



# PROMOTING COMMUNITY ENGAGEMENT TO SUPPORT THE RESILIENCE OF LOCAL POPULATIONS AND THE PRESERVATION OF DRAINAGE SYSTEMS

The construction of drainage facilities in the peri-urban area of Dakar is not sufficient to cope with the risk of flooding. It must be accompanied by awareness and significant citizen mobilization. PROGEP has supported the construction of infrastructure through information and awareness-raising activities for territorial authorities and communities so that they can become promoters of the behaviors and initiatives needed to strengthen their resilience. It has also supported the establishment of Local Committees for Stormwater Management and Climate Change Adaptation Initiatives (COLIGEPs) to coordinate and sustain the momentum.



## ■ BACKGROUND

To protect the populations of Dakar's peri-urban districts from flooding, in 2006, the Government of Senegal, as part of the Jaxaay program, built rain overflow basins in the area's most important lowlands. These facilities suffered from chronic problems related to the large quantities of household waste dumped by the local population, which, for lack of alternatives, used them as uncontrolled dumpsites. The lack of security of the ponds in terms of fence walls and public lights caused many cases of drowning and assaults.

In the districts of the departments of Pikine and Guédiawaye, civil society organizations were already active in flood control and working for better stormwater management. However, they suffered from a lack of structure, capacity and means to be effective.

The lack of skills of community actors to implement effective flood control initiatives, the harmful habits of populations and their lack of knowledge about resilient behaviors to adopt, has increased urban areas' exposure to climate risks.

Moreover, since PROGEP's work is planned in a very densely populated urban environment, this has added to the complexity of the project. This situation, without preparation, adequate planning and the collaboration of local residents, has multiplied the risks of inconvenience for residents and made operations complicated and dangerous.



*Before the intervention of PROGEP, the communities did not have the necessary means to cope with the severity of the floods. In the photo, residents of Dalifort-Foirail move a pump to drain stormwater.*

# DESCRIPTION OF THE INTERVENTION

PROGEP promoted community involvement and participation of beneficiaries to facilitate the execution of the work and ensure the sustainability of the drainage facilities. It addressed two target groups as a priority: national and local actors (elected officials, territorial authorities, intercommunal structures, populations in the project area) so that they could take ownership of the project's objectives and actively participate in their implementation. In addition, through this approach, PROGEP wanted to support the culture of flood control, capacity building and stakeholder knowledge to address climate risks.

A strategy of information, education and communication (IEC) has been designed to encourage target audiences to respect non-buildable areas (identified in the Detailed Urban Plans-PUD<sup>1</sup>) and to participate proactively in the construction and maintenance of the drainage facilities planned in the project<sup>2</sup>. It was deployed in the neighborhoods concerned, before, during and after the work was carried out, by "social facilitators".

The Municipal Development Agency (ADM) has entrusted this social planning work to the NGO ENDA ECOPOP and the firm MSA. The two organizations worked in a complementary and collaborative manner. ENDA ECOPOP carried out its activities in the Dalfort and Thiourour area. MSA took care of Yeumbeul and Mbeubeuss. Their actions have made it possible to implement the IEC strategy in the field, to support the creation and structuring of COLIGEP and to develop Community Investment Projects (PICs)<sup>3</sup> in the municipalities concerned.

1 See Capitalization Brief "Providing territorial authorities with urban planning and management tools that integrate climate risk"

2 See the Capitalization Briefs "Eliminating flooding in a sustained manner through innovative drainage systems" and "Promoting necessary reforms to ensure the sustainable operation and maintenance of drainage systems"

3 See Capitalization Brief "Investing in community projects to boost sustainable urban development"

## ACHIEVEMENTS



### COMMUNITY MOBILIZATION AND CAPACITY BUILDING FOR STORMWATER MANAGEMENT



9

Local Committees for Stormwater Management and Climate Change Adaptation Initiatives (COLIGEP) set up by municipalities



1

training program organized for the 9 COLIGEPs, for 240 participants



### INFORMATION AND AWARENESS ON CLIMATE RISKS



84,000  
people educated  
(53% women)



1,320  
community meetings  
organized in the  
municipalities of  
intervention



12  
awareness caravans  
for the conservation of  
drainage facilities



32  
broadcasts in the  
neighborhoods  
decentralized



64  
radio broadcasts  
in the studio



100,000  
people reached per  
broadcast on  
average



+100

information and awareness-raising spots on topics related to environmental management, work site safety, the preservation of drainage facilities, the promotion of sustainable practices, preventive maintenance, etc.

## ■ RESULTING CHANGES

### A new approach to minimize inconvenience during urban work

To minimize the negative impacts and nuisances of carrying out complex work in a dense and populated urban context, PROGEP has developed a system to involve communities as much as possible in the execution of activities. The residents appreciated the approach and actively participated in the success of the activities. Their knowledge of the neighborhoods was used to identify possible risk factors and avoid accidents that could endanger people and/or cause damage that could delay the work. Before the work began, information sessions were held to enable the residents of the concerned neighborhoods to understand the objectives and procedures for the construction of the drainage facilities. During these sessions, the opinions and concerns of residents were sought and taken into account. Inspection visits were carried out by representatives designated to monitor the progress of the work. A complaint management system has been set up to manage the damage caused by the construction sites.

### A collaborative dynamic between communities and territorial collectives to fight against climate risks

PROGEP has supported the establishment of a Local Committees for Stormwater Management and Climate Change Adaptation Initiatives (COLIGEP) in each of the 9 municipalities in its intervention zone: Hann Bel Air, Dalifort-Foirail, Yeumbeul-Sud, Yeumbeul-Nord, Jeddah Thiaroye Kaw, Malika, Medina Gounass, Keur Massar and Wakhinane-Nimzatt. Before the project, non-formal flood control committees already existed in neighborhoods regularly confronted with these phenomena. Despite good will, the capacity of these structures to act was limited. Their voices were rarely or poorly heard by the administrations. COLIGEPs now make it possible to coordinate the mobilization of community actors and territorial collectives to guarantee the sustainability of facilities, the management of climate risks and the quality of life on the ground. The tasks carried out by these committees differ according to the specific needs of the municipalities. They can be responsible, among

other things, for: (i) coordinating and guiding the initiatives of communal actors involved in flood control; (ii) acting as an interface between local communities and external stakeholders (as in the case of complaint management during PROGEP); (iii) educating the population on respect for non-construction zones; (iv) providing guidance during urban development; (v) supporting the implementation of care and maintenance plans.

### Communities mobilized to ensure the sustainability of the facilities

As part of the implementation of the information, education and communication strategy, 1320 information meetings were held in the districts, 84,000 community members in the cities of Pikine and Guédiawaye were informed and were able to understand the utility of the drainage system. These citizens are aware of and avoid behaviors that threaten the sustainability of the structures built: garbage dump in and near the facilities, underground connections, disposal of septic tank sludge in the ponds, etc. They participate, under the supervision of the COLIGEPs, in the monitoring of the facilities and are mobilized to ensure the quality of the living environment in their neighborhoods. They have a better collective and civic awareness of the preservation of stormwater systems.

### Community Based Organizations (CBOs) better equipped to strengthen neighborhood resilience

CBOs have been widely mobilized to implement the participatory approach that guided the IEC strategy. They have obtained logistical resources to better fulfill their role. Representatives of CBOs and COLIGEPs attended a training program on climate risk management issues and maintenance of drainage systems. The means, knowledge and skills acquired by CBOs and their members on these issues are an important asset for the development and resilience of the neighborhoods concerned.





# POOLING COMMUNITY FORCES FOR CLIMATE RISK MANAGEMENT: THE LOCAL COMMITTEES FOR STORMWATER MANAGEMENT AND CLIMATE CHANGE ADAPTATION INITIATIVES (COLIGEP)

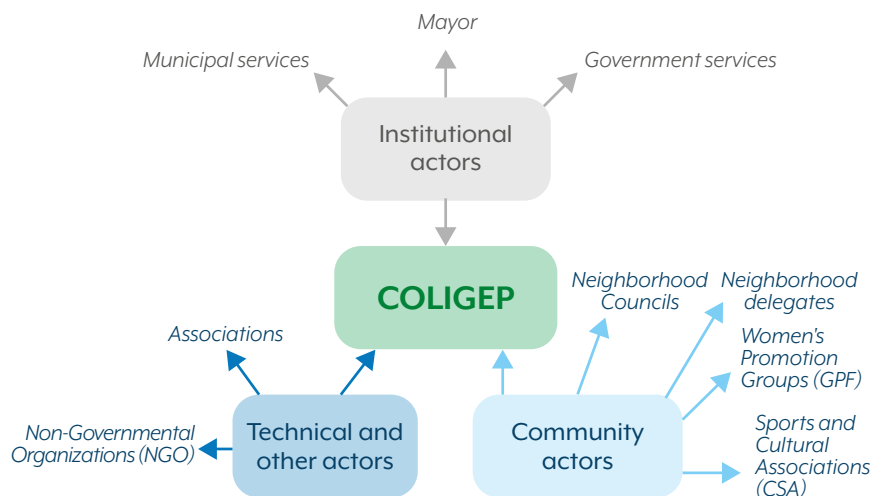
COLIGEP is a framework for the design, planning and operational coordination of initiatives by community actors (local elected officials, municipal services and neighborhood community associations) in the fight against floods. COLIGEP contributes to the mobilization of local actors for climate risk management and facilitates the concerted management of Community Investment Projects (PICs) and planned developments, for the proper preservation of drainage systems and natural rainwater passage routes.

COLIGEP is a communal body created by municipal decree. It operates under the authority of the Mayor, who appoints a representative and brings together representatives of neighborhood delegates, women's groups, youth groups, as well as associations working to reduce flood risks and improve the quality of life. The committee is composed of thematically defined sub-committees that are responsible for reflection,

implementation, monitoring and decision-making specific to their assignments.

Within the framework of PROGEP, 9 COLIGEPs have been set up by the municipal councils of the municipalities of Hann Bel Air, Dalifort-Foirail, Yeumbeul-Sud, Yeumbeul-Nord, Jeddah Thiaroye Kaw, Malika, Medina Gounass, Keur Massar and Wakhinane-Nimzatt. 240 residents are involved in the functioning of these committees. They participated in a specific training program to build their capacity in the following areas: social and community animation techniques; environmental and social management; techniques for the management, maintenance and upkeep of community facilities; initiation in the procedures of awarding contracts. At the end of each session, a manual with adapted tools was given to participants in order to strengthen the leadership and management of the committees.

*Graph representing the central role of COLIGEP in the involvement of local authorities and communities in addressing climate risks*





# REPLICATE THE EXPERIENCE OF CREATING COLIGEP AT THE NATIONAL LEVEL

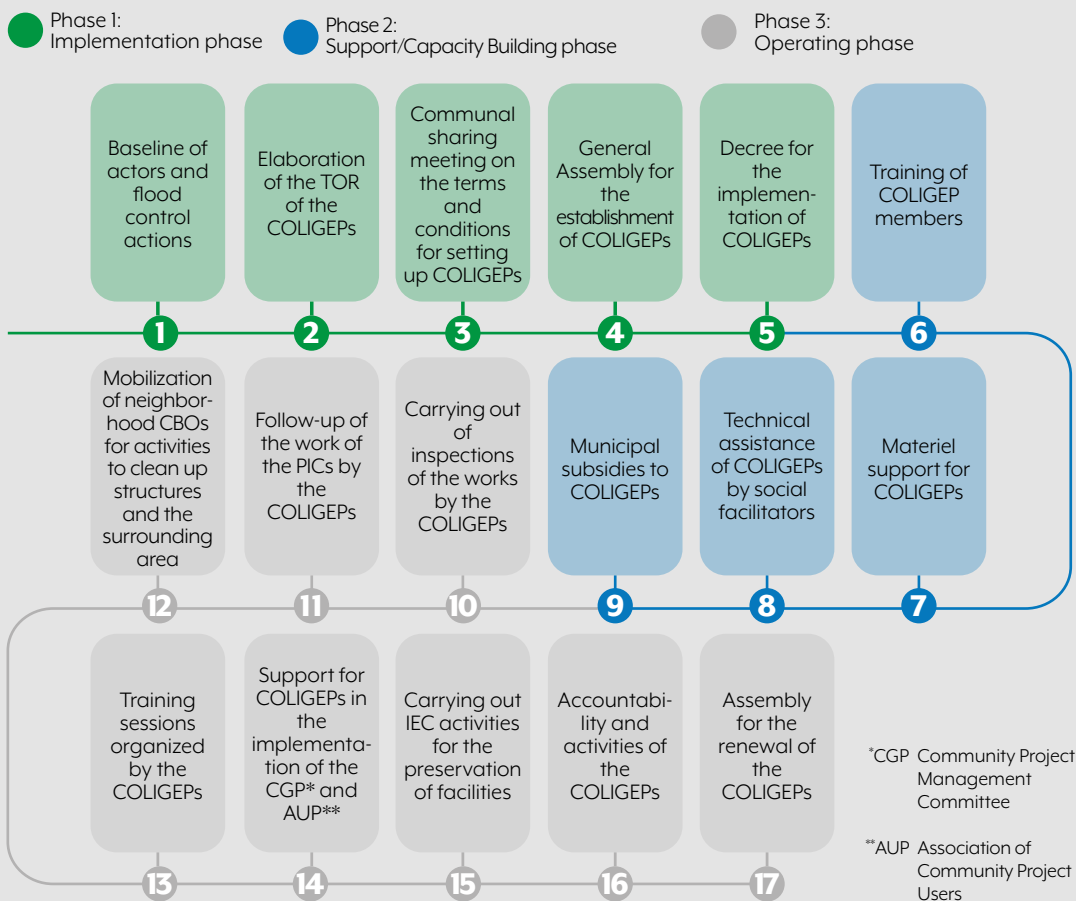
## The Guide for the creation of COLIGEPs<sup>4</sup>



The experience of creating COLIGEPs was summarized in a guide by the team of social facilitators mobilized within the framework of PROGEP. This document is intended for stakeholders (institutional actors, community actors, civil society organizations, technical and financial partners, etc.) involved in flood control who wish to support the implementation of COLIGEP in their local communities.

The guide is structured in three (3) parts: a part devoted to the introductory elements; a part dealing with the experience of establishing COLIGEPs; and a last part presenting practical sheets on the process of creating committees. The appendices close the guide with developed tools that can be used as a model for future interventions.

## Steps for setting up COLIGEP with PROGEP



4 The guide is available for download on the PROGEP website: [www.adm.sn/progep](http://www.adm.sn/progep)



# SOCIAL ENGINEERING FOR URBAN STORMWATER DRAINAGE

## The IEC strategy - Information, Education and Communication

The IEC strategy, designed in 2013, made it possible, throughout the execution of the PROGEP, to structure, plan and coordinate the implementation of actions and tools for raising awareness, information and communication among the identified target audiences: institutional actors, structures members of the PROGEP Steering Committee, departmental development committees, the media, municipal councilors and the residents of Pikine and Guédiawaye (households and homes, people affected by the project, socio-professional groups, flood control associations, grassroots community organizations, NGOs operating in the area, opinion leaders, schools and daaras, etc.).

The IEC strategy aimed to raise awareness of the PROGEP, the Stormwater Drainage Master Plan for Peri-urban Dakar (PDD) and to harmonize the understanding of their objectives by all stakeholders. Especially before the work, the strategy should support people's support for the objectives and orientations of the PPD. During the construction work, it was to facilitate the adoption of the facilities by the local population and, after the work, to contribute to the sustainability of the management, maintenance and upkeep of these facilities and installations.

In order to achieve the various target audiences and objectives, a large number of means have been deployed to convey the messages developed: written (flyers, programs, etc.); oral (home visits, consultation meetings, industry meetings, focus groups, awareness sessions, etc.); audiovisual (radio programs, infomercials, ADM's website, etc.). These resources have been combined with the organization of ceremonies and community events to reinforce their impact (free medical consultation sessions, ceremonies to distribute treated mosquito nets, donations of school supplies, etc.).

Two methods were used to encourage communities to get involved and join the project. On the one hand, the participatory and interactive approach was favored so that residents could become aware of the issues, grasp the scope of the problems by analyzing them and contribute to the planning of actions. On the other hand, the mobilization of charismatic "champions" has enabled local residents to identify with the work and the social facilitators to make them responsible for the management and maintenance of the facilities.



**Moussa Coulibaly**  
called "Father Pond"  
Resident of Wakhinane Nimzatt



*We have experienced very difficult situations in the past. During the winter months, we didn't sleep. We looked at the sky, worried, and had to do chores to get the water out. Since the creation of the ponds, our lives have changed completely. The pond has brought us a lot: peace, tranquility, health. We sleep quietly now.*

*As a member of the COLIGEP of Wakhinane Nimzatt, I participate in the monitoring of the pond, so that the residents do not throw garbage into the site and I collaborate in the maintenance of the system by cleaning the surroundings of the pipes and the pond. I encourage my fellow citizens to do the same.*

*But to properly carry out its mission, our COLIGEP needs the constant support of the municipality and the means to operate. A new team, elected in accordance with the procedures laid down in the statute, has been set up within the committee. Two major challenges await him. From a technical point of view, it is necessary to find a solution for the management of collective sumps; from a social point of view, it is important to maintain the mobilization to avoid pollution of the pond, in particular by protecting it from the problem of waste water, and to continue to ensure the cleanliness of the canals.*

*If the community dynamics run out of steam, the drainage system may no longer function properly. This danger is a major concern because we do not want to return to the situation we were in before the work."*





## "CONTRATS DE VILLE", CLEAR PARTNERSHIP AGREEMENTS TO GUIDE PROGEP'S INTERVENTIONS IN THE CITIES OF PIKINE AND GUÉDIAWAYE

Before the execution of the construction for the implementation of infrastructural (construction and development) and non-infrastructural (institutional and social support, IEC) interventions, "Contrats de ville" (verbatim: city contracts) were signed between ADM and the cities of Pikine and Guédiawaye.

As true partnership agreements aimed at improving stormwater and urban space management, these contracts were essential to establish the mutual commitments of both parties, in particular in terms of financing and organizational arrangements, as well as the implementation of technical, environmental and social measures relating to targeted investments. They made it possible to avoid any possible dispute related to the execution of the interventions and to ensure their proper execution.

The "Contrats de ville" detailed the priority investment areas: the construction of primary stormwater drainage infrastructures (canals, storage basins, pumping stations, etc.) and other types of development (roads, landscaping around canals and ponds, relaxation and leisure areas,

economic development, etc.). They also provided information on the institutional support received by the City: the preparation of planning documents (PDD, PUD) and the implementation of community investment projects.

The contracts authorized ADM to operate within the perimeter of the cities of Pikine and Guédiawaye, within the general jurisdiction of the municipalities to maintain public health and the safety of the population and their property. Moreover, they set out the commitments of the local authorities in the various phases through their active participation in the entire process of preparing, carrying out and monitoring the work.

An important aspect concerned the formalization of the commitment of the ADM and the City to ensure compliance with the principles of sustainable development and environmental and social procedures, in accordance with the Environmental and Social Management Framework (ESMF) and the Policy Framework for the Reintegration of Populations (PRSP) carried out before the implementation of the activities.



*Moussa Coulibaly known as "Father Pond", one of the "Spokespersons" selected during an awareness campaign around the Wakhinane Nimzatt rain overflow basin.*

## LESSONS LEARNT

### Engagement is essential to ensure the sustainability of the work completed

In contexts such as those of the peri-urban area of Dakar, where logistical and financial resources are limited, the positive and proactive attitude of communities is an essential factor in enabling the construction and sustainability of structural works such as those carried out by PROGEP. It is therefore necessary to plan these non-structural investments to facilitate understanding of the issues, support local expertise and empower communities and local communities.

### Involve all stakeholders

The diagnosis prior to the design and implementation of the IEC strategy is essential to have a comprehensive framework of actors to be mobilized at the local level. The weak involvement of key partners can lead to significant delays or deficiencies in the execution of the work. Particular attention must be paid to the involvement of local workers in the implementation of activities to facilitate community ownership of the facilities

### Display a transparent and responsible attitude during the work

The implementation of structural investments in disadvantaged neighborhoods generates a high number of expectations from the population regarding the intervention. False hopes can be counterproductive to the success of the initiative because residents' support for the project may decline if the results are disappointing. To avoid this risk, it is necessary for administrators and construction managers to explain clearly the objectives of the project, the scope of the work and avoid giving the impression that they can solve all the problems in the neighborhood.

### Beware of opportunistic behavior of political actors

The creation of this type of infrastructure has a strong impact at the community level. There is a risk that politicians will take ownership of the work to support their campaign and promote their activities. This opportunistic effect causes tensions in communities and can have negative consequences on the progress of work, ownership and maintenance of facilities. It is therefore important to encourage responsible behavior by political actors and to maintain a technical approach to the work to avoid manipulation and recovery.



### Mamadou Mansour DIAGNE

National Delegate and Head of Operations at ENDA ECOPOP



*The objective of ENDA ECOPOP and the MSA firm was twofold: to facilitate the engagement of institutional actors and communities and to ensure the continuity of this attitude. To do this, we collaborated in the design and implementation of the IEC strategy, facilitated stakeholder consultation and moderated information meetings. We have organized the supervision of the construction and the management of nuisances in a collective way. We coordinated the creation of COLIGEPs, bodies that make it possible to formalize and sustain citizen mobilization, and the implementation of Community Investment Projects (PICs).*

*The facilitation work was carried out throughout the PROGEP, before, during and after the work was completed. The mobilization was enormous. The very important efforts and the consequent results.*

*The challenges facing Dakar's peri-urban areas remain serious. But the neighborhoods that have been the subject of PROGEP's work now have significant community capital on which it is necessary to continue to invest.*

## FUTURE PROSPECTS

### Replicate PROGEP's experience of social facilitation at other construction sites in Senegal

The importance that PROGEP has dedicated to social facilitation in fostering community engagement must be a source of inspiration for the implementation of other development projects in the country. The thematic capitalization guide<sup>5</sup> produced during the COLIGEP<sup>6</sup> implementation project, which is intended for national actors likely to develop this type of approach, will facilitate the sharing of experience.

### Invest in preventive maintenance of facilities

In the neighborhoods concerned by PROGEP, there are now human resources and consultation frameworks in place to prevent the structures built from suffering excessive degradation and malfunctioning. It is essential

not to dispel the efforts invested, to continue the technical and financial support for community engagement and to support the preventive maintenance momentum that has been created.

### Support local expertise trained to ensure community resilience

The availability of human resources trained in flood control and climate risk management within neighborhood CBOs is an asset to invest in. It is necessary to continue to strengthen the capacities of these actors by involving them in other projects and programs, even beyond PROGEP, aimed at sustainable urban management. This will create synergies of actions and capitalize on the social investments made.



*Information sharing meeting between ADM and members of the COLIGEP of Djidah Thiaroye-Kaw around a rain overflow basin in the municipality.*

5 The guide is available for download on the PROGEP website: [www.adm.sn/progep](http://www.adm.sn/progep)

6 See the in-depth box "Guide to the realization of COLIGEPs"



## RÉFÉRENCES

- Practical guide for setting up a functional local committee to fight against floods. Case of the Local Committees for Stormwater Management and Climate Change Adaptation Initiatives (COLIGEP), ADM, 2019 (In French)
- Communication plan for the dissemination of the master drainage plan and phase I of PROGEP, ADM, 2013 (In French)
- Pikine “Contrat de ville”, 2012 (In French)
- Guédiawaye “Contrat de ville”, 2012 (In French)
- Fact sheet “Communication plan for the extension of the PDD and phase I of PROGEP”, ADM, 2019 (In French)

### Stormwater Management and Climate Change Adaptation Project (PROGEP)

The Stormwater Management and Climate Change Adaptation Project, PROGEP, implemented by the Municipal Development Agency (ADM), is a component of the Ten-year Flood Control Plan (PDLI). It is funded by the Government of Senegal, with technical and financial support from the World Bank, the Global Environment Fund (GEF) and the Nordic Development Fund for a total of USD 121.3 million (FCFA 60.65 billion).

This urban development project implemented over seven years (2012-2019) was aimed at reducing flood risks in Dakar’s peri-urban area (Pikine and Guediawaye) and at promoting sustainable city management practices in selected urban areas (Saint-Louis and Diamniadio). It sought to find sustainable solutions using an integrated approach based on a combination of infrastructural and non-infrastructural interventions.

### The Municipal Development Agency (ADM)

ADM, the agency responsible for coordinating the implementation of the Stormwater Management and Climate Change Adaptation Project (PROGEP), was established in 1997 thanks to combined efforts of the Government and the Mayors Association of Senegal, AMS. The agency was established in the context of 1996 reforms, referred to as the “regionalization” reforms, aimed at reinforcing decentralization and local development in Senegal. As a key partner to local

authorities, and in accordance with its Strategic Plan, ADM works to make local regions more attractive and competitive and to strengthen their governance. To this end, the agency contributes to building strategic, financial, administrative and technical capacities of local authorities. ADM helps authorities manage territorial information, facilitates cooperation between local authorities, and promotes inter-communality.

*This publication is part of a series of briefs that capitalize the achievements of and lessons learned from the implementation of the PROGEP project. This capitalization brief, as well as the publications cited, can be accessed at: [www.adm.sn/progep](http://www.adm.sn/progep)*