

CONCEPTUALISING URBAN PLANNING AND INTEGRATION IN AN ERA OF URBANISATION AND DISPLACEMENT

Third Learning Exchange for the CRRF: Inclusive
Urban Development and Mobility – Regional
Network and Dialogue Action

28 March 2022
Kampala, Uganda



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Cities Without Slums

Hosted by





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Overview: This report provides an overview of the discussions at an in-person peer learning event organised by Cities Alliance and financed by the European Union (EU) in Kampala, Uganda on 28 March 2022. It was the third learning event of the Comprehensive Refugee Response Framework (CRRF): Inclusive Urban Development and Mobility – Regional Network and Dialogue project, which is implemented by Cities Alliance and financed by the EU through the European Emergency Trust Fund for Africa (EUTF for Africa).

Its theme, Conceptualising Urban Planning and Integration in an Era of Urbanisation and Displacement, responds to the fundamental question participants raised at the second CRRF peer learning event: How can we strengthen the role of municipalities in integrated urban planning and service delivery in rapidly growing cities that are hosting significant numbers of refugees and displaced persons?

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Summary



Cities around the world are experiencing the emergence of an unprecedented refugee situation that is often sudden and massive in scale. Over 70 million people worldwide are fleeing their homes as a result of persecution, conflict, generalised violence, or human rights violations. Most refugees and Internally Displaced Persons (IDPs) are now living in urban or semi-urban areas, instead of in camps or purpose-built settlements. This shift has put considerable pressure on cities, especially fast-growing secondary cities in developing countries that are already struggling to meet the needs of their populations.



This peer learning event in Kampala, Uganda, continued the process of building a regional network and dialogue to strengthen policy development for greater social cohesion in cities in the Horn of Africa. It was the third in a series of five learning events planned as part of the CRRF Inclusive Urban Development and Mobility – Regional Network and Dialogue Action, implemented by Cities Alliance through its Cities and Migration Programme and financed by the EUTF.



At the first learning event in Arua, Uganda in March 2021, participants from the project's seven partner cities identified fundraising and financing as two critical areas that they wanted to learn more about. The programme for the second learning event, held in Addis Ababa in November 2021, was built around those topics. Participants were able to explore what inclusion means to their city, how to turn those ideas into practical interventions, and how to attract funding. After the discussion, they requested that future events provide further study of financial inclusion and resource mobilisation as well as how to strengthen the role of municipalities in integrated urban planning and service delivery to refugees and host communities.



The participating cities agreed that the third peer-learning event in Kampala in March 2022 would focus on urban planning and service delivery, with the theme Conceptualising Urban Planning and Integration in an Era of Urbanisation and Displacement. They also agreed that the fourth peer-learning event in 2023 would take a more in-depth look at financial inclusion and resource mobilisation.

Participants

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Mustefa Mohammed Ahmed, Head of the Administration for Refugee and Returnee Affairs, Assosa Refugee Programme Coordination Office, Assosa



Abdikadar Mohamed Awaden, Host Community Governor, Kebribeyah

KENYA



Abubakar Rugamba Kabura, Refugee Youth Representative, Kakuma refugee camp



Melissa Maimunah, Host Community Representative, Kakuma refugee camp



Victor Lekaram, Director in Charge at the Ministry of Lands, Energy, Housing and Urban Areas Management, Turkana County



Alexander Fleming Losikiria, County Minister of Lands, Energy, Housing and Urban Areas Management, Turkana County



Omar Mohamoud Qayaad, Programme Director, Horn Migrants Support Organisation (HOMSO), Borama

UGANDA



Malish Bonjira Asu, Refugee Representative, Executive Director, South Sudanese Refugees Association (SSURA)



Stephen Bogere, Senior Sociologist, Ministry of Lands, Housing and Urban Development, Arua



Harriet Dozu, Social Worker and Host Community Representative, Koboko



Wadri Sam Nyakua, Mayor of Arua



Solomon Osakan, Senior Settlement Officer, Department of Refugees, Office of the Prime Minister, Arua



Solomon Sonko, Senior Development Economist and Desk Officer, Office of the Prime Minister



Moses Ssonko, Senior Economist and Desk Officer, Ministry of Finance, Planning and Economic Development



Dr. Sanya K.F. Wilson, Mayor, Koboko



Jemal Muhamed, Project Manager, International Rescue Committee (IRC)



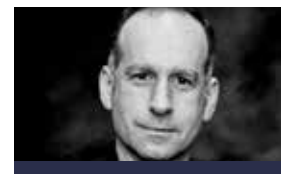
Juma Menhya Nyende, Director, UCLG Africa Eastern Africa Regional Bureau



Charles Obila, Migration Officer, Intergovernmental Authority on Development (IGAD) Secretariat, Djibouti



Patrick Lamson-Hall, Urban Planner and Research Scholar, New York University (NYU) Marron Institute of Urban Management



Loren Landau, Technical Advisor to Cities Alliance, Professor of Migration and Development at the Oxford Department of International Development and Associate Professor with the African Centre for Migration Society at the University of Witwatersrand



Mohamed Hassen Ibrahim, Refugee Representative, Jigjiga



Hashi Abdulahi Shide, Representative of the Mayor, Jigjiga



Tirsit Yetbarek, Researcher, Jigjiga University



Mohamed Hussein Yimmer, Head of the Jigjiga Refugee Programme Coordination Office, Agency for Refugees and Returnee Affairs, Jigjiga



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Mohamoud M. Duale, Executive Director, Taakulo Somali Community, Gabiley



Hibo Hassan Harun, Representative of the Mayor and Junior Director of Planning and Development, Gabiley Municipality



Hellen Drabrezu, Host Community Representative, Arua



Trinity Ceaser Draecabo, President of the Arua City Development Forum and Representative from the Private Sector, Arua



Cornelius Jobile, Deputy Town Clerk, Arua



Moses Lorika, Town Clerk, Koboko Municipal Council



Nyoka Mary, Refugee Representative, Arua

PARTNERS



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THE CRRF - INCLUSIVE URBAN DEVELOPMENT AND MOBILITY ACTION

Context for the Action

Today, an estimated 60 per cent of refugees globally live in urban or semi-urban areas instead of camps or purpose-built rural settlements, which are often geographically separated from host communities, with limited access to livelihoods due to legal or logistical barriers. The Horn of Africa hosts one fifth of the world's refugees. These include urban-assisted refugees who have been moved to urban areas because of protection concerns or for medical treatment; refugees who can sustain themselves economically; unregistered or self-settled refugees living in urban areas; and refugees living in settlements or camps.¹

The Comprehensive Refugee Response Framework developed out of the 2016 New York Declaration for Refugees and Migrants, which reaffirmed the importance of international refugee rights, including the need to strengthen their support and protection. The Declaration called on the UN High Commissioner for Refugees (UNHCR) to apply the CRRF in specific situations that featured large-scale movements of refugees in order to ease pressure on host countries, enhance refugee self-reliance, expand access to third-country solutions, and support conditions in countries of origin for return in safety and dignity.

¹ EUTF Action Fiche for the Implementation of the Horn of Africa Window T05-EUTF-HOA-REG-67. Available at: https://ec.europa.eu/trustfundforafrica/sites/default/files/bt05-eutf-hoa-reg-67_-_crrf_urban_development_and_mobility_incl_rider.pdf



The CRRF was incorporated into the 2018 Global Compact on Refugees (GCR), the non-binding global framework for more predictable and equitable responsibility-sharing which recognises that solutions to refugee situations require international cooperation.² The Compact explicitly notes the need to engage with local authorities in urban settings and the potential of networks of cities and municipalities in establishing best practices. The CRRF is currently being rolled out in Africa, Asia, and South America.

Delivering the CRRF in the Horn of Africa

The Intergovernmental Authority on Development (IGAD) has played an important role in supporting the delivery of the CRRF in the Horn of Africa, notably through the 2017 Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia.³ In the declaration, heads of state and government committed to improving protection space and solutions for displaced people and providing educational and economic opportunities for some four million refugees and forcibly displaced people residing in the region.⁴ It represented a dramatic turn towards addressing displacement and migration from a development perspective, rather than a humanitarian one.

The Declaration forms the basis of IGAD's regional approach, which is leading to an incremental shift towards greater freedom of movement for refugees. Many are attracted to urban areas, presenting new sets of challenges and opportunities for service delivery and the pursuit of sustainable livelihoods and protection.⁵

Perceptions of the CRRF vary from country to country, and its implementation relies on national policy coordination and institutional arrangements. Urban displacement is, however, only partially reflected in national policies. Support to host governments in the region through the CRRF remains mainly centred on camps or rural settlements, with limited attention to urban and semi-urban areas that host (or will host) an increasing number of refugees.

Municipalities that can successfully manage the population increase resulting from refugees will be better able to tackle demographic growth and rapid urbanisation. Consequently, municipal governments have become key actors in managing refugees.

Additionally, secondary cities in the Horn of Africa are rarely represented in international discussions and panels to share the challenges and opportunities they face when trying to implement global agendas, such as the GCR or the CRRF. When questioned, municipalities point out that even if national plans are adopted, local implementation faces challenges in the availability of technical, human, financial, and logistical resources.

Refugees and host community representatives generally believe that they are not consulted enough and not well integrated into urban policies.⁶ In most cases, growing populations are not matched by increased municipal budgets, and host governments argue that they do not have the necessary financial resources to fully extend the CRRF at the local level.

² Hammond L., et al. 2020. Comprehensive Refugee Responses in the Horn of Africa: Regional leadership on education, livelihoods and durable solutions. Research & Evidence Facility, EU Emergency Trust Fund for Africa. Available at: <https://blogs.soas.ac.uk/ref-hornresearch/files/2020/03/CRRF-report.pdf>

³ The Nairobi Declaration was originally formulated to address the protracted situation of Somali refugees, but it has since been extended to cover all refugee situations in the region.

⁴ IGAD. 2017. Nairobi Declaration on Somali Refugees. Available at: <https://igad.int/communique/1519-communique-special-summit-of-the-igad-assembly-of-heads-of-state-and-government-on-durable-solutions-for-somali-refugees>

⁵ EUTF Action Fiche for the implementation of the Horn of Africa Window T05-EUTF-HOA-REG-67. Available at: https://ec.europa.eu/trustfundforafrica/sites/default/files/bt05-eutf-hoa-reg-67_-_crrf_urban_development_and_mobility_incl_rider.pdf

⁶ Annex 1: Workshop survey.



Overview of the Action

The rationale of the CRRF: Inclusive Urban Development and Mobility Action is that by strengthening the capacity of local authorities to deliver services and undertake contingency planning, refugees and their host communities will benefit from better services and a better quality of life. This will also improve the ability of local authorities to implement the CRRF and other global agendas. The Action has selected municipalities from four partnering countries in the Horn of Africa to address the dual challenges of the rising number of displaced people and wider urbanisation.

It is divided in three components: a regional network and dialogue, and two pilot projects (one in Koboko, Uganda and a second in Assosa, Ethiopia). All three components aim to equip secondary cities with tools to increase the safety and well-being of displaced populations and their host communities in urban or peri-urban settings. By providing knowledge and technical assistance to local authorities and increasing the participation of displaced persons and host communities in the city's economic and social life, the project seeks to reduce inequalities between these groups and improve their living conditions.

The project is financed by the EUTF for Africa, which provides joint, flexible, and quick support to complement political dialogue, development cooperation programmes, humanitarian assistance, and crisis response assistance. This support is always in close cooperation with the beneficiaries.

Cities Alliance is the global partnership fighting urban poverty and promoting the role of cities. With its Global Programme on Cities and Migration, Cities Alliance has made a long-term commitment to support secondary cities in low-income countries that are managing large inflows of migrants and refugees.

Components of the Action

Component 1: Regional Network and Dialogue

Secondary cities with between one and five million inhabitants are expected to grow by 460 million from 2010 to 2025, compared to 270 million for megacities. Most of this growth is in developing regions (Roberts 2014).

The first component responds to the needs of secondary cities in the Horn of Africa that are currently experiencing a high influx of refugees and involuntary migrants seeking access to social services, housing, livelihoods, and basic support. It establishes a regional network and platform for dialogue among seven secondary cities: Arua and Koboko in Uganda, Kakuma-Kalobeyi in Kenya, Assosa and Jigjiga in Ethiopia, and Gabiley and Boroma in Somalia.

The network and dialogue are supporting secondary cities in strengthening their voices and bringing national and international attention to their needs. The cities also have the opportunity to advocate at global debates such as the Global Refugee Forum, which increases their international presence, improves their technical knowledge and capacities, and helps them play their fundamental role in successfully implementing global agendas.

The Action includes refugee and host community representatives in the dialogue, allowing them to discuss their needs, challenges, and potential solutions with the appropriate municipal, national and regional actors and engage in local planning activities. Peer learning with neighbouring cities facing similar challenges is informing cities on solutions for improving living conditions and opportunities for both refugees and host populations, reducing the risk of conflict, and providing access to basic services for all vulnerable city residents.

Cities Alliance is implementing the regional network and dialogue component. At least five peer-learning events, hosted by partner cities and facilitated

by Cities Alliance, are being organised to include displaced and vulnerable host communities in urban policy discussion. The events feature a discussion of cities' needs and a technical training session to meet the identified needs.

This report documents the third peer-learning exchange in Kampala, Uganda following the first exchange in Arua, Uganda in March 2021 and the second exchange in Addis Ababa, Ethiopia in November 2021.

Cities are the first point of entry for most migrants seeking work and shelter, and where they will attempt to integrate and realise their aspirations for a better life. Whether they do so, or live excluded from opportunities in the city, depends on how a city responds to migration.

Component 2: Support to Koboko Municipality

The second component of the Action responds to the current need to provide direct support to municipalities hosting a significant number of refugees. It supports the Koboko Municipal Council to improve municipal urban planning and service delivery. The Koboko Municipal Council is implementing this component with technical support from ACAV.

According to a 2018 study initiated by the International Cooperation Agency of the Association of Netherlands Municipalities (VNG International), self-settled refugees make up about 26 per cent of Koboko's estimated population.⁷ The study also underscores that insufficient local budget allocation is impacting the municipality's ability to deliver adequate public services.

The initiative is strengthening local structures instead of creating parallel support systems. On a broader level, it is directly involving urban authorities to strengthen the inclusion and participation of displaced persons in the economic and social life in urban settings across the region. It is also improving livelihoods and greater access to quality basic services for refugees and host populations in select urban settings.

⁷ VNG. 2018. Survey Highlights on Self-Settled Refugees in Koboko Municipal Council Empowering Refugee Hosting Districts in Uganda: Making the Nexus Work. Available at: <https://www.vng-international.nl/wp-content/uploads/2018/12/NEXUS-Summary-Self-settled-refugees-Koboko-MC-nov-2018.pdf>



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It is also worth mentioning that people from the host communities are benefiting from the presence of the refugees. Some of them, including tailors who can afford their living in the urban centres, are employing refugees and host community members.

- Harriet Dozu, Social Worker and Host Community Representative in Koboko

Component 3: Promoting Inclusive Urban Development in Assosa, Ethiopia

The third component of the Action provides direct support to Assosa Municipality. Implemented by the IRC, it is strengthening public, private, and civil society service delivery capacities, resources, and infrastructure for host communities and displaced populations in Assosa's urban and peri-urban settings. Assosa is a central crossroads for migrants within Ethiopia or along the northern migration route, and its population has almost tripled in the past 12 years, straining access to basic services.

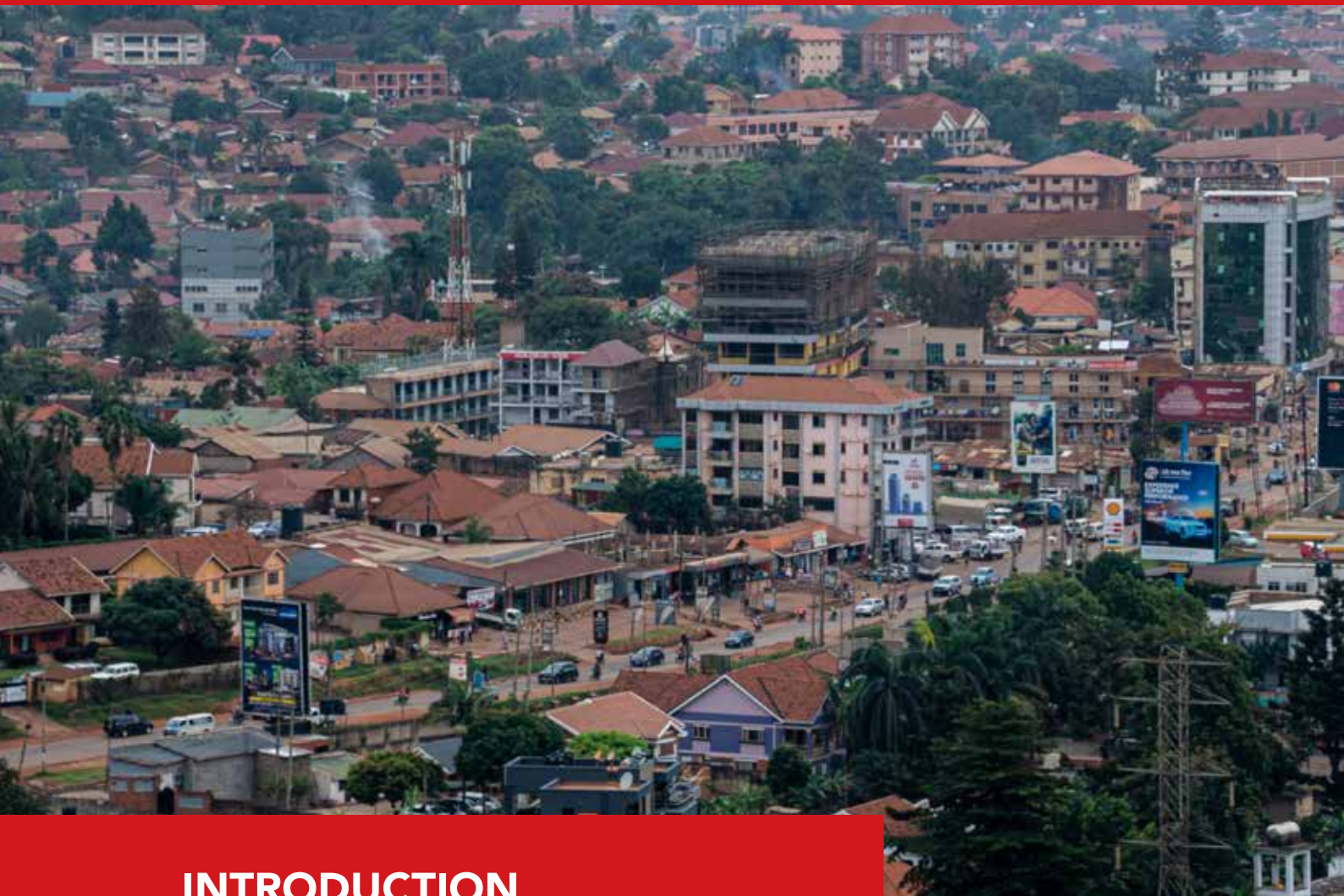
One of the least developed urban areas in Ethiopia,⁸ Assosa hosts five refugee camps. International interventions mainly target refugees and some small surrounding host communities, leaving room for potential conflicts over already scarce resources.

Relationship-building and technical assistance to local authorities can create pathways for more inclusive community engagement, strengthening systems and urban planning.⁹

This component's activities are providing greater access to quality basic services, including water and sanitation, health, waste collection, and protection for displaced and host populations in Assosa. Better access to services will enhance social cohesion and community dialogue and help promote socio-economic development. The component is also strengthening the inclusion and participation of displaced persons in the city's economic and social life.

⁸ EUTF Action Fiche for the implementation of the Horn of Africa Window T05-EUTF-HOA-REG-67.

⁹ Ibid.



INTRODUCTION

Opening Remarks

Nadia Cannata, EU Representative

Strategically, and as a donor, this programme is very important to us. This is the third event of the Action, and you all already know each other.

It is a fact that an increasing number of refugees are moving to urban areas, and secondary cities receive the most refugees. There is a clear need to ensure integration and social cohesion in these cities, but also to ensure that they can provide enough basic services to their population. Secondary cities are playing a very important role not only in migration, but also in urbanisation in general. At the EU, we are more and more working on programmes that specifically target the needs of secondary cities, even beyond the migration issue.

Therefore, as representatives of secondary cities, you are playing a central role while, unfortunately, you tend to be underfunded – this is a clear issue. You also need to have a voice that goes beyond the local level.

This is exactly the reason why this type of programme is important to us, because this platform will be helpful to bring the dialogue at the global level. We know that this programme can help you to advocate for your needs, to learn from each other, and to promote your best practices and exchanges on it. The EUTF objective is to invest in people, communities, and authorities all together, and this is exactly what we have around the table today. We would like to continue to promote these types of partnerships.

Samuel Mabala, Cities Alliance

I would like to welcome you to this important event. This is the third peer-learning event organised by Cities Alliance as part of the CRRF Action financed by the EUTF.

As just mentioned, refugees are mostly found in urban areas. When a city is hosting refugees, the city needs to adapt and to plan for this new population. Local authorities, refugees, and host communities need to work together and exchange with each other. The dialogue component of the CRRF Action allows cities from four countries from the Horn (Somalia, Ethiopia, Uganda, and Kenya) to find out and exchange their local and national best practices. This provides an opportunity for the mayors to learn from each other and to share experiences.

Through the previous learning event, for example, the concept of the Municipal Development Forum (MDF) has been shared and brought to the attention of all the mayors from the network. Cities Alliance, through this action, is encouraging mayors to establish MDFs in all their municipalities. MDFs act as a tool for local integration, as they allow refugees to be represented at the local level along with mayors and local authorities. Through this platform, they can exchange on their key issues and needs with the local authorities. These discussions can solve many problems and provide a sense of local integration and inclusion for refugees. For example, in Arua, because of the MDF discussions, refugees have been invited to sit in on the executive committees of local schools and take part in the discussions and decisions for the schools and the students.

Cities Alliance is also currently promoting a campaign to bring on board various partners, national governments, and local governments to recognise and respond together to the needs and protection of urban refugees.



Nyoka Mary, Refugee Representative, SSURA

Refugees in most of the cities are self-settled. In Uganda, most of them are coming from South Sudan. The Refugee Act states that refugees are welcome in Uganda and have freedom of movement from the settlements. That is why most refugees reach the urban centres. The reason is that in the urban centres, there are opportunities for the refugees.

However, in the urban centres, the experience for the refugees is challenging. Refugees in the urban centres are not legally recognised. This is the major problem. Refugees can benefit from the services of the city, but they are not included in the budget of the city. Refugees should be accounted as any other citizen so we can be included in the planning processes and not overburden the cities and the availabilities of public services. This would also help regarding social cohesion as we would not feel that we are creating competition on services.



Harriet Dozu, Host Community Representative, Koboko

I would like to take this opportunity to mention the blessing that Koboko has received in the past year. Koboko Municipal Council mayor is now the president of all the mayors in Uganda, and this is a blessing for us. Koboko's people are also blessed as the urban refugees we are hosting are refugees with whom we share common languages. This is a blessing which make us very comfortable with the refugees that we are hosting.

In the last five years, we never had any issues because we believe that they are our brothers and sisters. We would like to thank Cities Alliance for having given us the opportunity to express ourselves as refugees and as host communities. This is the only way that we can use an opportunity to express our challenges and be heard.

Solomon Sonko, Office of the Prime Minister, Uganda

First and foremost, as government, we thank the EU for funding this programme on inclusive urban development and mobility, focusing on refugees. Uganda has the highest number of refugees in Africa, many of whom have settled in cities and municipalities. This has therefore overstretched services in the cities and rural refugee settlements. Government is aware of the infrastructural support that has been provided under this programme in Koboko and Arua, in the spirit of expanding service delivery beyond government reach. We are grateful for this complementarity.

We also welcome our sisters and brothers from IGAD, sister countries, UCLG and other international organisations. Uganda is privileged to host this dialogue for the second time in a span of about one-and-a-half years. Please feel at peace and enjoy the peaceful Kampala city.

As you may be aware, the Ugandan legal framework on refugees emphasises the settlement approach to refugee management. Yet, this EU intervention is urban focused. Its therefore our expectation that positive lessons learnt and documented so far from this programme will be shared with the Government of Uganda to influence our Ugandan refugee legal narrative to prioritise both the rural settlement and urban refugee situations.



The current situation of displacement in the Horn of Africa is characterised by continuous influxes and protracted nature of response. In Uganda under the CRRF, we believe that a regional approach to tackling the cause of forced displacement in the countries of refugee origin is the most appropriate durable solution to forced displacement. We therefore wish to send our prayers to this meeting, IGAD and the EU that you consider interventions in tackling the cause/effect dimensions of forced displacement in the Horn of Africa.

On the other hand, refugees are an opportunity. They are a human resource factor of production and, if well programmed, a source of development both in the rural camps/settlements and urban areas. Can we therefore in this dialogue brainstorm on how we can nurture the opportunity of making refugees human resource development-oriented?

Of recent in Uganda and in respect to the theme of this meeting – conceptualising urban planning and integration in an era of urbanisation and displacement – a number of former municipalities, including Arua, were upgraded to cities. There are also other policy reforms earlier developed on urbanisation. It is therefore important that this programme on inclusive urban development and mobility aligns with existing and ongoing reforms, including expanding on the scope of target within the beneficiary cities.

Tour de Table

Once the opening remarks concluded, the members of the network took turns sharing their expectations for the learning exchange. This is the third time the network has met, and so members were eager to follow each other's progress and see how activities are developing. Many noted that they appreciated the network's focus on taking action and seeing concrete results unfold.

They also expressed an interest in learning more about urban expansion, how cities can increase their capacity to respond to the needs of communities and improve service delivery, how to build on the achievements of the projects, how to track the impact on communities and Community Business Organisations (CBOs), how the issues raised at the learning exchange can feed discussions at the national level, and how the network can become a platform where cities can speak for themselves without relying on others to make commitments on their behalf.



“

We are able to see every time we meet, those action points that are developing from this network.

- Trinity Ceaser Draecabo,
president of the Arua CDF



“

A key philosophy which underpins everything the Cities Alliance stands for is exemplified in this programme, that is in a world with so many conflicts and so much division, the more people talk to each other, the bigger the networks that are created, the better chance we have moving forward.

- Julian Baskin, Cities Alliance





UPDATES ON THE ACTION

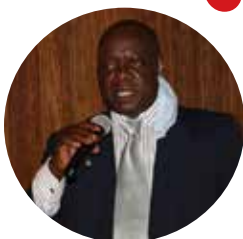
Component 1: Regional Network and Dialogue

Cities Alliance Urban Analyst Florence Lozet provided an overview of progress made on this component since the last peer-learning event in November 2021, organised by outcome.

Outcome 1: Inclusion of displaced persons and vulnerable host communities in urban policy development is strengthened for a greater social cohesion and conflict.

At the first peer-learning event, participants from partner cities were introduced to two key instruments for improved

local integration: the Municipal Development Forum (MDF) and Community Upgrading Fund (CUF). They also embraced the idea of building an inclusive network assembling participants from civil society, local, regional, and national leaders. They agreed that the network would be a good start to adopting a more strategic approach to disparate discussions taking place on refugees at various levels and helping those discussions feed into each other.



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In Uganda, after all the discussions, the work with the mayors through the network, the new available data, a window has been opened to reframe the narrative and include urban refugees in discussions.

- Solomon Sonko, Office of the Prime Minister



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“It is time that the Ugandan Refugee Act is revised to include urban refugees.”

- The Hon. Sanya Wilson, Mayor of Koboko Municipality

The programme has produced two knowledge products supporting this outcome: a report documenting the discussions at the first learning event in Arua,¹⁰ and a technical paper on both instruments and how to promote best practices to enhance social and economic transformation in secondary cities.¹¹

Outcome 2: Understanding and skills of local administrations and city stakeholders for addressing urban displacement are improved through regional awareness and networking with other secondary cities in the Horn of Africa facing similar migration dynamics.

Four peer-learning events are being organised under this outcome. At the first workshop in Arua, participants identified fundraising and financing as a critical issue. In response to this need, the Action's second peer-learning event focused on the topic Mobilising Resources: Domestic and International Frontiers for Funding and Support. The event was organised in Addis Ababa and co-hosted by Jigjiga Municipality and the University of Jigjiga.

50 participants from the seven partner municipalities participated and were trained on the topic of integration and resource mobilisation in cities in developing contexts. One-on-one follow-up calls have been organised with technical expert Dr. Caroline Kihato to help the municipalities tailor fundraising strategies.

The theme of the third learning event in Kampala in March 2022 – conceptualising urban planning and integration in an era of urbanisation and

displacement – was selected after brainstorming and an event survey with network participants. The objectives of the event, which is documented in this report, involved working on developing MDFs in all of the participating cities; institutionalising the network of cities and reflecting on its action plan, governance mechanisms, and financing strategy; and holding a technical session on urban expansion.

Cities Alliance also launched a Call for Papers in partnership with the Action's partner cities to identify, compile, and disseminate best practices, methodologies, and strategies on migration and refugee management in secondary cities (see separate section in this report).

Two publications have been produced to disseminate knowledge from the emerging regional network and dialogue: An overview of the discussions at the peer-learning workshop Addis Ababa in November 2021,¹² and a case study technical paper promoting best practices to improve integration and fundraising strategies.



“

This event is very important because it acts like an amplifier to understanding what happens. For example, as executive director of SSURA, I am able to learn how to fundraise and how to do proposals. Also, this event will help us understand that integration is very key because being a refugee does not mean that life is hopeless. Now I have understood that we can integrate, cooperate, and stay like a citizen and have a better life. So, when I go back, I am going to pass this same message to my fellow South Sudanese that we have a better life to live, and we should work together with the host community and local authorities.

– Malish Bonjira Asu, Refugee Representative, Executive Director, SSURA

¹⁰ A report documenting the discussions at the Arua learning event is accessible at: https://www.citiesalliance.org/sites/default/files/2021-08/CitiesAlliance_AruaWorkshop-Report_2021.pdf

¹¹ The technical paper is accessible at <https://www.citiesalliance.org/resources/publications/cities-alliance-knowledge/municipal-development-fora-and-community-upgrading>

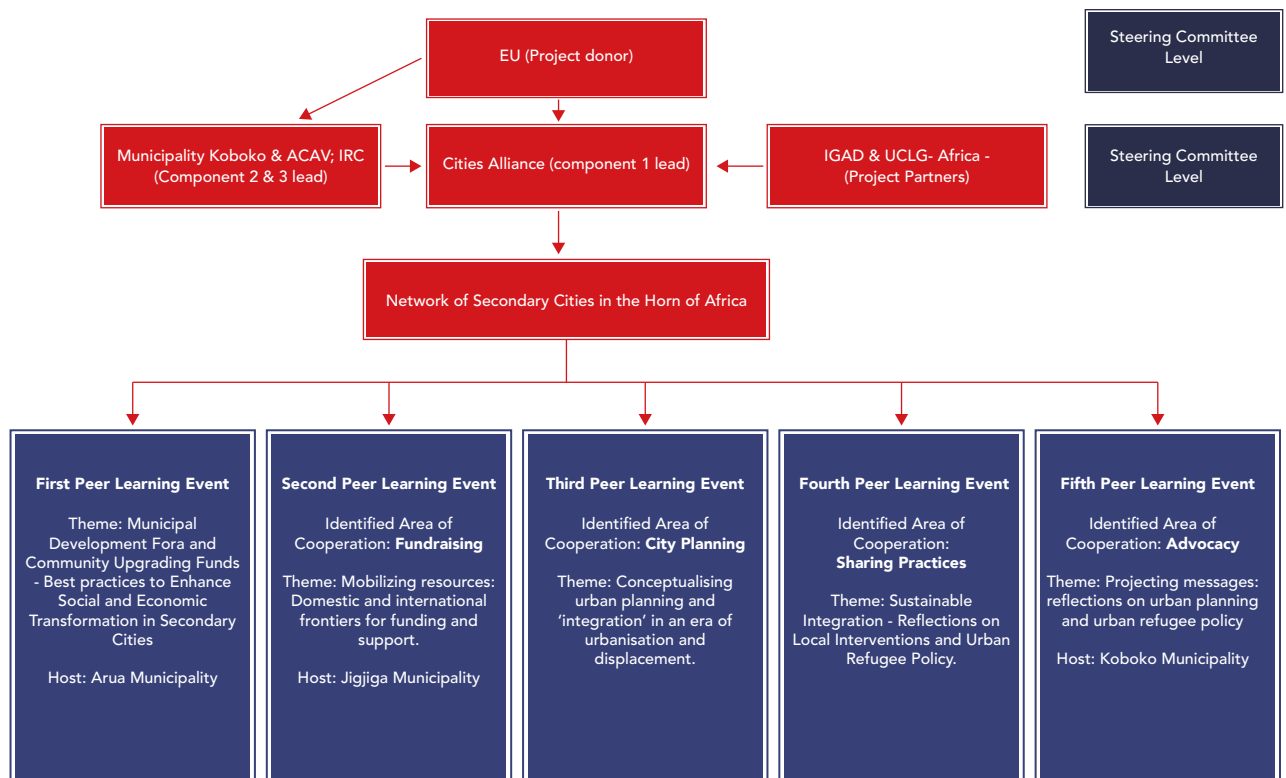
¹² The report on the Action's second learning event, held in Addis Ababa in November 2021, can be accessed at: <https://www.citiesalliance.org/sites/default/files/2022-04/Cities%20Alliance%20Migration%20Addis%20Ababa%20Workshop.pdf>

Outcome 3: Structured peer network of secondary cities in the Horn of Africa with a significant migration and refugee dynamic formed.

A governance structure for the regional chapter of this network has been designed (see Figure 1). As per the

cities of the Action, there is an urgent need to foster partnerships and networking within the East Africa region to share responsibilities towards refugees and host communities.

Figure 1: Governance structure of the regional network of secondary cities



After two peer-learning events, participants are committed to enhancing and sustaining a forward-looking regional network and dialogue platform. Reflecting the 'localisation of migration governance' in cities and regions across the world, the network recognises the possibilities and challenges facing non-capital cities in an era of rapid urbanisation, displacement, and other, multiple forms of human mobility. It seeks to become a distinctive, regionally relevant platform oriented to the need for comparative perspectives centred on the shared challenges and opportunities presented by the region's varied forms of mobility: migration, urbanisation, and displacement.

The participating cities, IGAD, and UCLG Africa demonstrated their support for institutionalising the network. It provides local authorities with opportunities for peer-to-peer learning, networking, and exchange of practices and also establishes a platform to interact with states. There is a need to ensure a continued and sustainable involvement of cities.

The programme is currently working with technical expert Dr. Loren Landau on institutionalising the network, including a five-year strategy and financing mechanisms. Three dedicated sessions¹³ on this issue have already taken place, with more planned.

¹³ The three dedicated sessions on institutionalising the regional network of secondary cities were held on 24 March 2021, 2 November 2021, and 28 March 2022.



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Regional partnership and networking are central to answer to the needs of urban refugees. We would like to use the CRRF Action and the IGAD support platform to follow up on the global refugee pledges with a regional approach.

- Solomon Sonko, Office of the Prime Minister of Uganda

Outcome 4: The role of secondary cities in managing significant migration and refugee dynamics is advocated to state and regional actors in the Horn of Africa to improve effective local management of forced migration.

Secondary cities from the Action are accessing new opportunities to advocate for their needs at global events. In 2021, Cities Alliance supported five secondary cities – Arua, Assosa, Koboko, Gabiley, and Kakuma – to participate in two global events around the implementation of the Global Compact for Safe, Orderly and Regular Migration (GCM) in Africa and the Global Compact on Refugees. The first was a side-event co-organised with IGAD and UCLG Africa at the African review of the GCM in August, and the second was the Cities Review of the GCR hosted by UNHCR in September. The cities shared their experiences with integrating migrants and refugees, the challenges they

face from migration and displacement, and how they are implementing global migration agendas.

The pledges and recommendations from the GCR session feature in the report on the High-Level Officials Meeting (HLOM) 14–15 December 2021. This was a significant opportunity for secondary cities in Africa; it was the first session dedicated to secondary cities in an event related to the implementation/review of the GCR.¹⁴

In May 2022, Cities Alliance, IGAD and UCLG Africa co-hosted a session on the role that secondary cities can play in promoting and providing durable solutions to migration and forced displacements. The session focused on the key message that strengthening the capacity of local authorities to deliver services and undertake contingency planning will help refugees and their host communities benefit from better services and a better quality of life.

Component 2: Implementing the CRRF in Koboko

Bongo Patrick, Head of Programmes at ACAV and manager of the pilot project in Koboko, provided an update on the progress of the project by output. ACAV is providing technical support to eight community-based organisations (CBOs) to implement activity plans, public finance management and audits, grant management and compliance, monitoring supervision and evaluation, communication, visibility plans, and narrative and financial reporting.

The CBOs are working closely with the Koboko Municipal Council (KMC) on the activities. They have made significant progress in just a year and a half, especially in terms of infrastructure construction and capacity building; they have managed to implement 92 per cent of the first year's activities despite challenges, including the Covid-19 pandemic.

¹⁴ More information is available on this article at: <https://www.citiesalliance.org/newsroom/news/cities-alliance-news/horn-africa-cities-contribution-migration-agendas>

Output 1.1: Innovative, inclusive, and participatory urban planning and policymaking are promoted through a multi-level governance approach.

- Two out of three policy documents have been developed: a five-year Municipal Development Plan for 2020–2021 through 2024–2025, which is under review by the National Planning Authority; and a 20-year Comprehensive Physical Development Plan for 2020–2040.
- A Koboko Municipal Annual Plan for FY2021–2022 has been developed and approved by the KMC, with a second for 2022–2023 in progress.
- Three capacity building trainings have been organised to mainstream gender, age, disability, and inclusion of refugees in urban planning and management of public spaces, benefitting 142 municipal staff (48 female and 94 male), more than the planned 106.
- 60 Municipal Council and Division Councillors have been trained in inclusive urban planning and policy making (23 female and 37 male); this is 13 more than originally anticipated.

Output 1.2: Inclusion and protection mechanisms for vulnerable refugees and host communities established and enforced in urban planning and service delivery.

- 72 para-social volunteers (35 female and 37 male) have been trained to enhance community-based protection and human rights promotion. The volunteers include 27 refugees.
- 45 Municipal Council, Justice Law and Order Sector (JLOS), and CBO staff have built capacity

to integrate protection and human rights in urban planning and service delivery.

- Six sets of materials on key protection and human rights have been designed and disseminated.
- KOCISONET and SSURA organised three community outreaches with JLOS representatives on protection and human rights that reached 689 refugees and host communities in 2021 (425 female and 264 male).
- Three awareness and advocacy campaigns on protection, human rights and peaceful co-existence were conducted for World Water Day, World Refugee Day, and White Cane Day.

Output 1.3: Service delivery in Koboko Municipality is efficient, inclusive, responsive and non-discriminatory.

- KMC and ACAV organised two trainings in public financial management for KMC and CBO staff to strengthen service delivery and grant/financial management.
- The municipality and CBOs are providing services to refugees and host communities.

Output 2.1: Improved access to inclusive and quality education services for refugees and host communities in Koboko Municipality.

- The project has expanded and equipped existing and new infrastructure in 10 primary schools, four secondary schools and one technical institute.
- 24 of 49 schools have strengthened management and governance, with 137 staff trained so far (37 female and 100 male).



Community members attend an outreach on human rights concerns hosted by JLOS in Koboko, July 2021.
Photo: ACAV

Output 2.2: Improved access to and utilisation of quality health services for refugees and host communities in Koboko Municipality.

- Koboko's health infrastructure is being expanded and existing facilities equipped.
- Health personnel have strengthened capacity to provide integrated health services.



Mental health unit at Koboko Hospital under construction. Photo: ACAV



Completed drainable latrine at the Koboko Trauma Healing Centre. Photo: ACAV



Ongoing construction of modern abattoir in Koboko. Photo: ACAV



Koboko Health Centre III. Photo: ACAV

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The new Koboko Municipal Health Centre III has been established and will soon be operationalised because of the support from the EU Trust Fund, and it's going to help the municipality decongest the health services that are being sought for by refugees in hospital.

- Bongo Patrick

Output 2.3: Improved access to and utilisation of public hygiene and sanitation facilities in KMC.

- Two of eight new drainable public toilets have been completed.
- A modern abattoir is being constructed and operationalised with much greater capacity than the old one.

Output 2.4: Disease prevention, including Covid-19 preparedness and response plan supported.

- The Koboko Municipality and District Covid-19 Preparedness and Response Plan has been completed.
- Capacity building training has been held for 144 community-based Covid-19 surveillance members.
- Communication campaigns on Covid-19 awareness, prevention and risk have been undertaken.

Output 2.5: Enhanced livelihood opportunities for refugees and host communities to mitigate the socio-economic effects of Covid-19.

- Two out of an expected five shaded satellite markets are under construction.
- 30 out of 60 women groups have been trained and supported with business start-up stock.
- 70 out of 300 vulnerable households have been trained and supported with inputs to practice urban farming.



*Before (left) and after (right): satellite market shades under construction in Koboko.
Photo: ACAV*

Component 3: Implementing the CRRF in Assosa

The pilot project in Assosa is implemented by the IRC. Representative Jemal Muhamed gave an update on the project, which focuses on WASH, health, and protections for women. It continues to improve WASH service provision and facility monitoring, expand health services for both host and refugee communities, motivate health professionals, and strengthen protections for victims of gender-based violence (GBV).

Increasing water production

This is the largest part of the project in Assosa, and the activities to expand the town's water supply and improve sanitation continue to progress apace.

- *Drilling and rehabilitating boreholes.* So far, one borehole out of the planned three has been drilled, and the first of two boreholes has been rehabilitated.
- *Upgrading Assosa's existing water distribution line.* Material and labour for this part of the project have already been procured, and the implementation is underway.
- *Constructing sanitation facilities at Assosa General Hospital and two health centres.* Two of the three facilities have been completed, including patient toilets, septic tanks, limited water tanks, and

facilities for washing clothing and hands. Work at the remaining health centre is near completion.

- *Training for workers in health facilities.* Non-health staff have been trained on how to clean the facilities.
- *Capacity building for the Assosa Town Water Supply and Sewerage Enterprise (ATWSSE).* Water distribution is managed at the town level, and the municipality needs the capacity to provide aggregate service for the community. The project provided training for staff as well as equipment and materials, including 158 generators.

Expanding health services

The project has provided infrastructure support to Assosa General Hospital, which serves both refugees and host communities and was identified as a priority by the local government. Construction of two blocks at the delivery and maternity wards are nearly complete,

and preparations are underway to hand over the facility to partners. The project has also provided medical equipment and supplies for the hospital, as well as capacity building training and supplies for health workers and offices.

Strengthening protection mechanisms for GBV survivors

IRC is known for its work on GBV, both in Assosa and with refugees. Using expertise it developed at the camp level, IRC is engaging the community and raising awareness of GBV through a mass information campaign and community discussions for both refugees and host communities. These have included 16 days of activism and an event on International Women's Day.

The project has established a one-stop centre at Assosa General Hospital to support victims of GBV and is building the capacity of partners with training and materials.



New laundry facilities at Assosa General Hospital constructed through the project. Photo: IRC



Delivery block under construction at Assosa General Hospital. Photo: IRC



TECHNICAL SESSION: MDFs IN ACTION

At the first peer-learning event, cities participating in the network were introduced to MDFs (also called City Development Forums, or CDFs) and how they can foster participation and inclusion in city planning, policy making, and budgets. This follow-up training session aimed to help participants develop a clear road map and action plan for establishing MDFs in their respective cities. Samuel Mabala, Cities Alliance's country urban adviser for Uganda, presented at the session, with technical inputs from Trinity Ceaser Draecabo, president of the Arua CDF.

Cities then split into groups to develop their plans, with timelines for the key activities needed to form an MDF. These activities may include establishing a secretariat in the city to coordinate stakeholder mobilisation, convening the first multistakeholder assembly to discuss and adopt a charter, electing an executive committee, inaugurating and launching the forum, establishing technical working groups, and planning for the executive committee's monthly engagements. At the end of the session, the cities presented their road maps and action plans.

Lessons from Uganda's Experience with Municipal Development Forums

Cities Alliance has supported MDFs in Uganda for over a decade. From an initial five, 26 Ugandan municipalities now have MDFs. They have had positive impacts, especially on secondary cities struggling to integrate large numbers of refugees. Cities Alliance's Samuel Mabala noted that the MDFs in Uganda have:

- Actively influenced and increased citizens' participation in the implementation of government programmes and projects.
 - Responsively promoted and increased transparency and accountability.
 - Actively influenced the prioritisation of government programmes geared towards improving urban governance, growth, and development.
 - Played a critical role in enhancing a sense of community ownership of government projects and programmes through participation and active engagement.
 - Promoted a bottom-up approach to planning that is key in the context of decentralisation.
 - Played a critical role in tapping leadership potential among members. For example, some former members and leaders of urban or municipal forums have gone on to take up political leadership positions representing their constituencies in parliament.
 - Acted as an effective vehicle for information-sharing among urban residents.
 - Acted as mechanisms of conflict prevention by providing a space for discussion.
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TECHNICAL SESSION: GOVERNANCE AND SUSTAINABILITY OF THE NETWORK IN SECONDARY CITIES IN THE HORN OF AFRICA

Dr. Loren Landau, Technical Advisor to Cities Alliance and Professor of Migration and Development at Oxford, is working with the programme on institutionalising the network of cities that is being built through the Action. At the previous learning event in Addis Ababa, Prof. Landau led a technical session on how to frame integration initiatives. At the end of that session, Prof. Landau asked participants to reflect on specific, multi-sectoral municipal interventions to promote inclusion, and the kinds of conversations, dialogues, and networking events that would help them realise their goals.

This session on network governance and sustainability continues the discussion and looks at the next steps. Prof. Landau opened with a presentation on identifying network priorities, potential challenges, and modalities. The following summary outlines the key points of Prof. Landau's presentation on designing a municipal migration network for the Horn of Africa and an accompanying note he wrote to support the technical session.



Priorities for the Network

After a series of initial meetings, participants are deeply committed to enhancing and sustaining a forward-looking regional network and dialogue platform. The network recognises the possibilities and challenges facing non-capital cities in an era of rapid urbanisation, displacement, and other, multiple forms of human mobility. It seeks a distinctive, regionally relevant platform oriented to the needs for comparative perspectives centred on the shared challenges and opportunities presented by the region's varied forms of mobility: migration, urbanisation, and displacement.

The network's future rests on "seeking solutions together for common forms of problems."

These include:

- Identifying the prerequisites for proactive municipal responses to human mobility;
- Developing locally appropriate metrics and mechanisms to promote social cohesion within their municipalities;
- Becoming nodes for national dialogue among municipalities; and
- Seeking opportunities to attract national and international attention and resources.

Participants further envision the dialogue as providing a platform for developing advocacy and policy positions to better influence policy frameworks and donor agendas across multiple scales. It should also serve as a clearing house for relevant information (e.g., funding opportunities, events, political processes) and provide added value to individual members seeking resources to strengthen their respective cities response to mobility.

This means working to normalise migration and displacement within urban planning processes and deliberations affecting urban planning at multiple scales. That is, shifting from framing migration and displacement solely as crises or emergencies, to building mechanisms to predict and plan for them. It also means recognising that migration and displacement cannot be addressed as stand-alone issues, but transversally intersect with almost all municipal planning priorities.

This network substantively aims to benefit people displaced by conflict, war and climate while simultaneously securing urban futures for long-term residents, transient populations, and more recent arrivals. It works from the explicit position that beyond short-term humanitarian aid, assisting displaced populations means strengthening the cities where they live.

The network's institutional goals – the means of achieving its substantive goals – are manifold and complementary. At its core, it intends to promote innovation, learning, and the identification and adoption of best practices. It will do so by, inter alia:

- Building relationships and capacity among secondary city administrations. This includes not only specialised intervention capacity, but project management, fundraising, and advocacy.
- Building productive relationships among municipal administrations, civil society, the private sector, and international actors.
- Supporting research mobilisation and conceptualisation for urban planners and humanitarians. This includes disseminating knowledge and norms at multiple scales, both within the network and to relevant actors beyond it.
- Domestic and international norm setting, including the incorporation of municipal authorities into national, regional, and global policy making.

- Influencing and potentially reshaping the content and character of international debates and networks on municipal migration management and development. This means equitably promoting the profile of mayors, municipal authorities, and residents (including displaced populations) to diversify voices heard on national, regional, and global platforms. Such diversity should not only be geographic, but where possible reflect the composition of the region's population in terms of gender, language, and religion, among others.
- Build on existing platforms as IGAD and UCLG-Africa to eventually integrate the network and its objectives into these institutions who both co-chair the network since 2020.

These substantive priorities and operational modalities have implicitly shaped the network during its initial gatherings. Here, we aim to identify a series of institutional priorities and potential challenges in sustaining this network, while recognising the priorities of a region in which municipalities face acute challenges and can call on only limited financial and administrative support from national bodies. This speaks to potential governance structures and priorities for developing the existing network beyond its initial phase, including considerations that can inform a five-year strategy and action plan with a respective financing plan and fundraising targets.

Maximising Possibilities, Avoiding Potential Pitfalls

A network of this kind offers innumerable possibilities and trade-offs. This section outlines a series of these and offers suggestions for moving forward. Rather than definitive, they are intended as points for deliberation among existing network members and leadership.

Social cohesion and mobility planning are at the core of this network's activities. However, working towards these goals can follow multiple paths with the network, emphasising a variety of sub-priorities. Each of these represents a mix of pragmatic and principled choices. They include focusing on migration or displacement vs. mainstreaming; regional/global visibility or national action; and mayoral leadership vs. the whole of government.

Migration/displacement focused vs. mainstreaming

There are a series of municipal networks whose sole emphasis is on promoting the visibility and welfare of migrants within their respective communities. Such groups often emphasise building a culture of hospitality or inclusion and/or seek to identify and address the specific obstacles refugees and migrants face in accessing core services (e.g., health and education) or markets (e.g., labour and jobs). It is worth noting that nearly all of these networks focus almost exclusively on international migrants, with a smaller subset (or subset of the networks) addressing the needs of refugees and asylum seekers. This is a potentially appealing

strategy as it provides a distinct focus, can help attract international funding, and provides a narrow focus for learning and engagement.

Many of the reasons that benefit migration-centric networks also work against their potential effectiveness. Most obviously, they tend to concentrate on a legally defined group (refugees, immigrants, undocumented migrants) to the exclusion of other populations facing similar challenges. Across the Horn and East Africa, such legal definition often correlates poorly with people's experiences. Many IDPs are not bureaucratically recognised as such, and there are often relatively few international migrants or refugees.

More significantly, there is little ethical or practical justification for considering one category of vulnerable migrant when there are others (migrants and long-term residents) who face similar challenges. Services oriented towards one group at the exclusion of others – especially others who consider themselves citizens or locals – can also politically backfire (see Landau et al. 2016).¹⁵ The primary reason for such categorical focus is to attract the financial, human, and institutional resources of organisations and agencies oriented towards migration and displacement, per se.

As such, the network will be well served by identifying the specific and relative needs of migrant populations and working to incorporate planning for migration across sectors. This may be done as an independent network of municipalities or, potentially, by creating subgroups within existing organisations or engaging other regional or global initiatives (see Stürner 2020).¹⁶

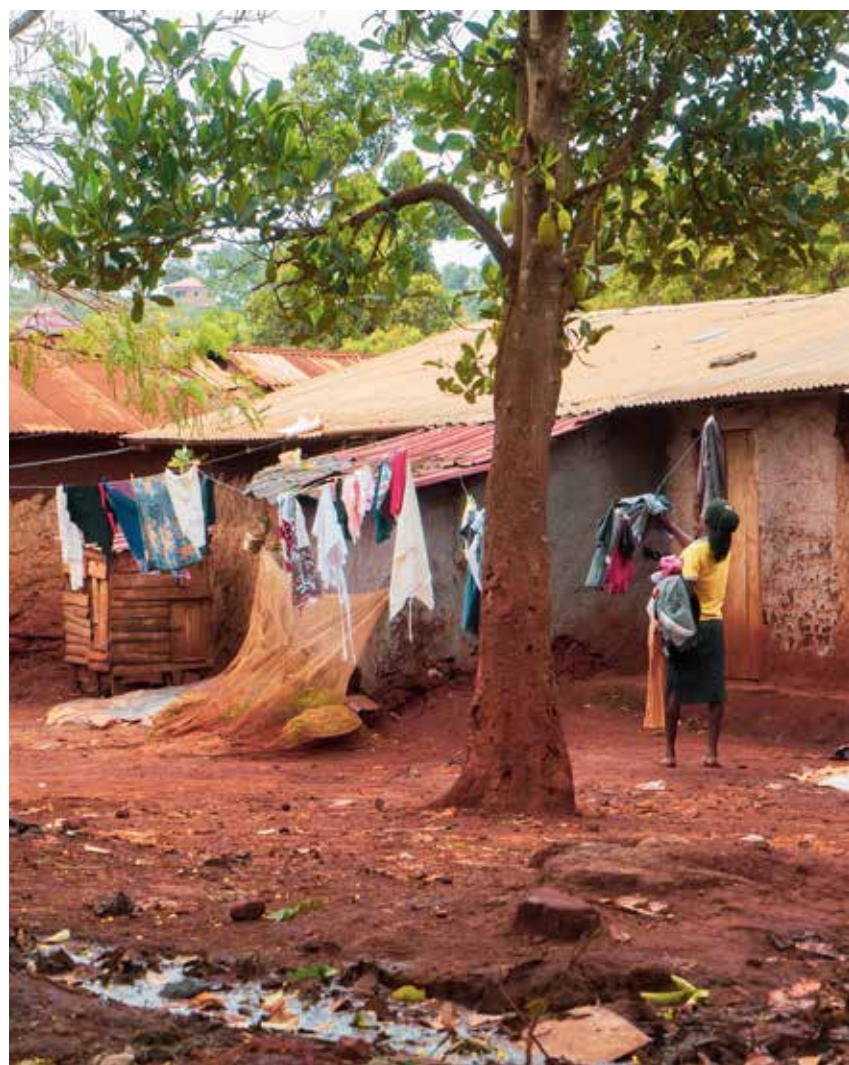
Regional/global visibility or national action

Humanitarianism is often a global effort with international organisations and agencies (e.g., UNHCR, the World Food Programme, the International Organization for Migration, CARE, and Save the Children) actively involved in the local delivery of food, services, or support. Regional governance and initiatives from the African Union, the East African Community, or IGAD similarly address questions of mobility and vulnerability. But while such processes are coordinated regionally or globally and internationally funded, municipal planning is by definition highly localised. Its success demands sophisticated "local literacy" of

budgeting systems, institutional configurations, and political sensitivities.¹⁷ Reforming localised ecosystems to promote migrant-aware planning is potentially done most effectively through a combination of municipal and national level interventions, including pressing for improved data collection, budgeting systems, housing regulation, and human resources.

Some networks have made a point of high-level international visibility, with mayors from the world's cities using global platforms to push for greater municipal voice in international forums and planning. Such platforms can also serve to "call out" national leaders and mobilise national support to address municipal challenges. They may also be valuable in global norm setting. The participation of African leaders (and others from the Global South) is also symbolically important and helps ensure that global proclamations and principles more effectively reflect a true diversity of perspectives and experiences. However, it is often difficult for mayors from secondary cities to participate and benefit from such engagements. Most evidently,

¹⁷ Kihato, C.W., and L.B. Landau. 2017. "Stealth Humanitarianism: Negotiating Politics, Precarity and Performance Management in Protecting the Urban Displaced." *Journal of Refugee Studies*, 30(3): pp. 407–425.



¹⁵ Landau, L.B., C.W. Kihato, J.P. Misago, and B. Edwards. 2016. *Becoming Urban Humanitarians*. The Urban Institute: Washington DC. <https://www.urban.org/research/publication/becoming-urban-humanitarians>

¹⁶ Stürner, J. 2020. *A New Role for Cities in Global and Regional Migration Governance?* Policy Paper produced for the Robert Bosch Foundation. <https://www.bosch-stiftung.de/en/publication/new-role-cities-global-and-regional-migration-governance>

they lack the financial means to pay the fees required or secure travel. They are also often saddled with technical and administrative challenges preventing them from capitalising on potential solutions and best practices proposed by colleagues. When they do participate, it is often “tokenistic” in ways that reinforce conceptual divides between well-endowed and upcoming municipalities.

While invaluable in international standard-setting and in promoting the influence of mayors and municipalities, such efforts risk producing proclamations with little practical consequences unless they are supported by local institutions and involvement (see Acuto and Rayner 2016).¹⁸ Where municipalities have independent sources of revenue and political authority, they may work autonomously to realise and localise these principles. This has been the case with New York, London, and (to some extent) Freetown and Kampala. It is less likely in smaller municipalities where there are few local sources of revenue, or where local political leadership remains otherwise dependent on national approval.

There are additional risks related to coopting local networks strongly embedded or aligned to regional or global initiatives. As Tomlinson and Harrison (2018) observe, the danger of “southern” networks oriented towards regional or global visibility is that they often remain dependent on both global framing of the issues and on global funding. This can be partially avoided through more horizontal arrangements, although care must be taken here too to avoid a form of cooptation where local networks remain programmatically framed by powerful donors or coordinating international organisations (see also Lacroix 2021; Bouteligier 2013).¹⁹

This network must recognise both the benefits of global and regional action and the necessity for national level networks to reform inter-governmental structures and mobilise domestic resources.

With this in mind, it should seek to operate at multiple levels, with less frequent but highly visible international gatherings and participation in global events. However, these should be closely linked to the development or strengthening of national networks (where they exist). Building a strong regional network will provide the material and technical foundations for engaging strategically with specialised networks, those operating in other regions, or global platforms.

To ensure that the network serves the interests of its members, *funding should be sought that is flexible and allows the network agenda to evolve along the interests and priorities of its members.* Ideally this funding should support only the operation of the secretariat and the continuation of regular meetings and capacity building interventions. It should avoid dispersing funds to its members or managing investments or municipal-level projects. International organisations should participate where appropriate, but as invited guests rather than agenda setters. They may, however, wish to engage the network as a mechanism to identify suitable interventions and to work with partners to strengthen proposals and project management.

Mayoral vanguardism or horizontal inclusion (bureaucratic, civil society, business)

Highly visible mayors (Michael Bloomberg from New York, Aki-Sawyer from Freetown) have been invaluable at attracting attention and credibility to their municipalities while building global profiles that open opportunities for them at multiple scales. However, the positive benefits of such high-profile activities are lessened where they are unsupported by municipal bureaucracies. Moreover, not all municipalities are in a position to globally market their cities’ relative success. This is especially evident when mayors take politically unpopular positions or make commitments that stretch already under- resourced municipal bureaucracies. When mayors leave office, these commitments often wither (see Caponio and Clement 2021).²⁰

Importantly, high profile mayoral appearances tend to emphasise sectorally specific commitments to refugees, undocumented migrants, women, or other categorical groups. While potentially important, this rubs uncomfortably with the recognition that mobility planning should be normalised across sectors. With these considerations in mind, *the network should work to involve, develop, and support a core group of leaders from across municipal government and promote their involvement with civil society and the private sector.* If possible, the network should seek to attract resources and show value add to encourage members to remain engaged over the long term. As in all of the network’s activities, there should be a strong emphasis on

¹⁸ Acuto, M. and S. Rayner. 2016. “City Networks: Breaking Gridlocks or Forging (New) Lock-Ins?” *International Affairs*, 92(5), pp.1147–1166.

¹⁹ Lacroix, T. 2021. “Migration-Related City Networks: A Global Overview.” *Local Government Studies*. doi: 10.1080/03003930.2021.1938553. Bouteligier, S. 2013. “Inequality in New Global Governance Arrangements: The North-South Divide in Transnational Municipal Networks.” *Innovation: The European Journal of Social Science Research*, 26(3), pp. 251–267.

²⁰ Caponio, T. and A. Clement. 2021. “Making Sense of Trajectories of Participation in European City Network on Migration: Insights from the Cases of Turin (Italy) and Saint-Etienne (France).” *Local Government Studies*. doi: 10.1080/03003930.2021.1885378.

securing active and visible participation from women, displaced and host populations, and other underrepresented linguistic, cultural, or political voices.

Sequencing

Advocacy, capacity building, fundraising, and promoting social cohesion are complementary priorities with mutually reinforcing potential. However, they each require technical expertise, financing, and human resources (most notably time). The necessity to attract funding to support further developments means promoting highly visible initiatives with short term pay-offs while slowly building capacity for longer-term or more politically sensitive areas of action. With the long-term goal of mainstreaming migration planning across government sectors and institutions and building inclusive, national networks, short-term emphasis should be on symbolic migration and displacement activities among “vanguard” cities.

Next Steps

The network’s success depends on continued investments from multiple parties in multiple forms. Most fundamental are the interest and energies of relevant municipal authorities. As such, the first step in developing a strategy is to ensure there is widespread agreement on the priorities, form, and sequencing outlined above. If there is broad agreement, there is a need to concretise a series of issues related to the governance and sustainability of the network itself. These include:



Leadership structure and representation

(who is qualified to participate, who is qualified to represent the network). This includes term limits, a code of conduct, membership selection criteria, and the specific obligations of office holders. A Terms of Reference should also include criteria for ensuring gender and geographic diversity within network leadership. As part of this discussion, the network must delimit roles between a professional secretariat (potentially managed by Cities Alliance) and rotating representatives from member municipalities.



Membership criteria (and who should be targeted for primary or affiliated membership to build regional strength) terms of membership. At present, membership quotas are set at four people per city. These include representation from the municipal government, the refugee and host communities, and the urban ministry. Membership is also open to representatives from IGAD, the EU, Cities Alliance, UCLG Africa, and UNHCR.



Network activities beyond the initial phase.

These may include focused peer learning evenings, technical trainings on finance and advocacy, or participation in events organised by others.



Visibility and dissemination strategies. These currently include two reports per workshop: minutes and a technical, expert paper. One Call for Papers has been launched in relationship with local universities from the Action. One city “context” will be launched in Kakuma with a promotional video from the city, financed by Cities Alliance.



Nature of relationship with regional and international governance bodies including IGAD, UCLG Africa, and the East Africa Community.



Nature of relationship with international organisations and agencies such as the EU, UNHCR, Cities Alliance, the International Organization for Migration, the International Centre for Migration Policy Development, and humanitarian actors).



Nature of relationship with national or multinational municipal governance networks (and which ones).



Nature of relationship with national or sub-national municipal governance networks.



Financial sustainability model (potential contributions and fundraising strategies, including initial activities).



TECHNICAL SESSION: INTRODUCTION TO URBAN EXPANSION PLANNING

Patrick Lamson-Hall, Urban Planner and Research Scholar at New York University's Marron Institute, introduced participants to the principles of Urban Expansion Planning, which is a cost-effective approach that cities can use to proactively plan for their urban expansion. He explained how the approach can link in with the goals of the CRRF and help cities potentially improve integration and social cohesion in the context of urban development and mobility.

This overview summarises the key points of Patrick's presentation and a companion technical paper that he wrote on Urban Expansion Planning for the learning exchange.



Context

Cities in the Horn of Africa are low income. They are rapidly expanding in population and area. They have limited government capacity, including limited regulatory enforcement, and not much knowledge of who owns the land on the urban periphery. In addition, they are vulnerable to climate disasters.

Most of their new residents are migrants, and a large but unknown portion of these migrants are IDPs with particular vulnerabilities. The key concerns for both groups are housing and livelihoods.

Given the preceding, what are the critical urban planning needs for cities in the Horn of Africa and developing countries in general?

1. Relevant knowledge and best practices that reflect local conditions.
2. Simple plans that can be created and implemented by local authorities.

3. Plans that consider urban expansion, including areas of informal settlement growth.
4. Plans that will improve access to livelihoods and basic services in expansion areas.
5. Plans that can incorporate local knowledge and practices.
6. Plans that protect some areas from development and improve disaster resilience.

Not many planning instruments address all of these needs, but one has produced positive results in some cities in the Horn of Africa: Urban Expansion Planning.

What is Urban Expansion Planning?

Urban Expansion Planning is a simple approach for cities to plan the next 30 years of growth in a way that matches their context and resources.

Urban expansion plans are designed and implemented by local technical officials and politicians, quite different from the complex plans prepared by consultants. As a methodology, Urban Expansion Planning is designed to be uncomplicated so that it can be quickly and easily explained to stakeholders, building local ownership.

Recent advances in international development theory have emphasised the critical role of improvisation and adaptation in building local capacity (Ang 2016).²¹ Urban Expansion Planning is a methodology that is meant to be modified, and each city is expected to tailor the general approach in response to local knowledge and circumstances. Indeed, no city that has implemented urban expansion planning has done it the same way as any other (Lamson-Hall and Martin 2022).²²

The basic urban expansion plan



²¹ Ang, Y. Y. 2016. "How China Escaped the Poverty Trap." In How China Escaped the Poverty Trap. Cornell University Press: Ithaca, NY.

²² Lamson-Hall, P., and M. Martin. 2022. "The Ethiopia Urban Expansion Initiative and Knowledge Exchange." Buildings and Cities. Special Collection: Urban Expansion.

Urban Expansion Planning has a unique approach for plan-making and implementation. Rather than using consultants to prepare the plans, each city forms an urban expansion team made up of technical experts and political leaders. With training from development partners, these teams start by estimating how much the city is likely to grow in the next three decades (Lamson-Hall et al. 2022).²³

Trainers then hold workshops on how to plan this newly identified expansion area. The city teams work to prepare the plans themselves and submit those plans for approval by the city council or regional or national government. While working on the plans, they receive more feedback and support from the trainers and national and regional-level officials.

In the end, all the work of making the plan – drafting, deciding where things should go, revising, surveying, estimating costs, and submitting – is done by the city urban expansion team.

This locally led approach is possible because making an urban expansion plan does not require extensive data collection or advanced technical training. Political leaders and other non-technical stakeholders can participate directly in plan creation, holding the pencil and joining discussions with the technical team.

A network of arterial roads

An urban expansion plan focuses on creating rights of way (sometimes called road reserves) for a gridded network of arterial roads in the expansion areas of cities. Any urban plan for an expansion area should include land for these roads, generally around 30m wide and spaced about 1 km apart (Angel 2008).²⁴

Local planners can decide if the roads should be arranged in a gridded formation or follow the landscape's topography, as long as the network of arterial roads covers the entire expected expansion area of the city.

The network of arterial roads creates macroblocks of about 1 km². These blocks and the roads that connect them provide a structure for the city's growth into the expansion area. As long as the road rights-of-way are preserved, any development within the macroblocks – formal, informal, commercial, industrial, or mixed – can be connected to the rest of the city.

²³ Lamson-Hall, P., S. Angel, and T. Tafesse. 2022. Managing Migration and Urban Expansion in Secondary Cities. Cities Alliance/UNOPS: Brussels.

²⁴ Angel, S. 2008. "An Arterial Grid of Dirt Roads." *Cities*, 25(3), pp. 146-162.



Planning for environmentally sensitive areas

Urban expansion plans also include important environmentally sensitive areas and large public open spaces. These spaces are essential for the city's quality of life and have a vital function in managing some climate risks.

Climate change is causing more extreme events, including heavy precipitation that can cause flooding and droughts that can impact drinking water supplies. Cities should carefully consider water management when designating environmentally sensitive areas, including flood plains, streams and rivers that provide drainage, and areas where groundwater recharges.

Also, uniquely beautiful areas or those containing exceptional biodiversity can be protected to give future urban residents access to parks and green spaces (Lamson-Hall and Angel 2022).²⁵

Implementing the urban expansion plan

After creating the plan, the city urban expansion team works to implement it in coordination with regional authorities and surrounding settlements. With an urban expansion plan, implementation specifically means protecting the planned road rights-of-way, environmentally sensitive areas, and large public open spaces from squatting or other development.

The purpose of doing this now, before development occurs, is to ensure that the land for the roads will be available when development reaches an area, making it much easier to organise the city in an orderly manner.

The actual roads and other infrastructure should be built later when an area starts to develop. However, the city government can use some rights-of-way immediately to construct small roads that connect farmers to markets in the cities. This action can increase local food supplies in the urban area and improve rural livelihoods.

Implementation starts by surveying the land for the arterial grid while politicians work to communicate with landowners about the need to make room for the new arterial roads. Because roads increase land value, large landowners are often willing to donate land for the arterial roads without cash compensation. Smaller landowners may need cash compensation or even land swaps. One benefit of having a local team prepare the plan is that they can easily modify it in response to the surveys and feedback from citizens along the roads to reduce or eliminate any conflicts, and they have strong incentives to do so.

When the city approves the finalised urban expansion plan, the urban expansion team estimates the cash cost of compensation and works to include it in the municipal budget. It typically takes about five years to acquire all the land for the roads and environmentally sensitive areas. Open spaces often take longer.

However, once all the stakeholders agree upon the route, the city can immediately start marking the future roads. One way to do this is by placing stone markers, but another way, where it is possible, is to plant trees along the edges of the future roads.

²⁵ Lamson-Hall, P., and S. Angel. 2022. Climate-Resilient Urban Expansion Planning: A Tool for Adaptation and Mitigation of Climate Risk in Secondary Cities. Cities Alliance/UNOPS: Brussels.





Trees will clearly show where the roads will go, and as they grow over time, they will create shade that will reduce the urban heat island effect. In the meantime, farmers and pastoralists can continue to use the land where the roads will go, as long as they do not construct any permanent structures in the road rights-of-way.

Funding

The plan's implementation can be paid for with a mix of local revenue, central government transfers, and donor funds. Actual road construction can take place over the next three decades, starting with basic roads and progressing to fully functional arterial roads with public transportation, vehicle travel lanes, bike lanes, sidewalks, and shade trees.

Road construction funds often come from international development partners such as the World Bank. These funds are often mainly used in the urban centre, where public land is clearly identified and there are no tenure and titling issues. By having the road rights-of-way already in place, term-limited funds for urban infrastructure can support orderly growth on the urban periphery, where most IDPs and migrants are likely to settle.

Urban Expansion Planning in the Horn of Africa

Since 2014, Cities Alliance has been supporting Urban Expansion Planning in rapidly growing secondary cities in the Horn of Africa, where it has produced tangible

results on the ground. It has been applied in four cities in Ethiopia, and 14 additional cities have been trained to make the plans. It is now being applied in four cities in Uganda, three additional cities in Ethiopia, and two cities in Somalia.

A recent study of household-level impacts of urban expansion planning compared household outcomes in new urban areas that were planned and unplanned. Households in areas where the city had implemented urban expansion plans were twice as likely to have running water, twice as likely to have formal tenure or title to their home and had incomes 58 per cent higher. Especially for new urban residents, the benefits of an urban expansion plan are clear and substantial (Lamson-Hall et al. 2022).²⁶

Implementation was also much faster and more complete than standard plans. Cities that started designing their urban expansion plans in 2013 were already actively marking new rights-of-way on the urban periphery by mid-2014. Commitment from local politicians helped ensure that resources were available for this effort (NYU Marron Institute of Urban Management 2014).²⁷

Furthermore, unlike many programmes from abroad, cities trained in Urban Expansion Planning continue implementing the approach many years after the trainers leave. Adama, Ethiopia, for example, has continued to implement its urban expansion plan for almost ten years and is on track to complete 50 per cent of the planned roads by the end of its current structure plan (Lamson-Hall et al. 2022).²⁸

²⁶ Lamson-Hall, et al. 2022. Managing Migration and Urban Expansion in Secondary Cities.

²⁷ NYU Marron Institute of Urban Management. 2014. Urban Expansion: On the Ground in Ethiopia. April 5. Video, YouTube. <https://www.youtube.com/watch?v=XQ7kUhTxJOM>

²⁸ Lamson-Hall, et al. 2022. Managing Migration and Urban Expansion in Secondary Cities.

Conclusion

If implemented, an urban expansion plan can create a structure for the city that makes it easier for new residents to find housing, practice their livelihoods, and access basic services – even if they initially arrive with few skills, connections, or resources. The benefits of the plan go beyond helping migrants and IDPs. The arterial grid also makes room for existing residents to build new homes and grow businesses, helps protect vital environmental areas, creates new public open spaces, prepares the city for future investments in infrastructure and public transportation, and reduces traffic congestion.

Urban planning is not the only thing city leaders must do to accommodate their new urban residents, but it is an excellent example of a tool already in the hands of local officials. With methodologies like Urban Expansion Planning, urban planning can help cities in the Horn of Africa manage rapid urban expansion and improve conditions for the many migrants and IDPs who settle in expansion areas.

Urban Expansion Planning Offers Value for Money

An initial investment of \$700,000 in capacity building support for 18 cities helped four cities in Ethiopia make room for at least 26,000 jobs and 140,000 new residents, leveraging over \$10 million of local public investment.

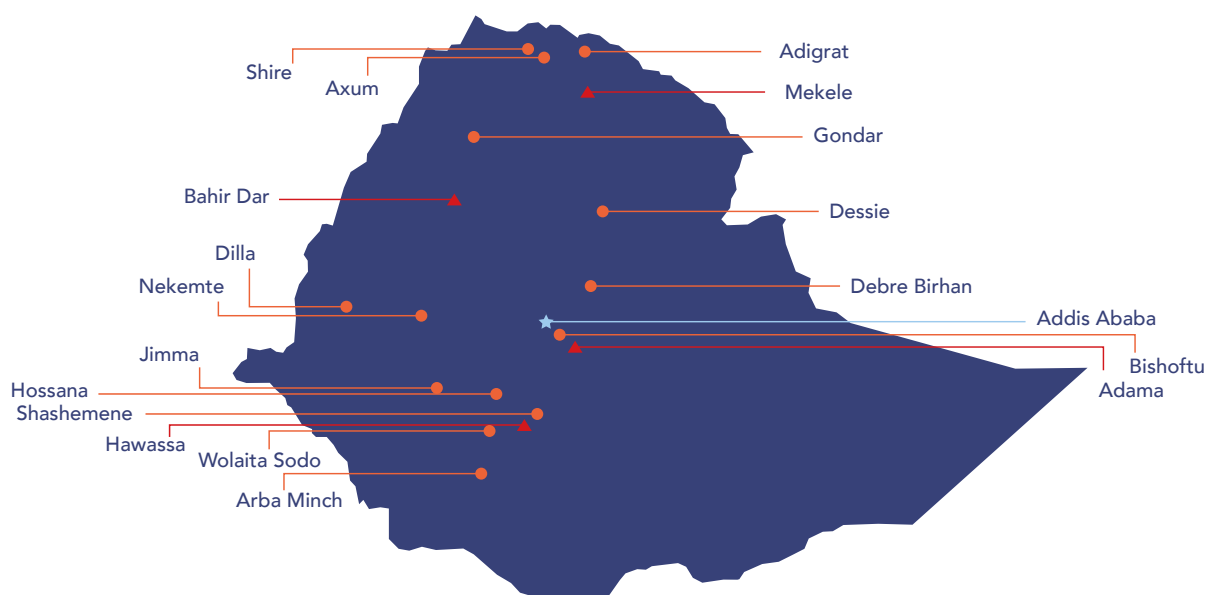
The work, started in 2014, required about \$700,000 in capacity building support to engage 18 cities. Local leaders used the newly accessible lands to develop local industrial parks that have created at least 26,000 jobs and to create extensive new residential areas housing at least 140,000 new residents.

The plans have also been used to regularise informal settlements and provide services in those areas, and to protect environmentally sensitive lakes and rivers.

The capacity building to secure road corridors led cities to invest over \$10 million of their own resources to build new roads, helping tie the urban periphery together.

City leaders report less squatting, better control over urban growth, higher revenues, and shorter travel times for residents.

Urban Expansion Planning in Ethiopia: Four implementing cities (red triangles) and 14 trained cities (yellow circles). Image: the NYU Marron Institute.





LAUNCH OF THE ACTION'S CALL FOR PAPERS

Florence Lozet of Cities Alliance announced the launch of a Call for Papers²⁹ to identify, compile, and disseminate best practices, methodologies, and strategies on migration and refugee management at the local level in the Horn of Africa.

The Call for Papers is an activity under Outcome 2 of the Action (understanding and skills of local administrations and city stakeholders for addressing urban displacement are improved through regional awareness and networking with other secondary cities in the Horn of Africa facing similar migration dynamics).

Its objective is to learn and disseminate best practices on migration and refugee management from the cities of the CRRF Action: Arua and Koboko, Uganda; Borama and Gabiley, Somaliland/Somalia; Assosa and Jigjiga, Ethiopia; and Kakuma/Kalobeyei, Kenya.

The call is open to graduate and undergraduate students from universities in the Horn of Africa. The papers

should focus on (at least) one city participating in the Action (Arua, Assosa, Borama, Gabiley, Jigjiga, Kakuma/Kalobeyei, and Koboko).

The papers must focus on the topic of migration and refugee management at the local level, drawing on research on local best practices for improved inclusion and participation of displaced persons in local economic and social life. They will be reviewed by a panel of international experts and local stakeholders, including key local authorities.

The top papers will be edited and published in a compendium of regional best practices produced by Cities Alliance. The author of the winning paper will be invited to present the findings to key local and national authorities during the final peer-learning event of the Action in Koboko, Uganda, in March 2023.

²⁹ Access the announcement of the Call for Papers here: <https://www.citiesalliance.org/newsroom/news/cities-alliance-news/call-papers-managing-migration-horn-africa>



WRAP UP AND CLOSING

After three peer-learning events, the new network is beginning to coalesce, and it is clear that its members are committed to enhancing and sustaining a forward-looking regional network and dialogue platform. At a time when migration governance is becoming increasingly local, the network is providing a much-needed space where cities can recognise the possibilities and challenges facing non-capital cities in an era of rapid urbanisation, displacement, and other forms of human mobility.

At this stage in its development, it is important for the network to create value, map opportunities, and be specific about its objectives and how to achieve them. After the technical session on Urban Expansion Planning, participants flagged the need to invest more in statistics, as a lack of data is a tremendous obstacle to integrating refugees – a point that was highlighted during the Covid-19 pandemic.

“Covid-19 has highlighted shortcomings cities face in dealing with pandemics. For example, in Uganda,

only people with papers could receive vaccinations. That’s a problem with integration,” said the Hon. Sanya Wilson, Mayor of Koboko, in his closing remarks. “The biggest problem is knowing the numbers of forced migrants and refugees in our cities ... We need to invest in statistics.”

Looking ahead, the network will focus on the question of how to build cities in a way that addresses the needs of citizens and how to build on achievements. The fourth learning exchange will focus on local interventions and how key examples can enforce sustainable integration.

There are also multiple opportunities coming up at the global level that need to be mapped, including a review of the GCR and the World Urban Forum, and Mayor Wilson encouraged the network to figure out how it can plug into these events.

The network is also focusing on its sustainability by exploring potential partnerships (with IGAD and UCLG Africa, for example), holding elections, and launching its steering committee.

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