being addressed through these partnerships. In discussions with the IOM and DFID, the World Bank intends to map out all IDP settlements in the project target areas, identify any available public lands for resettlement and look into rental subsidy. This is the start of an area-based plan and discussion with partners. This conversation needs to multiply in 2019.

Critical to this approach is the need to go beyond a sectoral approach (focusing on land and infrastructure) towards an area-based approach that links programming with district plans to:

- Reinforce the capacity for public service delivery
- Integrate conflict-sensitive analyses and an analysis of power dynamics to frame interventions
- Include members of displacement-affected communities in labour-intensive infrastructure projects
- Leverage durable solutions consortia work to represent all groups under consideration
- Integrate private sector firms for water and electricity supply
- Set up grievance mechanisms to address complaints and provide a feedback loop
- Plan milestones with land authorities and civil society organisations, which can be communicated to the communities

Durable solutions programming appears localised and participatory but this is not the case in reality. Much of the planning remains mandated by donors and designed by implementing partners. To date, there is growing but limited inclusion of the local authorities and the local population. More can be done and new modes of engagement are needed, including agreement on a theory of change to which all actors can contribute within the same area. At the grassroots level, co-creation of programmes, workshops and restitution meetings with an

¹⁸ World Bank (2018). Somalia Urban Resilience Project; see: <http://documents.worldbank.org/curated/en/368691542180152925/pdf/PAD2435-PAD-PUBLIC-Project-Appraisal-Document-PAD-P163857.pdf>

inclusive range of representatives from displacement-affected communities is essential. Closely linked to this is the need for effective communication across actors to facilitate understanding and ensure buy-in. In some locations, the lack of communication about government and consortia plans is leading to frustrations; for instance, among teachers who work in schools and vocational training programmes, where curricula and salary scales differ. Such frustrations can be avoided through stronger processes and better communication.

Key to the sustainability of community engagement is the need to reinforce the capacities of existing structures and committees, rather than to create new ones. Stakeholders have to push to ensure that in consultation processes they go beyond the traditional community spokesperson (often the informal settlement manager or gatekeeper), who does not necessarily or automatically represent an inclusive range of priorities of community members.

CASE STUDY 2. WORKING TOGETHER ON COMMUNITY ENGAGEMENT AND CONSULTATIONS

Different consortia have their own community engagement modalities. There are currently as many models for community engagement as there are durable solutions consortia and actors in Somalia. These different approaches to community engagement create confusion. Government, communities and implementing partners would benefit from having one agreed model for community engagement that builds on the added value of each approach.

There are positive contributions upon which to build. For example, the IOM/UN-Habitat Midnimo model has developed Community Action Plans for Kismayo and Baidoa, which the Danwadaag Solutions Consortia is now using. The Durable Solutions Programme adds value with the conflict analyses of the Danish Demining Group and the 11-step guide to community-driven recovery and safety used by the Danish Refugee Council. EIDACS also has a peacebuilding component and the Jubaland Solutions Consortium has based its model on the BRCiS (Building Resilient Communities in Somalia) resilience model of community engagement. While these approaches all share a common mandate to address physical, material and legal safeties as reported by IDPs, and have government support, they follow and implement different models.

Durable solutions partners are not the only ones engaging with displacement-affected communities. For years, other actors also have promoted community-level plans in the same locations. Among these are stabilisation actors, who have worked with displacement-affected communities on similar models of community engagement and prioritisation of needs. This adds another layer of complexity and coordination.

Community Action Plans

Community Action Plans (CAPs) allow community representatives to identify priority needs, provide district authorities with a tool to coordinate development interventions in their area and enable other stakeholders to identify opportunities to contribute to community priorities. The CAPs are community-driven and government-led processes. One of the most successful examples of a CAP is the Midnimo Community Action Plan, first launched in Kismayo in October 2017. As a result of this CAP, partners such as GIZ, the UNDP, the IOM, UN-Habitat, the World Food Programme, Mercy Corps and Care International are committed to support the community priorities laid out in the plan. The government has been advocating on behalf of the communities for these commitments to be followed through.

Challenges remain, however. Not all implementing partners follow the priorities identified by communities, nor do they share feedback and crucial information with the communities. Additionally, other CAPs exist at village levels but are led by humanitarian actors, with communities, but without government involvement. Community consultations and focus group discussions reveal a lack of clarity in communities over processes. The way stakeholders implement engagement and understand engagement at the theoretical level differs. The process often boils down to what is perceived by local communities as a needs assessment: a survey assessing the population, which is often the only level of engagement for a majority of the displaced. Complaints continue to be voiced by members of displacement-affected communities, saying that every week or two a NGO comes and asks the same question without tangible results.

Adequate funding to achieve the priorities identified by communities remains a challenge. Alternative funding mechanisms should be sought, including the involvement of the Somali diaspora, private sector businesses and crowd-funding opportunities. Based on the qualitative evidence collected for this annual solutions analysis, uptake of these opportunities would be welcome by communities.

Achievements: what works?

There are four key achievements upon which to build in 2019/2020, including:

Facilitating urban access for durable solutions consortia amidst security constraints: government and CSOs

The government has effectively secured access for durable solutions implementation in all urban locations under review. In Mogadishu, CSOs have supported government in enhancing access to displacement-affected communities (DACs). This multi-level access outlines how stakeholders can jointly contribute to creating the space for implementation of durable solutions activities.

Using the HLP approach to eviction response and prevention (particularly strong in Baidoa)

Through direct cash payments, legal aid and referrals, the housing, land and property (HLP) approach has been rolled out as a response. This demonstrates a high degree of understanding among consortia members that HLP is a prerequisite for durable solutions and that forced evictions constitute a trend in urgent need of being curbed to ensure protection. These efforts have the support of the municipalities.

Developing Community Action Plans to set community priorities: Kismayo and Baidoa

DACs have developed their own vision and capacity to influence programming through the CAPs and the plans are now being led by government. Community awareness, community engagement and initiatives such as clean-up campaigns contribute to societal dividends by improving the image of displaced groups. CAPs have been particularly well received and could be replicated across all DAC locations as a pillar of social cohesion.

Identifying complementarity and synergies between resilience and durable solutions initiatives

Resilience work mainstreams displacement, and durable solutions interventions have provided the urban focus that resilience consortia have lacked. Moreover, long-standing confusion on the perceived overlap between resilience and durable solutions has been cleared up through joint learning and outreach sessions. In particular, ReDSS has played a key role in highlighting how durable solutions adds a protection element to resilience programming.

Challenges: what obstacles need to be addressed in 2019/2020?

Lack of joint planning with the federal government and federal member states, as well as limited resources is a challenge across all locations

Government counterparts report that the principle of joint planning under the lead of the government requires more hardware and software to be dedicated to planning counterparts, municipalities and line ministries in all locations. As a representative of the BRA Durable Solutions Unit states, “We have NGOs and the UN giving assistance but no government-owned projects. The UN and donors are funding through NGOs and not through the government.” This observation is also echoed by a government representative in Kismayo.

Lack of DAC inclusion in programme design, implementation and monitoring

At the grassroots level, focus group discussions and community consultations indicate a lack of DAC inclusion in programme design, implementation and monitoring. As a government representative in Baidoa comments, “There are community level consultations but the implementation is unclear.” Two key challenges demonstrate the need to have a more standardised approach to community consultations. First, projects that have been identified as top priorities in the CAPs are not always implemented, due to limited funding. Second, few partners are willing or able to follow the guidelines and the projects identified in the CAPs, which indicates a need for the government to reinforce the importance of the CAPs and to advocate for their adoption and implementation.

Gap on legal safeties

In terms of protection needs, the gap on legal safeties has to be addressed and incorporated in area-based planning. Access to documentation differs in host and IDP communities, and IDPs have been repeatedly singled out as being disadvantaged by their lack of documentation in accessing work and basic services. Overlaps in projects and gaps in the division of priorities (illustrated in Table 4) have to be taken into account to bring in technical expertise in the consortia. In particular, ongoing joint land mapping needs to be reinforced, given the issues around forced evictions. The problem of forced evictions is becoming rampant, with some suggesting that this could become an even bigger concern in Baidoa compared to what already is happening in Mogadishu.

Opportunities: areas to prioritise 2019/2020 investments

Joint planning with the federal government and federal member states

The possibility of joint planning comes down to the capacity of federal government and federal member states to lead and coordinate multiple actors to align and contribute to government-led plans and for those actors to agree in doing so. It is essential for humanitarian, development, peacebuilding and statebuilding actors to agree on

ways to engage and support government processes while managing risks in a coherent and sustainable manner, as opposed to ad hoc and short-term approaches, which are currently the norm.

Institutionalising CAPS within district plans and improving feedback mechanisms and forward planning

In order for CAPs to be successful, they should be institutionalised within district budgeting processes. The government should reinforce the importance of the CAPs and advocate for their adoption and implementation through sustainable financing by locally elected district councils. The Midnimo model has laid a path for a strong approach to the development of CAPs but can improve in terms of feedback mechanisms and forward planning. The Durable Solutions Programme model has an established added value in undertaking conflict analyses at a local level that can inform both policy and programming. If paired with the EIDACS (Enhancing Integration of Displacement Affected Communities in Somalia) peacebuilding component, these two consortia could jointly show a way forward for a triple nexus engagement (humanitarian–development–peace/statebuilding).

Developing joint area-based plans based on Community Action Plans

The BRA in Mogadishu, the municipality in Baidoa and the state Ministry of Planning and International Cooperation in Kismayo provide entry points for developing joint area-based plans that build on:

- Consistent community approaches: agreeing on standards for CAPs
- Linkages with urban planning and urban solutions
- Provision of funding (cash and community grants) to capacitate communities

Setting standards for community consultations

The IOM/UN-Habitat Midnimo approach to community consultation is a five-day process whereby communities work together to prioritise and implement projects. The Danish Refugee Council has its own process and 11-step methodology. Land and city planning consultations have brought together different authorities, along with community and customary leaders, to collectively craft a vision for the development of the cities of Kismayo and Baidoa, where tenure security for the most vulnerable residents results in strengthened tenure security for all.

Linking resettlement plans with urban master plans and service delivery

The land-based solutions promoted by partners and led by the mayors of Baidoa and Kismayo can be structured more strategically as part of a broader (re)integration process. UN-Habitat and the IOM led the City Extension Planning process and the implementation of the New Urban Agenda and City 2030. The mayor of Baidoa issued land on the north and south sides of the city to resettle IDPs. A similar approach has been taken in two locations in Kismayo by creating a sixth district in the city, with the aim of integrating returnees and IDPs, as well as improving services for host communities.

Increasing communication efforts with DACs and showcasing adaptation

Overall, partners should actively showcase adaptation on feedback mechanisms and social accountability processes to build trust within the areas where they work. Pilot initiatives, such as the social accountability platform in Mogadishu co-led by Africa's Voices Foundation, ReDSS and BRA, that engage directly with DAC members can support stronger communication efforts.

Capitalising on CSOs for stronger community engagement

To better involve CSOs in community engagement, it is first necessary to map them in order to identify appropriate organisation relays. Relevant CSOs need to be trained in conflict and gender-sensitive analyses. The Peacebuilding and Conflict Working Group can be used to further support entry points for CSO engagement. Partners interviewed in Mogadishu all agree on the need to engage with camp gatekeepers in order to phase them out. In this, CSOs can be effective allies.



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