

HOW TO GUIDE: Engaging Refugee Hosting Communities¹

This document establishes a 'how to' framework for working or partnering with refugee hosting communities, starting with an overview of principles for community engagement, followed by a practical example from Zambia's Mantapala Settlement, which was designed to engage with refugees and hosts at the community level in order to implement durable responses to forced displacement that benefit both nationals and forcibly displaced persons.

What is Community Engagement?

Who Working collaboratively with and through identified groups of people (local, displaced populations).. **Where** ...Who are connected by geographic proximity or issues that affect their well-being ... **How** ...Through partnerships that help mobilise resources and influence systems, serve as catalysts for changing policies, programs and practices

What is the Added Value of Engaging with Communities?

- 1 Address root causes of conflict or instability, and sustain cohesive communities
- 2 Ensure access: sectoral interventions reach groups in need efficiently and effectively
- 3 Strengthen relationships and trust between communities and external actors
- 4 Incorporate knowledge of local issues and dynamics

The perception trap: the risk of *not* investing in community engagement

Lack of investment in community engagement risks implementing responses that are not well matched to the socio-cultural and political contexts, resulting in a perception trap, as evidenced by the 2014 Ebola pandemic in West Africa. Community engagement on Ebola came too late, which led to campaigns engendering fear, disbelief due to distrust, and dismissal. Key insights on socio-cultural and political contexts of impacted communities are crucial in constructing locally acceptable health responses. Examples include understanding local myths and beliefs, managing rumours and misinformation, working on community-based and led interventions, and interpreting fear, resistance, and risky health behaviour. Through understanding local communities, health responses can be adapted to and led by community members in order to avoid falling into the perception trap.

Types of community engagement

Community development and community building	Community participation in decision making	Community role in improving service delivery and access	Community role in social mobilisation
Involving community members Key to bottom-up approach High levels of social capital Members are encouraged to be actively involved	Spectrum of public participation Inform, Consult, Involve, Collaborate, Empower	Morale building Professional development Stakeholders are valued by community Activities aligned with organisation's value	Social change movements Voluntary community groups

¹ This document was developed as part of a year-long series of learning events developed jointly by the World Bank, Samuel Hall, and the Rift Valley Institute on development responses to forced displacement.



Case Study: Mantapala Settlement, Zambia – A Model for Future Integration and Community Engagement?

Zambia was the **seventh country to join the Comprehensive Refugee Response Framework (CRRF)**, which aligns refugee programmes with national, provincial, and district planning, and incorporates refugees within service provision in all sectors. Zambia’s National Roadmap for the Implementation of the CRRF (2019–2021) lays out **six areas of focus for the application of government-led, multi stakeholder comprehensive responses for forcibly displaced people** within its borders, which include: **admission of rights, emergency response, inclusion, self-reliance, solutions, and root causes**. Priority sectors include **water and sanitation, education, security, health, environment, and livelihoods** (UNHCR 2020). Mantapala was picked as a pilot to test whether the CRRF-envisioned humanitarian–development nexus could be rolled out elsewhere in the country.

Focus Areas: Zambia's National Roadmap for the Implementation of the CRRF

- 1** Admission of rights **2** Emergency response **3** Inclusion **4** Self-reliance **5** Solutions **6** Root causes of displacement

Who Implementing partners and private companies work closely with local host community and displaced Congolese population

Where Mantapala Settlement and Luapula Province

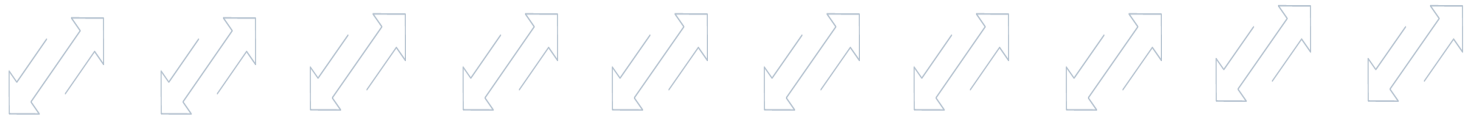
How Through implementing long-term, community-led and -based solutions to displacement to build community and decision making, increase community's role in accessing services, and social mobilisation

Foundation

In 2017, Zambia received large influxes of Congolese refugees fleeing conflict. Drawing on previous experiences, where refugees from border areas returned home only to flee conflict again, the Government of the Republic of Zambia (GRZ) established an integrated settlement to provide refugees with durable solutions from the start of the crisis. **Local chiefs offered 8,000 hectares of their land to construct a transit centre and establish a settlement at Mantapala**. Mantapala integrated **12 host community villages**, with the **emergency response allowing both refugees and hosts to benefit from the services** set up with funding from the Central Emergency Refugee Fund (CERF). CERF contributed \$6,559,772 from its Rapid Response window to the UN in Zambia to respond to the refugee crisis and provide assistance to Congolese refugees in Mantapala. **15,425 refugees and 4,204 hosts were reached** with the GRZ, UN agencies and partners providing **education support for 5,016 refugees, food aid for 13,275, nutrition support to 4,286, access to emergency and child protection services to 11,684, and access to safe drinking water and sanitation to 11,538 people** (UNHCR 2020).

The end goal is a settlement where refugees can integrate locally - owning farms, accessing the same rights as citizens, participating in national development processes, and with children enrolled in the Zambian educational system (UNHCR Zambia, 2021). The Mantapala Settlement is supported by a greater number of development partners than humanitarian actors, marking a shift in approaches from the past (UNHCR, February 2021). The Zambian government refers to it as a settlement and not a camp, as the idea of a camp is temporary, compared to a settlement, which gives refugees the option to settle permanently in Zambia. The **programmes and interventions in Mantapala have been designed to be sustainable**, providing a pathway to local integration should refugees choose to stay (UNHCR Zambia, 2021). GRZ has called for increased private sector investment and engagement within the settlement to facilitate durable solutions for Mantapala’s residents.





Luapula Province: Characteristics Pre-Mantapala

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Water rich area
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Limited infrastructure Investment
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Limited agriculture infrastructure
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Limited job opportunities


Luapula Province, where Mantapala Settlement is located, is one of the poorest and least developed parts of Zambia. Although the region is rich in water resources, including Lake Mweru, there are no large towns found. Thus, Mantapala represents an opportunity to attract infrastructure investment in the region, which has contributed to the welcoming attitudes towards refugees in Mantapala from Zambians (BGR Hannover, 2018). The hope is that locals can profit from greater access to education, healthcare, and economic development. Mantapala has grown rapidly since its foundation in 2017, with a total occupied area of 8,000 hectares.

COMMUNITY ENGAGEMENT AND MANTAPALA

COMMUNITY BUILDING


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Local chiefs offered 8,000 hectares of their land to establish a settlement
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Refugees given residential plots, construction materials, and farmland
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Refugees and hosts given start-up capital, seeds, and training


DECISION MAKING


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Elected community leadership and sub-committees established in each block to foster community's interest in decision making
- 

Strengthened identification of persons with specific needs in order to prevent protection risks in the settlement

SERVICES


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Refugees and hosts benefit from the services established in Mantapala
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Private sector involvement in Mantapala has increased financial inclusion and livelihood opportunities for refugees and hosts
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10 community Pump Minders trained to monitor the functionality of boreholes in settlement

SOCIAL MOBILISATION

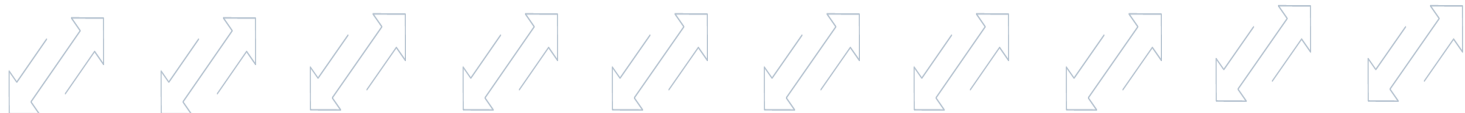
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Isibindi methodology - community-based structures to identify and refer children-at-risk, spread awareness and find solutions
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Host and refugee-led community-based protection model called Zero Tolerance Village Alliance
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Mentoring and building the capacity of refugees with teaching experience and training by MoGE





MANTAPALA IMPACT - REFUGEES AND HOSTS

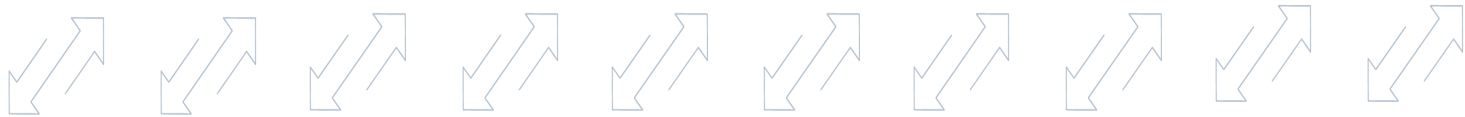
 <p>20 x 35 m residential plots of land for all refugee households</p>  <p>1/2 hectare of farmland for refugee households</p>	 <p>2,094 households - refugees and hosts - given livelihood support</p>  <p>380 beneficiaries registered in the Zambia Integrated Agricultural Information Management System (ZIAMIS)</p>
 <p>30 km of internal road network established</p>  <p>51 boreholes built with 10 pump minders trained to monitor functionality</p>	 <p>500 refugees benefited from the Farmer Input Support Program</p>  <p>545 persons with specific needs (PSNS) benefited from targeted cash assistance</p>
 <p>100% of public institutions in the settlement have clean water</p>  <p>100% of households sensitised to COVID-19</p>  <p>2 primary schools built and integrated into the Zambian national education system</p>	 <p>48 community workers recruited and trained in protection monitoring and referrals</p>  <p>7 community-based SGBV structures established in the settlement</p>  <p>70% enrolment of refugee children in schools</p>

Community engagement to improve Infrastructure and Services

Since its founding, **streets and trails were established** within the settlement, and **refugees were given basic construction materials** in order to build houses and latrines for themselves and their families (BGR Hannover, 2018). **All refugee households are given 20 x 35m residential plots of land**, as well as **½ a hectare of farmland**. Refugee and host communities interact mainly via trade. Zambian hosts also employ refugees in Mantapala as farmers, in exchange for food. The settlement has become a market for local fruits and vegetables, as well as other farm products (GRZ, 2019).

Over one third of the refugee population in Mantapala is between 18-59 years old, with a diverse range of skills and experiences working in education, healthcare, construction, fishing, livestock rearing, and entrepreneurship, all of which are suited to the Mantapala context, which has previously been heavily dependent on the fishing sector for livelihoods. Since 2018, refugees in Mantapala have engaged in livelihood activities - setting up small businesses or working as day labourers or on small scale farms (BGR Hannover, 2018). As of September 2020, **2,094 households (1500 refugees and 594 hosts) have received livelihood support**, which included start-up capital, seeds, and training. However, self-sufficiency remains a challenge, as less than 25 percent of those who had received assistance were able to sustain themselves with their businesses (UNHCR, 2020). The **Zambian government, UNHCR, and partners have also begun including refugee**





livelihood beneficiaries within the Zambia Integrated Agricultural Management Information System (ZIAMIS), which gives them access to government agricultural assistance (UNHCR, 2020). Furthermore, UNHCR has engaged three private businesses to support refugees in Mantapala with agriculture supplies and irrigation equipment, as well as training in beekeeping and marketing crops. There are plans for these businesses to sign a memorandum of understanding (MoU) with UNHCR and GRZ in order to improve access to farming supplies within the settlement (UNHCR, 2020).

PRIVATE SECTOR INVOLVEMENT IN MANTAPALA

Mobile Network Operators (MNOs) MTN, Airtel and Zamtel, constructed a communication mast in the settlement, which extended network coverage in the area, which was previously uncovered. This investment by the three MNOs has increased communication, facilitated financial inclusion through mobile money transactions/businesses, and facilitated cash based payments.

Bee Sweet Company Ltd is a honey production company with established beekeeping schemes in Luanshya. UNHCR is collaborating jointly with Caritas Czech Republic (CCR), their livelihood partner, with Bee Sweet to set up a beekeeping and honey production scheme. The company provides training to farmers, contracted community mentors and has committed to connect honey produced in the settlement to the market. Farmers will be paid based on the amount of honey produced.

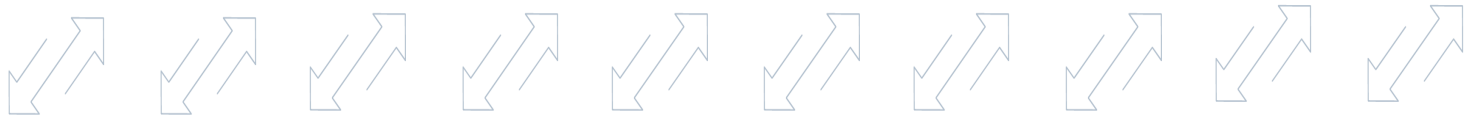
Tribal Textiles Zambia Ltd (TT) is an artisanal and home décor company based in the Eastern province. UNHCR and Good Neighbors Zambia have partnered jointly with the company to support an artisan project in Mantapala settlement. The trilateral project incorporates the UNHCR MADE 51 model and will facilitate inclusion of refugee artisans in Tribal Textile's production chain. Identified skilled refugees and host artisans are now being trained by the company on marketable craft product designs.

The settlement also includes a **permanent health facility**, which provides a range of health services to both refugees and hosts. The **Ministry of Health has committed to include the Mantapala health centre within both national health policies and systems**. Additionally, the Ministry of Health applied for an operational license from the Health Professions Council of Zambia (HPCZ), which allows the health facility in Mantapala to operate according to Zambian national standards (UNHCR, 2020).

Community engagement in social mobilisation

Two community-based protection programmes have been established in Mantapala. A **safe house** was constructed for SGBV survivors' protection, which includes **six reporting points** - two for SGBV and four help desks - where protection concerns within the community can be reported. The settlement has **seven community-led SGBV structures**, which include a women's network, a men's network, a SGBV task force, stakeholder's forum, a community safety audit committee, community activists, and a safe space committee. Additionally, a community-based protection model called **Zero Tolerance Village Alliance** has been implemented, with host and refugee communities leading the SGBV prevention and human rights within Mantapala. In support of this programme, **48 community workers were recruited and trained to assist in protection monitoring and referrals within the settlement** (UNHCR, 2020). Child protection has also improved in the settlement due to ISIBINDI, the community-based child protection module, with **28 Child and Youth Care Workers** - both Zambians and Congolese refugees - **working together on case management** for these issues in Mantapala. Furthermore, there have been additional community mobilisation and leadership efforts, including a **55-member central refugee committee and a 38 member youth committee with gender parity from each of the 19 settlement blocks**. Leadership was trained via capacity building programs in order to prepare effective representation in various community engagement and empowerment interventions (UNHCR, 2020).





The **GRZ manages all schools within the settlement** and the Ministry of General Education (MoGE) includes refugee schools within national school listings. Mantapala currently has two primary schools, with a **total enrolment of 5,479 students, accounting for 70 percent enrolment among all refugee children in the settlement** (UNHCR, 2020). **Host children represent 8 percent of the total enrolled in school** within the community. Although the materials were designed to follow the Zambian educational curriculum, this remains a challenge, as Mantapala is located in one of the poorest regions of Zambia. Schools rely on “relief” teachers, because the government has been unable to deploy enough teachers for demand. UNHCR has been providing short term contracts to teachers with incentives, but teacher shortages remain a challenge, which has impacted the quality of education within the settlement (UNHCR Zambia, 2021). Additionally, **language remains a key challenge for refugees in the settlement**, as the language of instruction in Zambia is English, as well as local languages, which poses a barrier for Congolese students, who speak Swahili and French. This has contributed to poor attendance overall in schools located within the settlement (UNHCR Zambia, 2021). There also remain shortages for both teachers and learning materials within schools in the camp. **Due to a shortage of Zambian teachers, the MoGE has been mentoring and building the capacity of refugees with teaching experience and training**, who have been hired as school staff. Although this has helped integrate them within the local and national economy, it has also been challenging, as they are expected to teach in English, the language of instruction in Zambia (UNHCR Zambia, 2021). Lastly there are limited learning materials, which impacts the overall quality of the education within the settlement.

Conclusion

Overall, forcibly displaced persons have been welcomed generously by the GRZ, as well as local communities and authorities, as demonstrated by the Mantapala Settlement in Luapula Province, where hosts have shared resources despite the context of poverty and precarity in the region. There have already been significant strides made towards implementing programmes with a long-term vision within the settlement, as demonstrated by the community-based and -led programmes outlined in the preceding sections. However, challenges for community development remain, specifically related to education and sustainable livelihood interventions within the settlement. The involvement of the private sector - namely Zambian enterprises - is a positive development that will hopefully engender greater interest from other companies. Continued long-term investment and engagement is required in order to ensure that a whole of society approach is adopted, so hosts and refugees alike can continue to benefit from interventions, as well as work to build upon the foundations of community engagement already established within the settlement.

Remaining Challenges for Community Development



<25 percent of livelihood beneficiaries sustained businesses



Available services in the region remain limited



Ratio of 204 children per classroom



Language barriers in schools for refugee children



8% of the population received start-up assistance



Limited learning materials for settlement schools

