Participatory Approaches
in the New Normal

Lessons from Kakuma-Kalobeyei,
Turkana County, Kenya

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NEIGHBORHOOD
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ACKNOWLEDGMENTS

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ACRONYMS

AAR	Association for Aid and Relief, Japan
ABA	Area-based Approaches
ADB	Asian Development Bank
CBO	Community-based Organisation
CIDP II	County Integrated Development Programme II
CPG	Community Planning Group
CRPD	Convention on the Rights of Persons with Disabilities
DESA	UN Department of Economic and Social Affairs
FGD	Focus Group Discussion
GIS	Geographic Information System
HOT	Humanitarian OpenStreetMap
KII	Key Informant Interview
KISEDP	Kalobeyei Integrated Social and Economic Development Programme
KSCC	Kalobeyei Settlement Community Centre
LAPSSET	Lamu Port-South Sudan-Ethiopia-Transport
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organisation
OHCHR	Office of the United Nations High Commissioner for Human Rights
OPD	Organisations of Persons with Disabilities
PRA	Participatory Rural Appraisal
PwD	Persons with Disabilities
RoAP	UN-Habitat Regional Office for Asia and the Pacific
RRA	Rapid Rural Appraisal
SDeG	Settlement Development Group
STDM	Social Tenure Domain Model
UNDRR	United Nations Office for Disaster Risk Reduction (formerly UNISDR)
UNHCR	United Nations High Commissioner for Refugees
USWG	Urban Settlements Working Group
WASH	Water, Sanitation and Hygiene
WHO	World Health Organisation

CONTENTS

Photo Above: A team representative presenting design proposals for public spaces in Kalobeyei Settlement to workshop participants. (2019)

Participatory Approaches in the New Normal
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Foreword

Participatory approaches in urban planning emphasise the inclusion and involvement of beneficiaries and the community in the urban planning process. There is a wide spectrum of methodologies that constitute this – most of them acknowledge and prioritise the knowledge and experiences of community members, encourage shared vision building, and include community members in the decision making process. Increasingly, more vulnerable, or marginalised groups are provided opportunities to participate and contribute to urban planning processes. Practitioners organise participatory sessions with community members to learn their perspectives on critical challenges and opportunities, asking questions like, "what are your biggest challenges?" and "what are the biggest opportunities?"

UN-Habitat and partners have sought to provide technical advice towards addressing living conditions and to improve the management of human settlements globally. In humanitarian-development or crisis settings, cooperative frameworks and collaborations are essential to ensure interventions and solutions are well prioritised, integrated into existing spatial development and investment solutions, and that the gaps between different actors are bridged to ensure a unified approach. Participatory approaches are a means to ensure the urban planning process supports the community and its actors which consist of local governments, urban stakeholders, beneficiaries, and other members of society.

In Kakuma-Kalobeyei, Kenya, UN-Habitat has been supporting the Kalobeyei Integrated Socio-Economic Development Programme (KISEDP) interventions. KISEDP follows a novel approach by developing a settlement which can promote refugee and host population self-reliance, through promoting viable livelihood and economic opportunities, and supporting more inclusive service delivery. The 15-year initiative aims to benefit all members in Turkana West through an area-based approach. To encourage hosts and refugees to achieve better living standards, the Turkana County Government, UN partners, and stakeholders will need to create a supportive and strengthened environment for job creation and resilience and ensure there are adequate skill-building opportunities to support the growth of the local economy.

Over the last decade, UN-Habitat has engaged in several participatory approaches in urban planning processes to support the creation of Kalobeyei Settlement, the regeneration of Kakuma Camps, and the development of a socio-economic corridor, amongst other efforts, in alignment to the shared goals of KISEDP. Throughout these experiences, practitioners and partners have recognised the importance of the design, integration, and practice of participatory approaches in elevating opportunities and recognising the key role of every participant through this process. Over the last two years, responses to the COVID-19 pandemic in the country and region have also resulted in specific adjustments that have altered traditional methods of engagement and promoted new considerations towards in-person engagements and processes.

This report seeks to better mainstream the utilisation of participatory approaches, by recognising and considering participatory approaches and strategies utilised during past urban planning process in Kakuma-Kalobeyei, and which have evolved within UN-Habitat and partners' programmes in the region. It also aims to analyse some of the findings, determine lessons learnt from previous engagements, and provide key recommendations and takeaways which can be informative and supportive to practitioners for future programming in similar fields and contexts.

Photo Above: A local staff facilitating a workshop with women before the pandemic. (2020)

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INTRODUCTION

1.1 Overview

UNHCR and Kenya's Ministry of Health confirmed the first case in Kakuma-Kalobeyei, Turkana County, on 23rd of May 2020.[1] As the pandemic continued to spread globally, in early 2020, UN-Habitat launched a *COVID-19 Response Plan* to respond to the growing requests from national and local governments to "prepare for, prevent, respond to and recover from the COVID-19 pandemic."[2] The response plan states that the pandemic is unprecedented and responses from cities around the world will be "critical to protect their population, halt the pandemic and set the scene for resilience and recovery."[3]

As it becomes increasingly apparent that the COVID-19 pandemic will reshape urban practices, there is an urgent need to learn from past practices and current adaptations to inform a new way of working. In the *Sendai Framework for Disaster Risk Reduction 2015 - 2030*, it is noted that "[d]isasters have demonstrated that the recovery, rehabilitation and reconstruction phase, which needs to be prepared ahead of a disaster, is a critical opportunity to "Build Back Better", including through integrating disaster risk reduction into development measures, making nations and communities resilient to disasters."[4]

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1   UNHCR and Kenya's MOH, 2020, pg. 3.
2   UN-Habitat, 2020(b), pg. 2.
3   Ibid.
4   UNISDR, 2015, pg. 21.

Specifically, considering building back better from the pandemic, practitioners have cautioned against returning to 'business as usual' and emphasise on tapping onto opportunities to improve long-term resilience and sustainability through recovery.[5]

Working towards a 'new normal' can be characterised as an improvement (and sometimes radical change) of current practices towards a more sustainable and safer future through resilient and sustainable principles.

UN-Habitat's *Strategic Plan 2020-2023* recognises the importance of upholding human rights and interrelated rights throughout all programmes, and by doing so, highlights the importance of related principles in action. These include "non-discrimination and equality, access to information, participation, accountability and the right to a remedy."[6,7] While these principles remain ever more important during the pandemic, applying it during the pandemic can point practitioners towards new ways of working, for example as actors continue to face challenges in accessing communities during lockdowns and as new vulnerable groups emerge from the impacts of the pandemic.

Photo Right: One of the outputs of a participatory workshop during the pandemic, when measures have been lifted and with safety protocols closely adhered to. (2021)
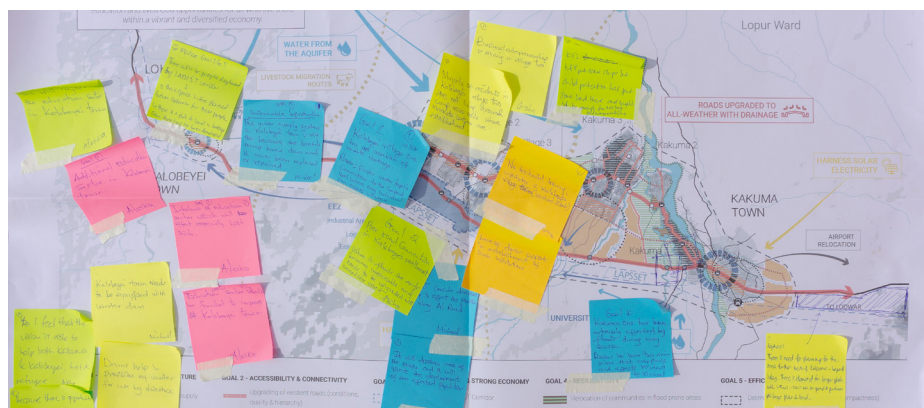
With a global lockdown in 2020, the new normal also saw a transit into a digital era supported by video-conferencing platforms. Public and private sectors, government institutions, international organisations, United Nations (UN) agencies, and more, began cross-sharing information – and practitioners learned to collectively reflect on past programme gaps to improve programme outcomes.

This report identifies and contrasts how participatory strategies used in previous projects have evolved within the UN-Habitat programmes in Kakuma-Kalobeyei, Kenya, since 2016, and the measures whilst responding to the COVID-19 pandemic in the region in 2020 and 2021. Following this analysis, recommendations on the improvement of the stakeholder engagement process and the mainstreaming of the new normal in Kakuma-Kalobeyei are provided.

The 'new normal' sees a new age of knowledge exchange, with more practitioners connecting digitally to contribute to a growing web of information and best practices. Collectively, there is potential for improvement across different contexts and programming as practitioners learn from one another and leapfrog over obstacles through learning from past lessons.

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5   OECD, 2020.
6   UN-Habitat, 2020(a), pg. 52.
7   The right to a remedy is enshrined in article 2 of the International Covenant on Civil and Political Rights.

SOUTH SUDAN
ETHIOPIA
KENYA
UGANDA
SOMALIA
TANZANIA

Lodwar
Kitale
Eldoret
Busia
Kakamega
Kisumu
Isiolo
Meru
Nakuru
Kericho
Nyeri
Nanyuki
Thika
Narok
NAIROBI
Migori
Voi
Diani
Mombasa
Malindi
Lamu
Dadaab
Garissa
Wajir
El Wak
Mandera

LEGENDS
- Turkana County
- Turkana West Sub-County
- Garissa County
- ○ Main Towns
- ● Key Planning Locations
- — Main Roads
- ···· LAPSSET Railway
- ─── LAPSSET Highway
- ···· LAPSSET Pipeline

0 50 100 200 KM

SOUTH SUDAN
UGANDA

Nanaam Ward
Kaaleng/Kaikor
Nakodok
Nadapal
Lokichoggio Ward
Songkot Ward
Lokichoggio
Kaeris
Nakalale
Kalobeyei Ward
Lopur Ward
Kalobeyei Town
Kalobeyei Settlement
Kakuma Refugee Camp
Kakuma Town
Kakuma Ward
Makutano
Letea Ward
Loima
Turkwel
Kalokol
Lodwar
Lokiriama/Lorengippi

LEGENDS
- Turkana County
- Other Counties
- ◉ Major Towns
- ○ Towns
- ● Key Planning Locations
- — A1 Road

0 12.5 25 50 KM

Songkot Ward
Lopur Ward
Letea Ward
Kalobeyei Settlement
Kakuma Refugee Camp
Kalobeyei Ward
Kalobeyei Town
Corridor Development
Kakuma Town
Kakuma Ward

LEGENDS
- Turkana North Sub-County
- Various Wards
- Waterways
- ◉ Major Towns
- ◎ Towns
- ○ Villages
- ● Key Planning Locations
- Built-Up Areas
- — A1 Road

0 2.5 5 10 KM

Source: UN-Habitat

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1.2 Background

Figure 1: Turkana West and Kakuma-Kalobeyei region presented at three different scales - National, Sub-County, and across the neighbouring settlements/camps.

Kakuma Refugee Camp and Kalobeyei Settlement are in Turkana County, northern Kenya. Kakuma Refugee Camp was established in 1991 as a response to an influx of South Sudanese refugees seeking asylum.[8] The camp population increased over the years with a consistent influx of refugees, where four camps were established sequentially. By 2015, the camp was hosting refugee populations beyond the initial expected capacities and was overcrowded. In 2016, Kalobeyei Settlement was established in response to the overcrowded conditions in the Kakuma Refugee Camp and has since been managed by the County Government of Turkana, Refugee Affairs Secretariat, and United Nations High Commisioner for Refugees (UNHCR).[9]

In 2019's census, Turkana County's total population was 1,123,621 people[10], against a significant refugee population of 196,645 refugees[11] within the County. Within Turkana West, a sub-county of Turkana, the size of the refugee population in Kakuma Refugee Camp (157,765) and Kalobeyei Settlement (38,880)[12] becomes comparatively more significant as it comprises of 45.7% of the total population in Turkana West[13]. In comparison, Kakuma Town (45,882) and Kalobeyei Town (estimated at 2000) combined make up approximately 12% of Turkana West's total population.[14] By 2030, UN-Habitat expects these numbers to rise between 2.28% per year (Kenya's national growth rate) to 3.35% per year (Turkana County's growth rate).[15]

UN-Habitat recognises the need to "bridge humanitarian and development modalities" in migration and displacement settings, such as Kakuma-Kalobeyei.[16] Humanitarian actors and host governments have traditionally restricted migration in urban areas, choosing encampment above integration. While camp models provide aid to refugees, there are few opportunities for inhabitants to become self-reliant, especially in situations where there is restricted freedom of movement, legal employment and access to land, systems of justice, and education.

Given the enduring nature of global migration and displacement, the camp model is a temporary solution that is unable to meet the needs of growing populations and protracted situations. In line with supporting the strengthening of the humanitarian-development-peace nexus through sustainable projects in the Kalobeyei Settlement and via support to the KISEDP, the Kalobeyei Settlement is a pioneering model and approach that supports these efforts. In 2015, UNHCR and the Government of Kenya piloted the settlement to promote the self-reliance of refugees and the host population by enhancing livelihood opportunities. Subsequently, the County Government, UNHCR and partners embarked on the 15-year comprehensive multi-sectoral and multi-stakeholder initiative KISEDP in Turkana West. KISEDP uses an area-based approach and will directly and indirectly benefit the Turkana West population.[17]

The innovative approach in the Kalobeyei Settlement was developed to allow host community members and refugees to maximise their potential in an enabling environment in which inclusive service delivery and local capacities are strengthened, legal frameworks and policies are improved, a conducive environment for investment and job creation is promoted, and communities' resilience is strengthened.

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8   UN-Habitat, 2018, pg. 23.
9   UNHCR, n.d.(a).
10   Kenya National Bureau of Statistics, 2019, pg. 11.
11   UN-Habitat, 2021(a).
12   Ibid.
13   Kenya National Bureau of Statistics, 2019, pg. 11.
14   UN-Habitat, 2021(a).
15   Ibid.
16   UN-Habitat et al., 2017, pg. 53.
17   UN-Habitat, 2018, pg. 24 – 26.

It also aims to build people's skills and capabilities to successfully function in this unfamiliar environment in hopes of enhancing the local economy overall.[18] UN-Habitat plays the role of technical advisor for the *Spatial Planning and Infrastructure Development Working Group* in KISEDP and has been working with several donors and partners in the implementation of related programmes in the region.

1.3 UN-Habitat's Urban Planning and Participatory Approaches

In *World Cities Report 2020: The Value of Sustainable Urbanization*, UN-Habitat observed that as cities continue to develop and grow, inequity and poverty becomes increasingly commonplace, which is inter alia a result of (1) an "absence of institutional mandates to implement egalitarian policies", (2) "limited capacity and resources at different levels of government", and (3) "a lack of community participation in urban development and decision-making".[19] Cities can "create and maintain inclusive and just social systems" but can only be considered sustainable if root causes such as poverty, precarious living conditions and informal settlements are part and parcel of the solution.[20] In order to tackle these issues, it is critical to involve the vulnerable populations affected. One such strategy to achieve sustainable urbanisation is through the inclusion of "underrepresented and underserved populations in participatory civic processes", enabling them to contribute to their own development.[21]

1.3.1 Participation enables relevant and sustainable outputs

In UN-Habitat's *Strategic Plan 2020 – 2023*, urban and territorial planning and design is recognised as "more than a technical tool; it is an integrative and political participatory process that addresses and helps to reconcile competing interests regarding city form and functionality within an appropriate urbanization perspective."[22] Utilising a participatory process can enable different stakeholders to contribute perspectives to the planning process, developing a more holistic overview. Similarly, providing stakeholders opportunities to be more involved will also encourage usage of a cross-sectoral approach to formulate urban policies, and to connect different sectors horizontally whilst bridging everyday citizens to other urban actors – which are all key to sustainable and inclusive urban planning. Furthermore, spatial planning tools, such as using area-based approaches, can provide different stakeholders a common platform and enable people from diverse backgrounds to share their needs and aspirations.

Another tool is the '*People's Process*', developed by UN-Habitat and the Government of Sri Lanka in early 1980s, which contributes to sustainability of development through a combination of technical expertise utilising local knowledge – achieved by integrating the community into the development process.[23] Basing on the experience of the UN-Habitat Regional Office for Asia and the Pacific (RoAP), it is noted that people possess the potential to contribute through their thinking outside the box and creativity to problem-solving[24] – by recognising and activating the potential of different stakeholders. Through a participatory process these potentials can be translated and catalysed into sustainable and relevant interventions.

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18   UNHCR(a).
19   UN-Habitat, 2020(c), pg. 63.
20   Ibid.
21   Ibid.
22   UN-Habitat, 2020(a), pg. 57.
23   UN-Habitat, 2016(a).
24   UN-Habitat ROAP, 2007, pg. 1.

1.3.2 Participation nurtures ownership

A meaningful participatory process involves including all relevant stakeholders in the decision-making processes which is vital for greater ownership of the urban programmes. One of the key stakeholders in this process are local governments. They can shape humanitarian-development responses through existing legal and institutional frameworks for governance and urban planning, and their expertise can also lay the ground for "stronger citizen participation and collaborative governance".[25] However, in some situations, participation is utilised more as a "symbolic gesture", with little transformative impact towards urban governance structures and systems.[26] To ensure that local governments provide a conducive environment for citizen participation, UN-Habitat presents several recommendations which include these four[27]:

- Empowerment and autonomy of social movements and local stakeholders.
- Recognition of formal participation procedures with transparent and shared rules that are complemented by collaborative partnership.
- Understanding of the importance and seriousness of privacy rights and citizens' initiatives, and to endow citizens with real decision-making powers.
- Development of an increasing number of participatory processes, online and offline, which are balanced and implemented with regularity and continuity.

Photo Bottom: UN-Habitat Kakuma Field Office staff preparing materials for a participatory workshop. (2019)

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25   UN-Habitat, 2020(c), pg. 220.
26   UN-Habitat, 2020(c), pg. 224.
27   UN-Habitat, 2020(c), pg. 224 - 225.

Photo Above: Visitors peruse a public space exhibition in Kakuma-Kalobeyei, which showcases outputs from a previous design workshop. (2020)

02

PARTICIPATION IN THE 'NEW NORMAL'

The concept of participation in refugee operations is not new. In 1995, Mongi et al. elaborated on involving refugees in the management of the camps, noting that by allowing refugees to contribute ideas to the management, they could "feel that it is their initiative and so fully participate to ensure that the idea succeeds."[28] The authors suggested that on a programme level, aid should include host country and refugee population alike, and on an implementation level, the displaced, and delivery partners should be included to gain transparency and common understanding of the outcome.

This is especially the case for an area such as Kakuma-Kalobeyei which accommodates a diverse range of stakeholders - host and refugees, local and national governments, UN agencies, and non-governmental organisations (NGO). A study of literature on participation in Kakuma-Kalobeyei shared interesting insights into what participation looks like within camps. In his extensive anthropological case study on Kakuma Refugee Camp, Bram J. Jansen, identifies two forms of participation in Kakuma Refugee Camp[29]: (1) "Practical participation", by supporting activities like aid distribution or enumeration

28   Mongi et al., 1995, pg. 25.
29   Jansen, 2018, pg. 60.

and (2) "Political participation", through leadership positions in the governance of the camp. Echoing this, UN-Habitat also observes room for participation to grow beyond these forms and address existing gaps which can improve engagement to better support and recognise the needs of these vulnerable groups.

With the COVID-19 pandemic, there is also further need and urgency to review and understand how better participation processes could support the pandemic response. For instance, the United States is expected to take an extended process back towards normalcy even with a population with close to half fully vaccinated[30]; comparatively vaccination rates in Kakuma-Kalobeyei are significantly lower[31] and the region remains exposed to high socio-economic and health risks. Kakuma-Kalobeyei's new normal will require new forms of participatory approaches – both to enable a continued involvement of all stakeholders and to ensure participants are able to share insights into their changing circumstances during the pandemic. Interestingly, Andrew Geddes similarly reflects a similar opinion in his analysis of the new normal in Europe, explaining that there are calls for new approaches as old ones are no longer as appropriate.[32]

- **How do programmes grant community members more opportunities in decision-making?**
- **How can community members be empowered and self reliant during crises, such as during the pandemic, when aid actors may be less available?**
- **As new vulnerable groups are identified, what strategies can be utilised to ensure all persons (including those under-represented or marginalised), are recognised and included in processes?**
- **How can practitioners work with community members to ensure interventions are tailored to the changing/shifting needs of populations?**
- **In resource-constrained environments, how can existing gaps be better addressed sustainably?**

2.1 UN-Habitat's Participation in Kakuma-Kalobeyei

UN-Habitat has over the years ensured the utilisation of participatory engagements in the planning and design of Kakuma-Kalobeyei, including the Kalobeyei Settlement. These include conducting stakeholder workshops, participatory mapping, and social halls to develop the *Kalobeyei Settlement Advisory Development Plan*, and by utilising an integrated and iterative approach in doing so.

- **Institutional and Constitutional requirement**

In the *Kalobeyei Settlement Advisory Development Plan*, an analysis of the region's institutional, legal and policy framework reveals that participatory approaches are necessary and mandated through the Office of the United Nations High Commissioner for Human Rights (OHCHR)'s right to adequate housing, County Government Act, Physical Planning Act Cap 286, and Urban Areas and Cities Act-CAP 275.[33] However, while these materials and program reports demonstrate the impact of participation, they do not thoroughly capture the methodologies used in sufficient detail nor reflect the specific lessons learned from engaging the stakeholders over the years.

- **Integrating hosts and refugees**

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30 Ducharme, 2021.
31 As of 2021.
32 Geddes, 2020.
33 UN-Habitat, 2018, pg. 37 – 54.

The possibility of conflicts and social tensions between host and refugee communities is evident in any protracted or already congested situation. In Kakuma-Kalobeyei, tensions arose primarily from (1) "imbalanced assistance" where initial financial and project support was geared towards the refugees and did not include the host communities, (2) perceived lack of benefits from the presence of refugees, and (3) "competition over limited resources".[34] Participatory planning provides a platform for stakeholders to collectively develop a common vision which in turn supports the assembly of local drivers.[35] This is critical in enabling host and refugee communities to understand their challenges, commonalities, and differences, and to find ways to live harmoniously.

- **Iterative process of planning**

As recommended in both *World Cities Reports 2016* and *2020*, "a city that plans" is necessary to allow local stakeholders to learn and respond as situations continue changing.[36] Likewise, in Kakuma-Kalobeyei, UN-Habitat's planning typically follows an iterative process which ensured all stakeholders were engaged at all stages in a participatory manner and provided with access to decision-making processes. One such example can be seen below:

Table 1: Example of an iterative planning approach.

Phase	Activities
Proposal	Defining the problem statement and preparation of research materials
Inception	Desktop research, including literature review and other secondary materials
	Preliminary field mission, site survey, and preliminary stakeholder engagement
	Stakeholder mapping and engagement (creating buy-in)
	Inception report
Baseline assessment and Planning	Data collection and fieldwork, including surveys, FGDs, KIIs, participatory mapping
	Data compilation and synthesis, including spatial profiling, spatial analysis and assessments
	Profiling report
Concept Development	Visioning
	Scenario building
	Conceptual plan
Plan formulation	Formulation of plans/strategies/interventions
	Action planning and prioritisation
Implementation	Implementation of plans/strategies/interventions
Monitoring & Evaluation	Monitoring & Evaluation, conducted in parallel with activities

In addition, part of an iterative planning process is the consequent adaption to newly gathered data and analytical outcomes.[37] This can be supported by the utilisation of participatory approaches in which stakeholders are engaged at every stage of the process. In planning, this would allow practitioners to not only be able to collect data over a continuous period, but also provide them the opportunity to have the data compiled and subsequent recommendations be validated by participants/beneficiaries.

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34   UN-Habitat, 2018, pg. 24.
35   UN-Habitat, 2020, p. xxxiii.
36   UN-Habitat, 2020(c), p. 223.
37   UN-Habitat, 2018, p. 30.

Table 2: Lessons Learnt, Gaps, and Recommendations on Adapting Participatory Approaches in urban planning processes.

2.2 Adapting Participatory Approaches from Lessons Learnt

Since UN-Habitat began supporting KISEDP and efforts in Kakuma-Kalobeyei in 2016, several lessons learnt from the processes of engagement have emerged. Lessons on participatory approaches have offered certain insights when they have been adapted and used in Kakuma-Kalobeyei, including during the pandemic. This section will translate past learnings into key recommendations going forward.

Strategy 1

Capitalise on the community's experiences as experts throughout the planning process

Lessons Learnt

Lesson Learnt: **Meaningful public participation supports creation of relevant and sustainable outputs**

Lesson Learnt: **Early public participation (through Settlement Development Groups) enables agile and dynamic planning processes**

Gaps and Recommendation

Gap: **Low pollination of ideas and learnings from participants to the community**

Recommendation: **Build momentum for activities and nurture confidence towards participants' impact**

Gap: **Insufficient opportunities for community-at-large to self-organise and share feedback**

Recommendation: **Integrate capacity building to enable co-production and an active feedback loop**

Strategy 2

Ensure multi-stakeholder engagements in incremental planning processes

Lessons Learnt

Lesson Learnt: **Collaborations with partners build upon different comparative advantages to deliver better**

Gaps and Recommendation

Gap: **Inadequate mapping/identification and engagement of relevant stakeholders**

Recommendation: **Integrate stakeholder mapping process and encourage multi-stakeholder engagement (especially of the under-represented and marginalised)**

Gap: **Inadequate sample size/scale and type of engagement**

Recommendation: **Employ adequate type and scale of engagement processes**

Strategy 3

Use accessible and reliable spatial data

Lessons Learnt

Lesson Learnt: **Area-based approaches are useful to integrate inter-sectoral considerations**

Lesson Learnt: **Evidence-based planning is supported by data analytics tools and processes**

Gaps and Recommendation

Gap: **Lack of adequate disaggregated data and spatial analytics**

Recommendation: **Collect, analyse, and prepare easily interpreted spatial data**

Recommendation: **Build understanding of relevance of spatial data and GIS to participants and partners**

Recommendation: **Develop centralised and accessible spatial database for monitoring and evaluation**

Strategy 1 Capitalise on the community's experiences as experts throughout the planning process

Analysis of Participatory Approaches in Planning Processes, in Kakuma-Kalobeyei

Recommendation:
Build momentum for activities and nurture confidence towards participants' impact

ITERATIVE DESIGN PROCESS
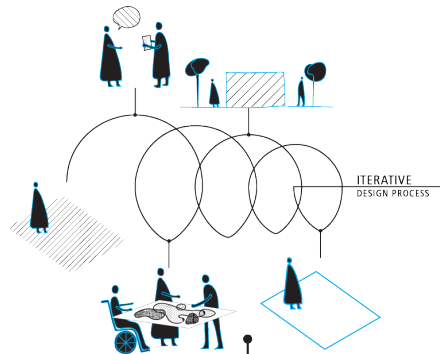
DEFINING THE PROBLEM STATEMENT

DESKTOP RESEARCH

PROPOSAL

INCEPTION

PROFILING REPORT

DATA COMPILATION AND SYNTHESIS
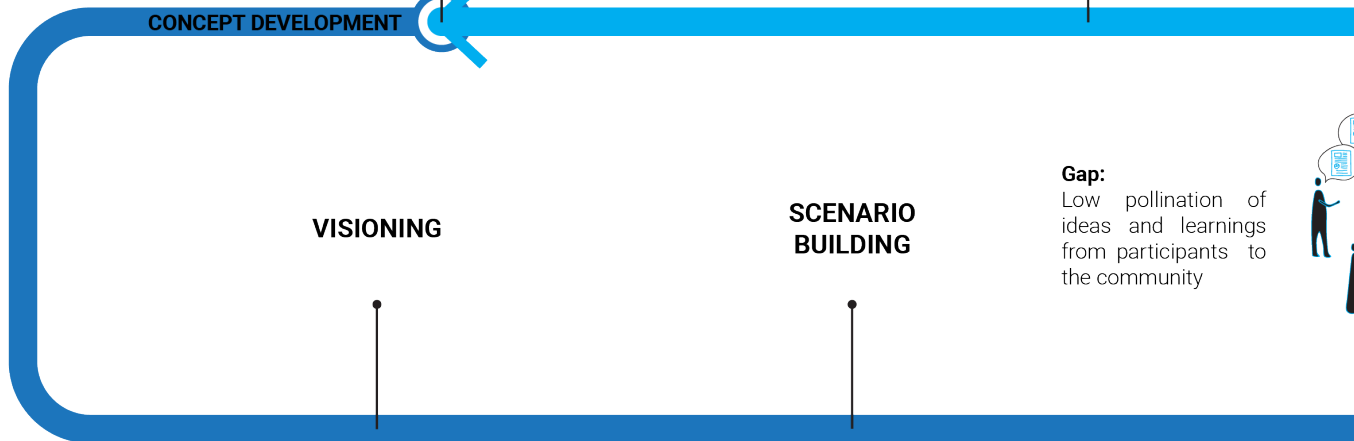
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CONCEPT DEVELOPMENT

Gap:
Low pollination of ideas and learnings from participants to the community

VISIONING

SCENARIO BUILDING

Gap:
Insufficient opportunities for community-at-large to self-organise and share feedback

ITERATIVE DESIGN PROCESS
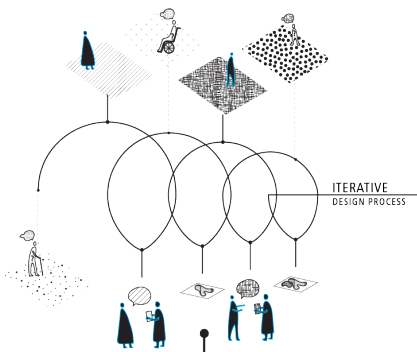
MONITORING AND EVALUATION

Lessons Learnt:
Meaningful public participation supports creation of relevant and sustainable outputs

MONITORING AND EVALUATION

Participatory Approaches in the New Normal
Lessons from Kakuma-Kalobeyei, Turkana County, Kenya

Improving participatory approaches for communities in Kakuma-Kalobeyei by supporting them to better engage and effect changes can be achieved through greater direct participation in urban planning processes. These include building on their knowledge and capacity of planning and empowering them to make good decisions. Continued improvements towards ensuring greater access to parti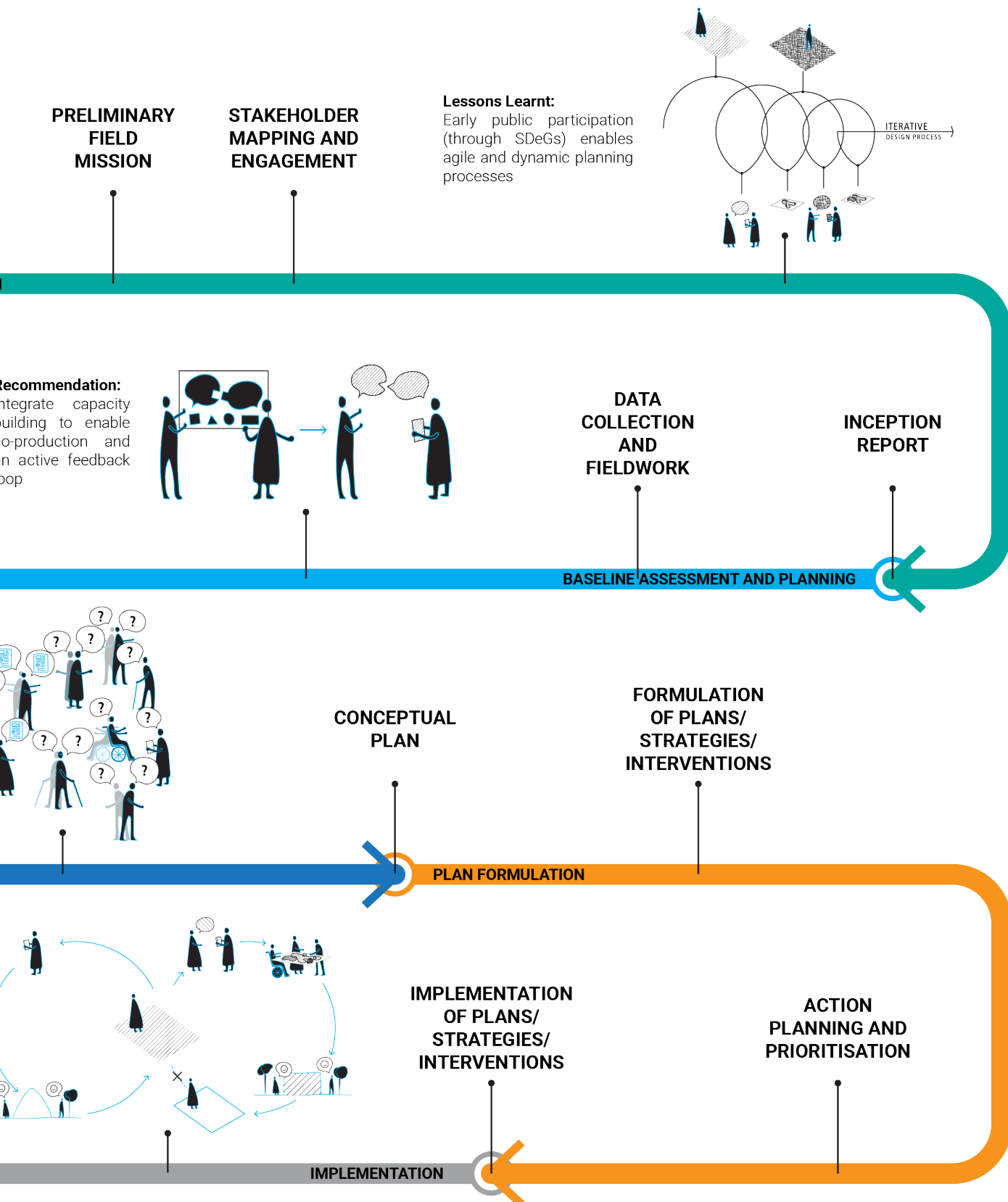cipation is a critical cornerstone in UN-Habitat's efforts to support the development of sustainable settlements in Kakuma-Kalobeyei. In the long-term, this experience will also accelerate communities to become more capable in undertaking (further) development initiatives.

PRELIMINARY FIELD MISSION

STAKEHOLDER MAPPING AND ENGAGEMENT

Lessons Learnt:
Early public participation (through SDeGs) enables agile and dynamic planning processes

ITERATIVE DESIGN PROCESS

Recommendation:
Integrate capacity building to enable co-production and an active feedback loop

DATA COLLECTION AND FIELDWORK

INCEPTION REPORT

BASELINE ASSESSMENT AND PLANNING

CONCEPTUAL PLAN

FORMULATION OF PLANS/ STRATEGIES/ INTERVENTIONS

PLAN FORMULATION

IMPLEMENTATION OF PLANS/ STRATEGIES/ INTERVENTIONS

ACTION PLANNING AND PRIORITISATION

IMPLEMENTATION

Lesson Learnt: **Meaningful public participation supports creation of relevant and sustainable outputs**
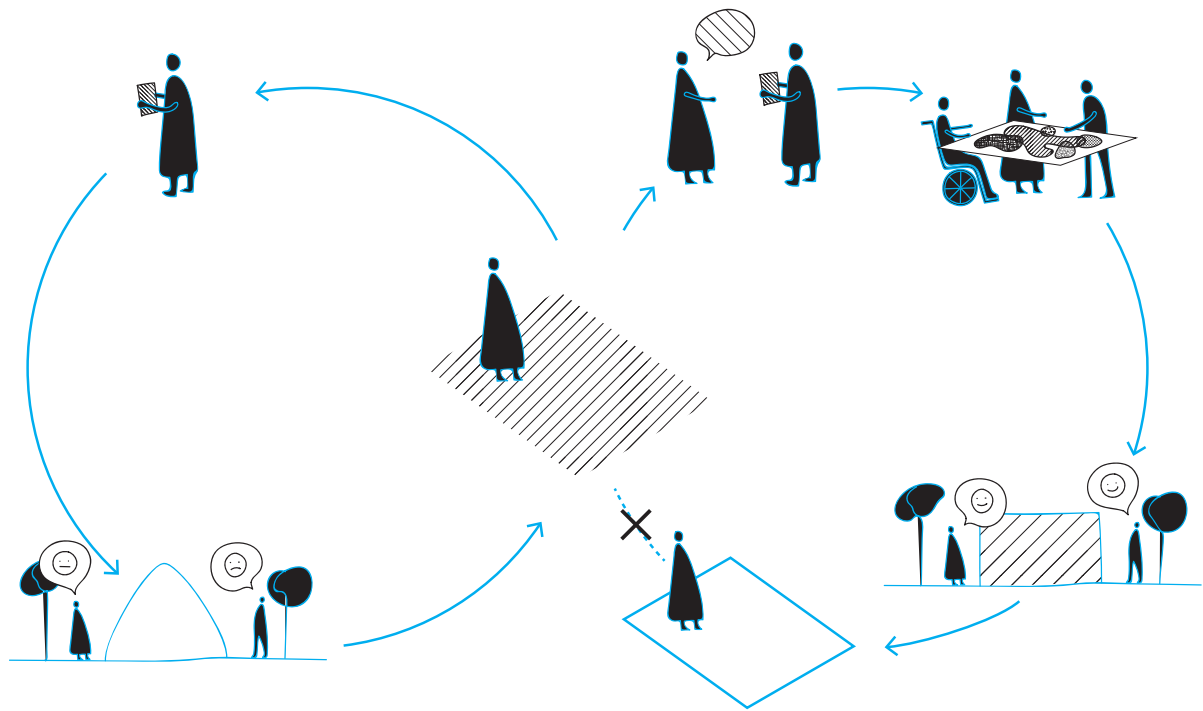

Figure 2: Meaningful public participation supports creation of relevant and sustainable outputs.

A guiding question for defining meaningful participation is exemplified by Lalith Lankatilleke, "who participates in whose project?".[38] This sentiment is echoed by Arnstein, who stated that "citizen participation is citizen power", which supports the devolution of power to citizens who were previously excluded from current system.[39, 40]

Building upon Arnstein's thesis which discusses participation as redistribution of power, there is value in capacity building to deliver meaningful participation.[41] One benefit of participatory approaches is aiding communities in being aware of their own aspirations and needs and to "learn how to develop successful strategies to realize them".[42] There are a few developmental benefits to stakeholders that can emerge from investing in participatory approaches for urban planning in the new normal mentioned below:

• Contribute insights from local experiences that can be built on to inform the decision-making process.

• Learn more about themselves and others, such as cultural practices, capacities and beliefs, and to better reflect their needs in the urban planning process.

• Build ownership towards interventions and ensure more buy-in in the long run.

38   Mitlin & Thompson, 1995, pg. 232.

39   Arnstein, 1969, pg. 216.

40   Arnstein's Ladder of Participation categorises different scenarios in which citizens are accorded various levels of power in the process and serves as a powerful reference to understand the impact of different institutions and organisations in the field on participation.

41   Arnstein, 1969.

42   Mitlin & Thompson, 1995, pg. 234.

In 2016, participatory activities such as a mapping workshop conducted with refugees living in Kalobeyei Settlement Village 1 helped better inform the challenges, priorities, and needs of the persons living in the settlement.[43] In turn, the findings shaped the Spatial Plans for Kalobeyei Settlement's three villages, and the drafting of neighbourhood plans. Through the implementation of one such neighbourhood plan in Village 2, the needs that were mapped were realised. Examples include agricultural spaces designed close to housing/shelter, and the provision of water at a preliminary stage.

Photo Left: Participatory planning workshop to better map the needs of residents in the Kalobeyei Settlement. (Julius Mwelu/UN-Habitat, 2016)

Photo Right: Residents grew kitchen gardens by their homes supported by their access to preliminary water points. (2019)

Figure 3: UN-Habitat developed neighbourhood plot designs with specifications that considered the feedback from the participatory workshops.

fig.151. Water supply provision

fig.149. Urban agriculture within the block

fig.152. Sanitation facilities location

fig.150. Sustainable drainage design

43   UN-Habitat, 2018, pg. 223 – 225.

In *Building Capacity through Participation*, participatory approaches which are limited to Questions & Answers (Q&A) format consultations between experts and the community have been described as insufficient.[44] **Meaningful participation should provide a platform for different stakeholders to contribute and allow the process to reflect the nuances in accommodating their different needs.** This will ensure that solutions which are co-created, will not be merely one-size-fit-all, but answer to various requirements. **Meaningful participation should also strive to provide two-way interactions which support knowledge exchange between groups of people** (such as facilitators and the community members).
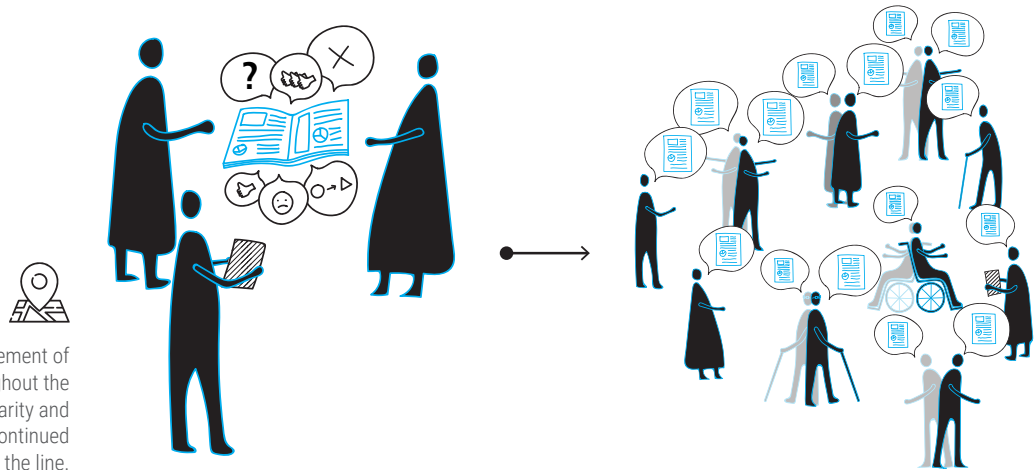

Figure 4: Close involvement of the community throughout the process builds familiarity and also supports their continued involvement down the line.

Another important consideration in meaningful participation is ensuring that community members can participate from the start till the end of a planning process. To maximise this potential, **providing them with opportunities to directly contribute to the final outputs**, i.e. detailed plans, reports, publications, will not only ensure the content is validated at the end of the project, but that the community would also be familiar and have a strong understanding of its contents. In turn, they would be able to utilise the output to lead future discussions and efforts with the wider community.

Photo Right: Various stakeholder involvement mediums can be utilised e.g. interviews and videography. (2021)

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44   Balm, 2008, pg. 23.

Lesson Learnt: **Early public participation (through SDeGs) enables agile and dynamic planning processes**
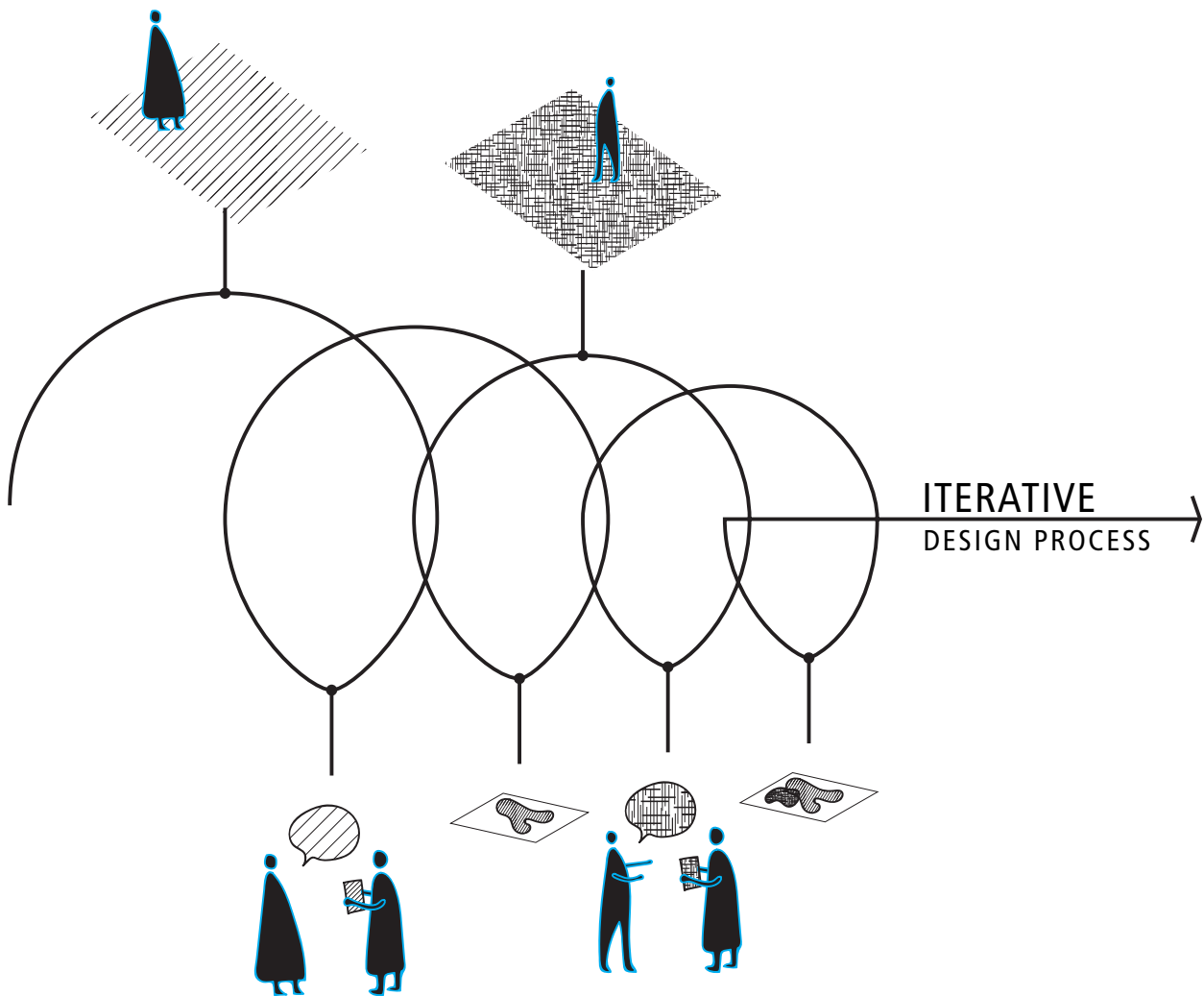

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Figure 5: Early public participation (through SDeGs) enables agile and dynamic planning processes.

An agile and adaptive planning process is essential in humanitarian contexts, such as Kakuma-Kalobeyei. This is due to the settlement being subjected to implications from potential population changes – such as growth and expatriation of refugees.[45] In addition, this is further compounded by the limitation of accessible and accurate data on refugee populations, which is constrained by a lack of resources and capacity to collect and maintain a reliable database.

There are opportunities to **involve the community as associates in shaping project development stages under an urban planning process**, such as scoping of problem statements, defining objectives, proposal development, and even fund-raising. Two Settlement Development Groups (SDeGs) were formed in 2016 to represent the communities from the host community and refugees. Each group participated in capacity building sessions to better understand the objectives of settlement development and were engaged throughout the planning process.[46] One key principle in employing this strategy was ensuring that the community partners mobilised are adequately representative of the population. In addition, it was important that these partners were aware of their role in representing the rest of the community.
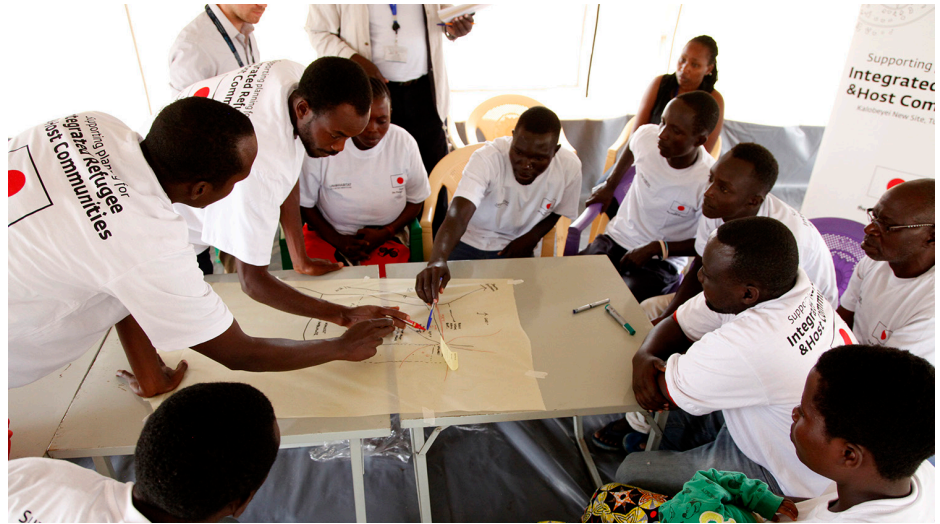
45   UN-Habitat, 2018, pg. 201.
46   UN-Habitat, 2018, pg. 15.

Photo Right:
Participants in a mapping exercise sharing information and details of the focus area. (2016)

Working with SDeGs as direct community partners throughout the planning process enabled UN-Habitat and partners to consolidate information which supported the development of an Advisory Development Plan that takes into consideration the needs of the residents in the settlements.[47] Through a **continued engagement of stakeholders such as the SDeGs**, UN-Habitat is also able to continually validate existing datasets and analyses to ensure that outputs remain relevant and sustainable in the long-term. This experience also allowed the groups to be better involved in the projects they co-created and to develop their capacity to self-organise and to support their own self-reliance. While the region and country recover from the effects of the pandemic, it will be critical to ensure that solutions are localised and tested before scaling up these efforts to other similar settlements and contexts.

In 2019, in a participatory design workshop[48] conducted by UN-Habitat with the community, a participant said, "There is nothing for me, without me. Tell me, show me, involve me". Throughout the workshop, the community shared feedback that helped shape the objective and scope of the public space, which provided directions for following workshops. Some of the comments included ideas on services the public space should provide or components of the public spaces that the community needed.

Photo Right: A participant of a workshop sharing on the importance of involving the community in efforts. (2019)

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47   UN-Habitat, 2018.
48   First of a series of participatory design workshops on the design of a public space in Kalobeyei Settlement's Village 2.

In Kakuma-Kalobeyei, several community members remain unfamiliar with urban planning concepts and methodologies, facing difficulties understanding concepts such as urban planning in the long-term, budgeting and their connections to urban policies and practices. Technocrats who may be familiar with urban planning processes could also be less knowledgeable about how to engage community members using participatory methods. There is a need to bridge this gap to provide both groups the right tools and awareness.

Photo Top: UN-Habitat staff presenting the road networks within the Kalobeyei Advisory Development Plan, and demonstrating how it shapes the design of public spaces. (2019)

Photo Middle: UN-Habitat staff guiding participants from different backgrounds, to contribute to the discussion on the future of the Corridor Plan in Kalobeyei. (2020)

Photo Bottom: UN-Habitat staff presenting a public space design in a validation workshop. (2020)

Gap: Low pollination of ideas and learnings from participants to the community
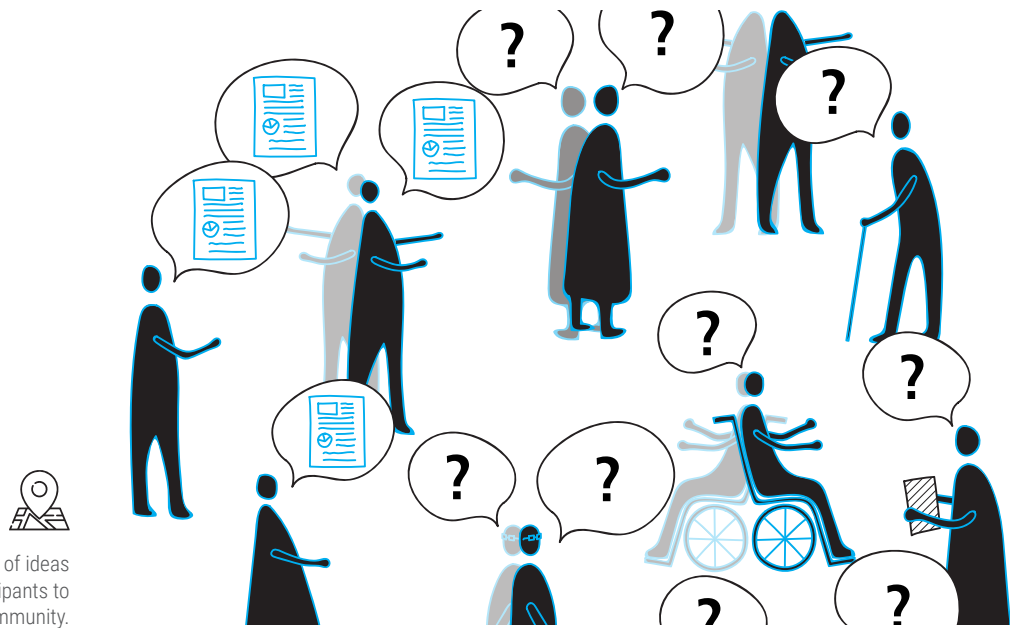

Figure 6: Low pollination of ideas and learnings from participants to the community.

Many host and refugees in Kakuma-Kalobeyei do not receive extensive formal education. As a result, a number of members may face difficulties understanding planning processes and reading spatial plans. Other persons who were closely included in planning processes or capacity development workshops over the years and have developed a stronger capacity to understand these concepts, may also not be able to share their findings or learnings (such as the benefits of good urban planning) to fellow community members.

In the situation that community members are unfamiliar with the benefits of good urban planning, and where there is often no security of tenure for land or dwellings they inhabit, nor supportive urban governance, policies or regulations put in place, informal and uncontrolled development/settlements can emerge. This could potentially impede sustainable development efforts in the long-term, as authorities and partners would require additional resources to manage informal growth. In addition, without the familiarity and understanding of good spatial planning and the benefits it can bring to the communities, it is challenging to create greater confidence and buy-in from communities to support planning processes. This can also limit their participation in such activities.

In 2019, UN-Habitat conducted a series of Key Informant Interviews (KIIs) with non-SDeGs host and refugees. The team found that while some of these members had less understanding towards urban planning or the specific spatial plan discussed, they understood the beneficial impacts of the intervention and how it would support future development. Susan Ilee Lodu (17, refugee) explained that while she had not seen the spatial plan, she understood its potential to contribute to persons through supporting 'bamba chakula', and access to education. Sar Godana (32, refugee) understood that the Spatial Plan was designed to support integration between the host and refugee communities. Emannuel Loyelei Kaitha (22, host) was able to relate spatial planning to development of infrastructure, such as road construction, which he participated in. Edipo Paul Emoru (21, host) was able to understand the capacity building opportunities that came with development, and how the spatial plan could better inform development on the ground to avoid congested areas, such as Kakuma Refugee Camp.

Recommendation: **Build momentum for activities and nurture confidence towards participants' impact**
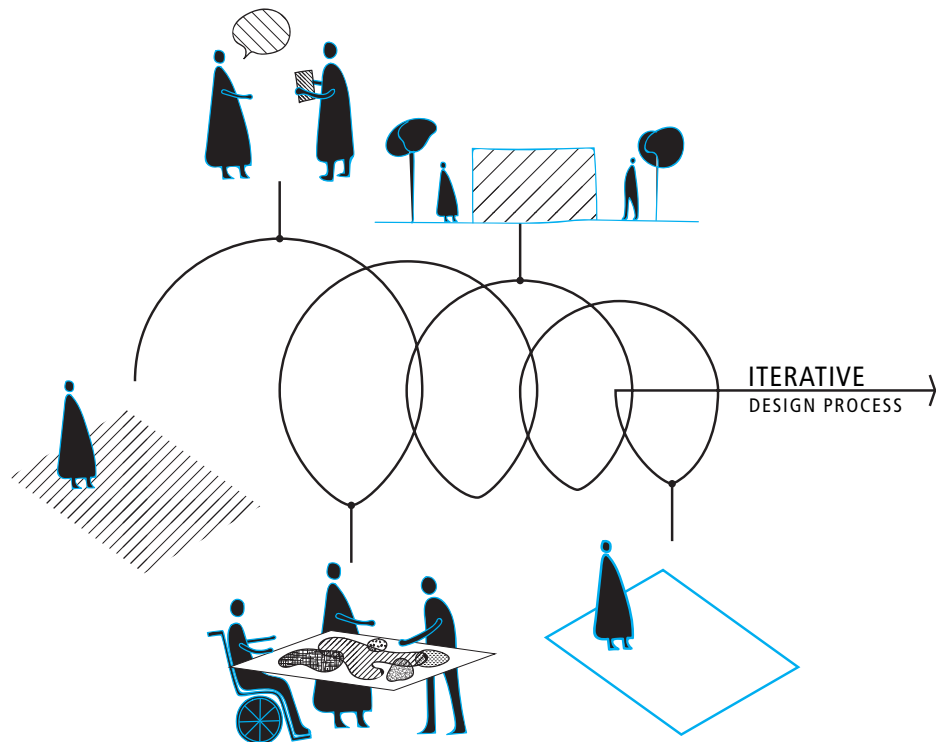

Figure 7: Build momentum for activities and nurture confidence towards participants' impact.

A metaphor that describes the outcome of not utilising a meaningful participatory process can be extracted from Arnstein's one interview, "Nothing ever happens with those […] questions, except the surveyor gets $3 an hour, and my washing doesn't get done that day."[49] By involving the beneficiary from the inception of a programme and consistently throughout the planning processes, practitioners can avoid a situation described by Arnstein's study where beneficiaries have little confidence towards projects that would impact them. The results of development assistance interventions can sometimes take years before they are realised, and there are risks of participation fatigue and loss of confidence towards these projects. **Nurturing the confidence of participants can help to build momentum and a stronger sense of ownership.**

One important part of the process is to **demonstrate to participants how their contributions can be integrated and be better translated into actual outputs**. By showing participants that their contributions matter and play a key role in the outcome, it can give them more confidence that their needs are taken into full consideration, and potentially encourage them to continue supporting the processes down the line, including long-term development goals. Consistency, and building a strong relationship for engagement is also important – not only to ensure the full participation, but also to allow participants to build their knowledge and continue to support effectively through these planning stages. Less resources would be required to train new participants and participants would be in the best position to share consistent reflections of their needs and existing situations pertaining to specific planning stages.

In the past, practitioners have sometimes faced challenges with resource constraints in program implementation. This results in difficulty carrying out meaningful engagements with a substantial portion of the community. Within Kakuma-Kalobeyei, UN-Habitat recommends that social halls or community councils can be effective avenues to disseminate and validate information and findings from participatory activities with the wider community.

49   Arnstein, 1969, pg. 219.

Gap: Insufficient opportunities for community-at-large to self-organise and share feedback
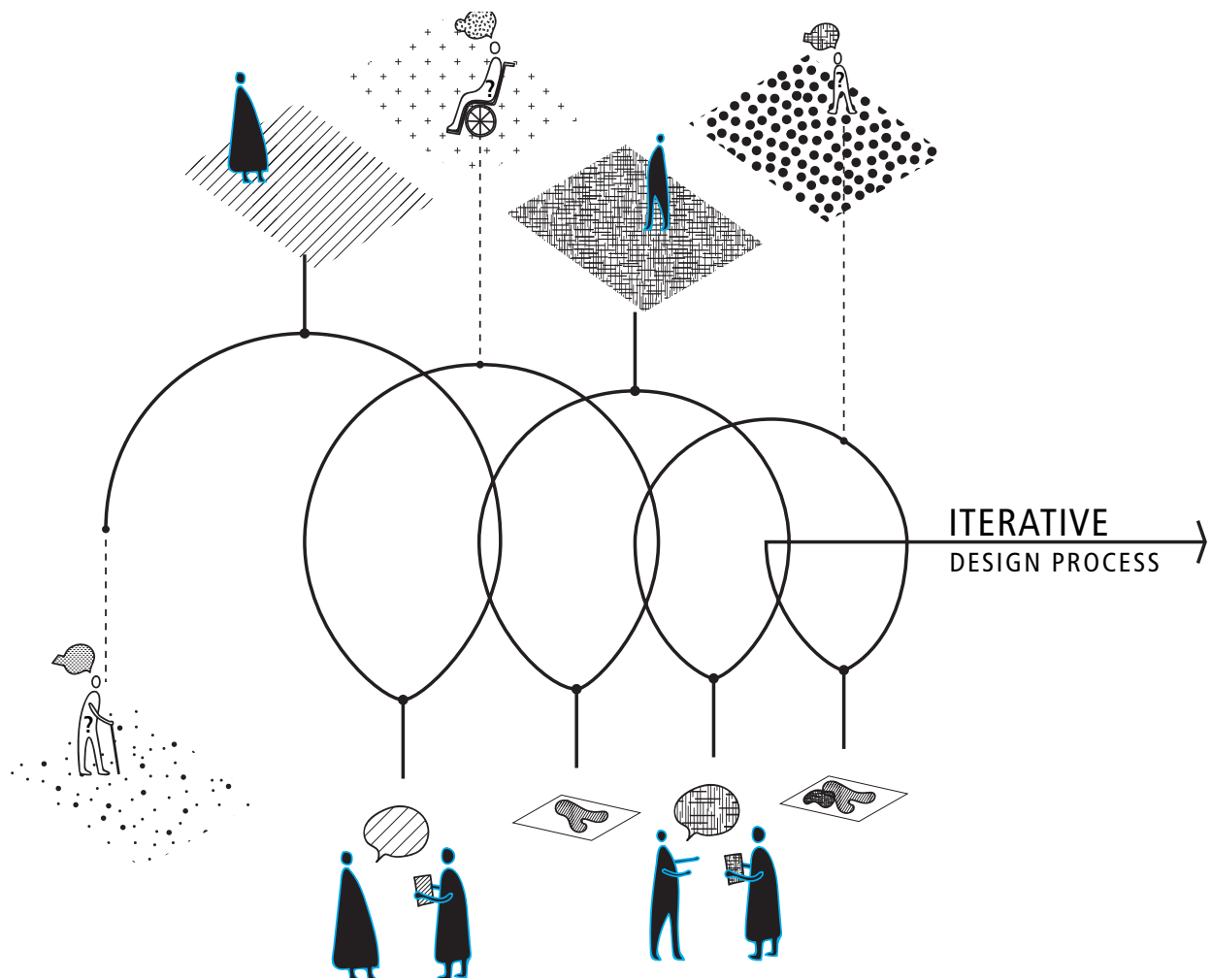

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Figure 8: Insufficient opportunities for community-at-large to self-organise and share feedback.

Feedback is a key participatory aspect that enables stakeholders to share insights to their needs and for interventions to better address these needs. However, a key gap observed is the lack of inclusive feedback strategies that enable different stakeholders to better share their individual feedback. For instance, persons with visual impairment or low digital literacy may require specific feedback platforms for their needs to be best reflected, such as face-to-face or engagements. In a situation where members of society are unable to participate in sharing their feedback, their needs may not be well reflected or represented.

At the beginning of the COVID-19 pandemic, restrictions were placed on in-person meetings in Kakuma-Kalobeyei. UN-Habitat begun employing the use of smart phone messaging applications with members of the community. These groups have been helpful in mobilising participants to prepare for and join virtual engagements such as over telecommunicating/video-conferencing platforms. However, the application was limited in supporting in-depth discussions (such as over spatial maps) between the participants and facilitators of these engagements. While the application is convenient and reliable, it limits participation to persons who own or have access to a smart phone, have access to the internet, and have sufficient digital literacy to operate a smart phone, and utilise messaging applications.

While each participatory activity may involve the community and provide them access to the planning process, one-directional engagements (i.e. implementation organisations approaching beneficiary and not the other way round) risks undermining the effectiveness of participation and relationship building on a broader scale and in the long-term.

Referencing Arnstein's *Ladder of Participation*, on an individual level the participatory activities confer the community some degrees of citizen power, but on a broader scale, this could decline into tokenism as the community has little control of the planning process. For example, the community does not have the resources or authority to organise town halls or discussions with key actors to share their thoughts and in some cases, grievances. This presents a missed opportunity in nurturing the stakeholders' confidence in planning processes. In addition, while participatory activities have been conducted by numerous agencies in the past years, these are often not periodic and frequent enough. Inconsistency can also result in the loss of valuable information shared by the community.

> UN-Habitat has relied on social halls as a strong strategy to engage the community over different issues and development. However, a lack of social infrastructure such as public spaces and community centres, compounded by its inequitable accessibility to both host and refugee communities, can contribute to mis-opportunities for communities to gather, discuss, and communicate their feedback on ongoing developments. Over the years, practitioners have dedicated resources to build social infrastructure that can integrate both host and refugee communities and improve relations. An important next step is to develop these spaces as platforms for two-way engagements, by connecting them with actors. For example, during the COVID-19 pandemic, public spaces can accommodate larger crowds while respecting physical distancing measures.[50] This enables actors to be able to communicate with the community and to address important issues, for example broadcasting good COVID-19 health and hygiene practices, while being able to respond to the communities' questions and feedback.[51]

Photo Right:
Community leaders are important participants as they represent other members of the community. They are often involved in engagements, like social halls. (2019)

50   UN-Habitat, 2021(b), pg. 48 – 49.
51   Ibid.

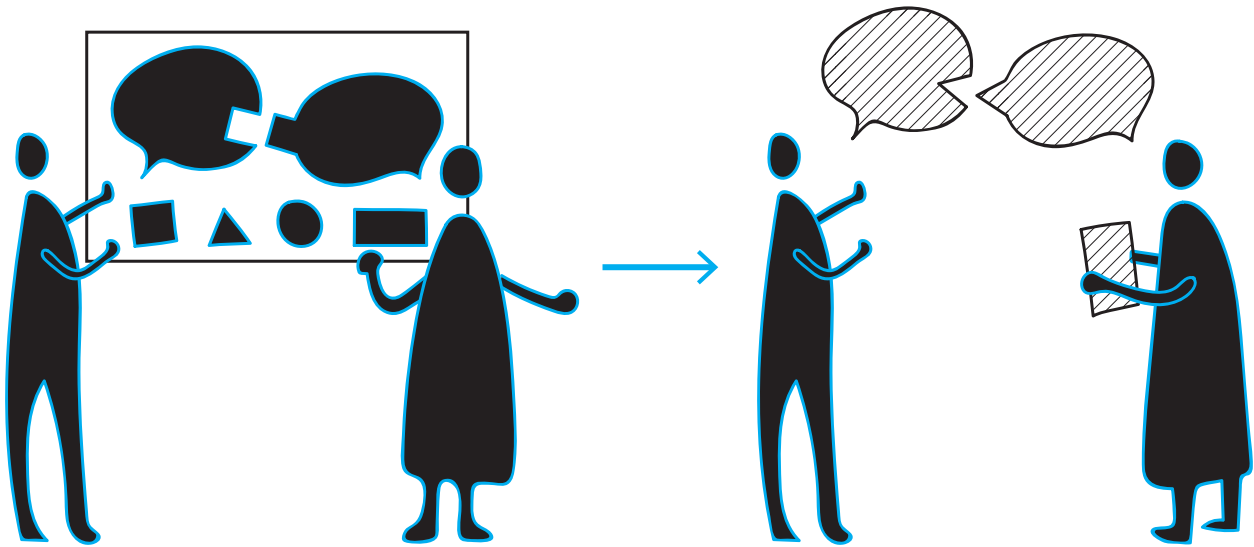**Recommendation:** **Integrate capacity building to enable co-production and an active feedback loop**

Figure 9: Integrate capacity building to enable co-production and an active feedback loop.

Traditionally, humanitarian programmes have shorter funding periods compared to development assistance programmes which have longer implementation cycles. This has placed certain pressures on humanitarian-development practitioners in Kakuma-Kalobeyei who often work with short project timeframes. UN-Habitat and partners have over the years **relied on the continued participation of a core group of community champions**, such as the SDeGs and Community Planning Groups (CPGs), to act as representatives for other members in their communities - collecting feedback to contribute to planning processes.

These representatives of the community require adequate knowledge and understanding of the urban planning process to effectively carry out the work and bridge an understanding with practitioners and experts carrying out these activities. To achieve this, **capacity building processes should be integrated in participatory approaches**. This will provide two advantages: (1) capacity development enables participants to engage in fruitful discussions with experts and provide relevant feedback, and (2) participating in the activities enables the participants to apply their learned skills, potentially strengthening their understanding.

Since the inception of Kalobeyei Settlement Community Centre (KSCC), UN-Habitat has worked with Association for Aid and Relief, Japan (AAR) to establish a Management Committee, and to build its capacity to manage the centre independently in the long run. As a key social infrastructure in the area, the centre provides services to the communities - and interacts with them on a regular basis. The committee has played the role as community champions, to represent, mobilise, and engage the communities. Continued sessions have seen them increasingly conversant with planning concepts, and supporting program implementation through conducting interpretation between practitioners and the local community.

Figure 10: Community champions extend engagement as they share their knowledge to more members in the community.
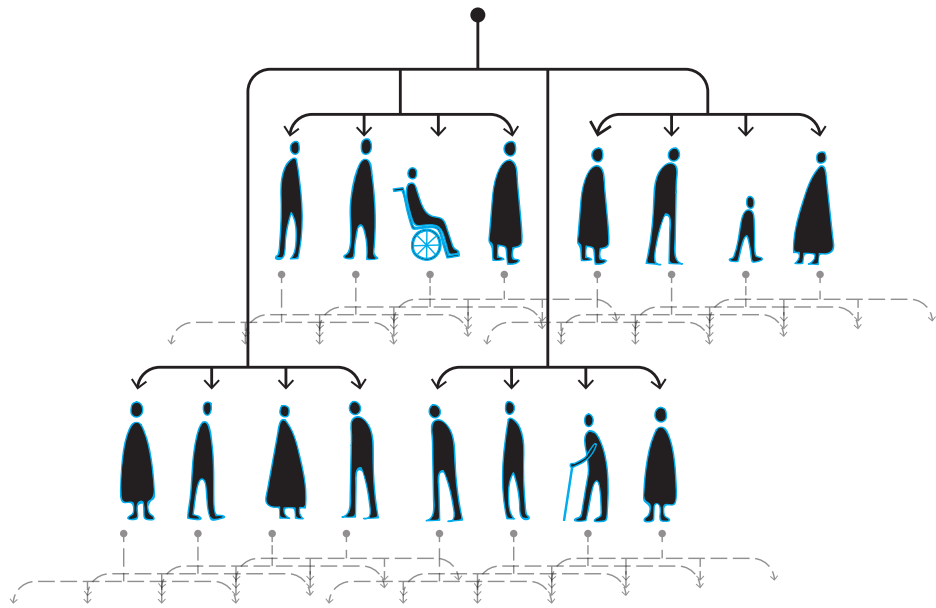
Recognising certain resource constraints, planning processes can focus on continually building the capacity of participation from a core group of community champions. Individuals leading discussions with their communities can generate more interest and buy-in. To promote the importance of urban planning, certain key concepts, practices and their use/ functions could be highlighted to the community champions:

Table 3: Key capacities useful for Community Champions.

Capacity	Specific examples
Spatial Planning	Long-term planning, including on Social Tenure Domain Model (STDM)
	Mapping, including with Geography Information System (GIS)
	Budgeting and Prioritisation of implementation
	Existing policies, standards, and codes
Participation	Concepts, including benefits and disadvantages
	Participatory approaches
	Facilitation, such as practising neutrality
Communication	Sensitive engagement of different participants with different needs, including with reasonable accommodation
	Translation and interpretation
ICT	Documentation softwares, such as Microsoft Office and Miro
	Virtual conferencing tools, such as Zoom and Teams
	Social media and messaging platforms/applications, such as Twitter, Facebook, and WhatsApp
Documentation	Notetaking
	Photography
	Videography
	Post-processing
Monitoring and Evaluation (M&E)	Importance of standardisation in data
	Data analytics
	Periodical reporting
	Self-organisation for follow-up and action

When carrying out activities in Dadaab Refugee Camps in Garissa, Kenya, UN-Habitat was advised by partners working in the region that receiving support from locals would be helpful in engagement processes. Especially in cases where there might be mistrust against outsiders and new persons, receiving support or working with a local person presents opportunities to build strong relations with the local community. Locals often have a better understanding of the context and of how the community will perceive such activities. In addition, relying on local members for such engagements would also help to address critical language/cultural barriers which can often support the success of these engagements.

For example, in Kakuma-Kalobeyei, a locally hired facilitator is helpful in explaining the objectives of the engagement that could support better buy-in and participation from the community. Local facilitators are likewise important as they can bring in "knowledge on cultural nuances" among other benefits.[52] These provide valuable insight when facilitators elaborate on the feedback they received, showing its linkages to the context.

Photo Top and Bottom: Local representatives are important focal points in engaging the community, being able to introduce urban planning concepts and their importance in sustainable development. (2018, 2020)
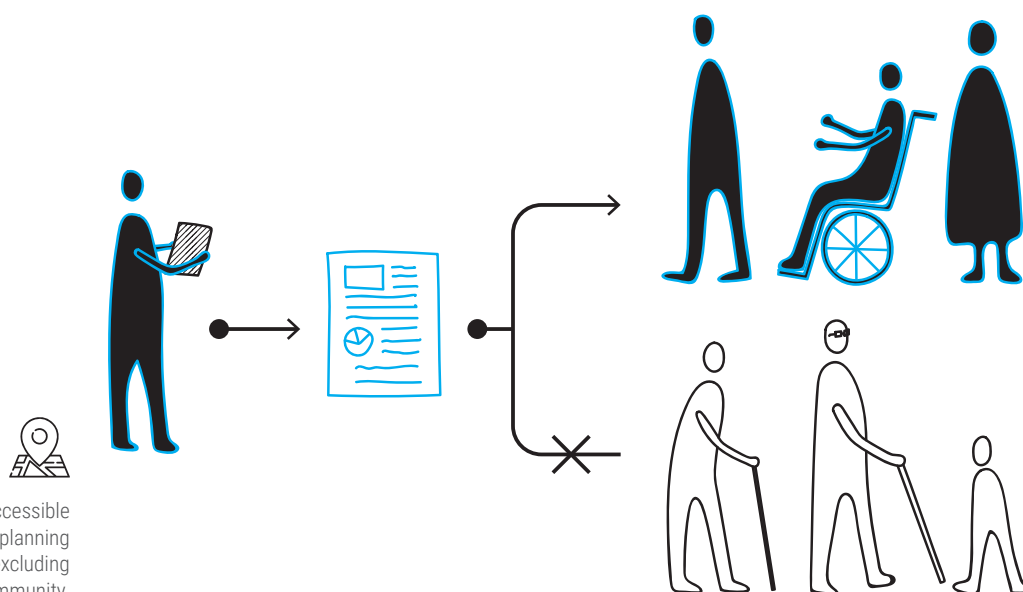

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52   Balm, 2008, pg. 24.

Figure 11: Without accessible feedback mechanisms, planning processes are at risk of excluding members of the community.

In addition to providing an enabling environment for participation, either through improved processes or empowerment, **accessible feedback mechanisms are necessary to provide communities the means to actively influence the planning processes**. Examples of feedback mechanisms and practices which could be utilized include the following:

• Provide the general population a platform to share their feedback outside of general engagement activities, e.g., regular/monthly outreach forums/ halls.

• Support all persons, including persons with disabilities (PwDs), elderly, persons with poor literacy or digital literacy, to share their feedback, such as through pro-disability, simplified, and easily understandable tools to feedback with.

• Reach out to engage the under-represented and marginalised portions of community, as they are identified, and participate in different avenues to share their feedback and have their voices heard.

Aside from putting in place accessible feedback mechanisms, **community champions can also be trained to contribute to monitoring and evaluation (M&E) processes**. As Leonellha Barreto Dillon explains in *Participatory Monitoring and Evaluation*, conventional M&E relies on external experts to review the project based on "pre-set indicators, using standardised procedures and tools".[53] On the other hand, participatory M&E relies on stakeholders – allowing the process to benefit from insights by those impacted by the planning processes. More importantly, participatory M&E also provide opportunities to stakeholders to "tak[e] or identif[y] corrective actions" which can stand to further improve from the stakeholders' local experiences, ensuring that solutions are localised and potentially more sustainable.[54]

In addition, participatory M&E provides the team with an opportunity to review with stakeholders consistently throughout the planning processes and across various scales. One of the key objectives of participatory M&E is to provide the stakeholders with an avenue to monitor if their participation and feedback have been meaningfully appropriated and translated into relevant and sustainable outputs; or if the participatory approaches remain tokenistic in nature and the team have not taken their feedback into account. At the same time, participatory M&E should also be extended to review singular activities (rather than the entire process) and enable the team to better understand if participatory approaches have adequately engaged stakeholders.

53   Dillon, n.d.
54   Ibid.

To reach all members of the community, it is also important to **recognise and eliminate barriers which may exclude persons from participating**.[55] In the case of feedback mechanisms, IRC's *Inclusive Client Responsiveness* largely recommends a combination of accessibility considerations coupled with the provision of reasonable accommodation.[56]

In Kakuma-Kalobeyei, some of the steps to ensure accessibility to co-production and encourage feedback could include:

Table 4: Steps to ensure accessible feedback mechanisms.

Steps	Description
Identify Barriers	Identify potential beneficiaries affected by the planning processes. These could be persons with different special needs, the under-represented, marginalised, current or future stakeholders, and the general population. Barriers that exclude different persons should also be identified: from "physical", "informational", "attitudinal", and "institutional".[57] Where possible, practitioners should work with OPDs and organisations working on specific vulnerabilities to co-identify barriers.
Integrate Needs	By anticipating these needs, practitioners will be able to develop feedback mechanisms tailored to different needs and which are easily accessible. Where possible, practitioners should work with organisations of Persons with Disabilities (OPDs) and organisations working on specific vulnerabilities to co-develop tailored mechanisms. For example, community centres are important social infrastructure that provides services to the community and are usually run by staff interacting with people daily. By empowering them with the right training, staff can be focal points for feedbacks and guide persons with different special needs where needed, and channel the feedback to the right organisation – including towards planning processes. Specifically, different centres for persons with special needs can also be nodes for them to contribute feedback.
Use Tools	Besides traditional tools, technological and digital tools could be utilised. One example is UNHCR Kenya's online portal: https://help.unhcr.org/kenya/. With a portal like this, feedback can be shared online. Videos and audio cues can also be used to guide users to share their feedback. Messaging applications and social media platforms are also useful ways to enable community interaction which can support sharing feedback.
Sensitisation and Capacity Building	In line with the need for feedback mechanisms to be always made available and accessible, it is also critical to build capacity of the community to utilise these platforms, and for the consistent sensitisation of importance of their participation.

When coupled with the support of community champions in extending the reach to all parts of the communities, planning processes will be better informed to support the development of more relevant interventions that meet the needs of the community. From what was witnessed during the pandemic, vulnerabilities will continue to change over time, and in this new normal, improved accessibility will become crucial to allow actors to remain responsive and support those in need more inclusively.
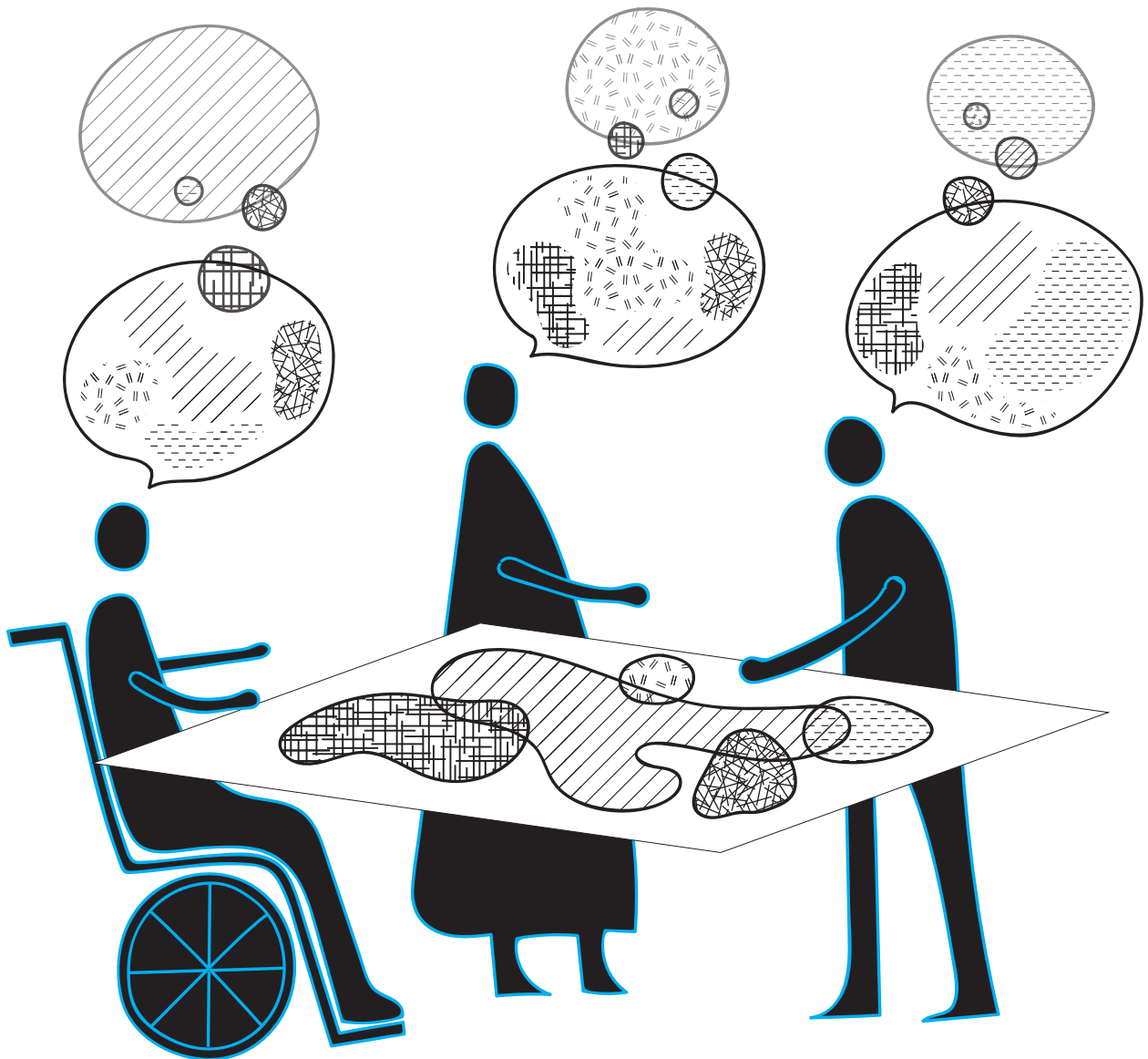
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55   IRC, 2021, pg. 9.
56   Ibid.
57   Ibid.

Photo: A local stakeholder sharing his perspective with other stakeholders in a workshop on corridor planning in Kalobeyei. (2020)
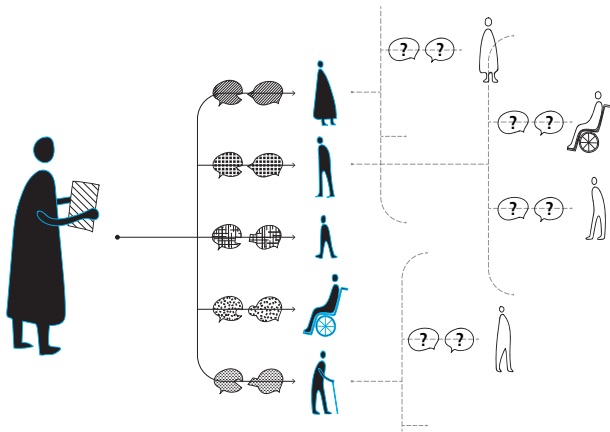
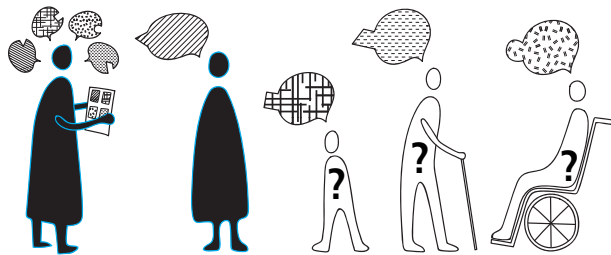# Strategy 2   Ensure multi-stakeholder engagements in incremental planning processes

Lesson Learnt: Collaborations with partners build upon different comparative advantages to deliver better

Humanitarian and development actors have been working to strengthen multi-stakeholder engagements for the implementation of programmes in Kakuma-Kalobeyei over the years. The nature of such collaborations demands an environment that enables the participation of all persons and fosters new ways of working in partnerships to share knowledge and expertise, technology, financial resources, accountability, and transparency. These processes can create conditions for mutual confidence building and trust between actors and provide solutions for win-win situations. The participatory nature of these processes promotes greater ownership and sense of empowerment over its outcomes and consequently can work to strengthen its sustainability.
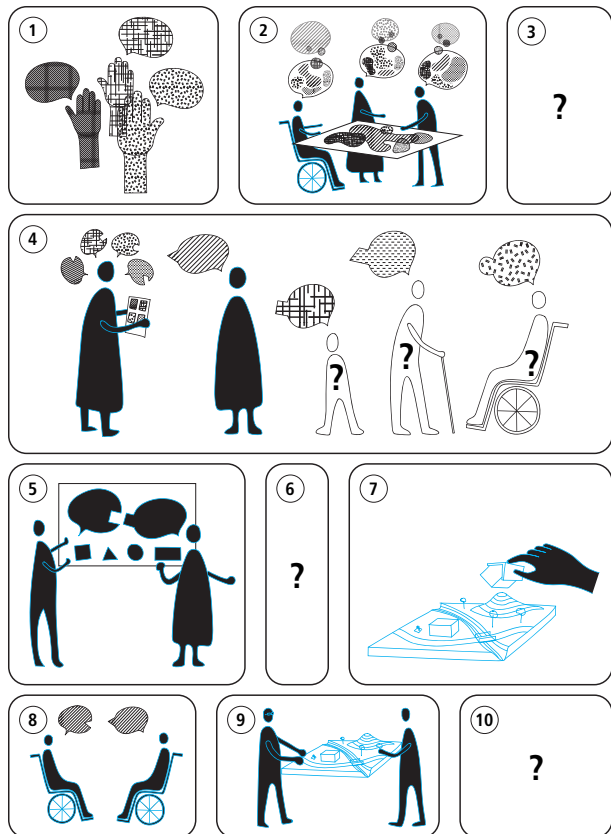

Gap: Inadequate mapping/identification and engagement of relevant stakeholders

Recommendation: Integrate stakeholder mapping process and encourage multi-stakeholder engagement (especially of the under-represented and marginalised)
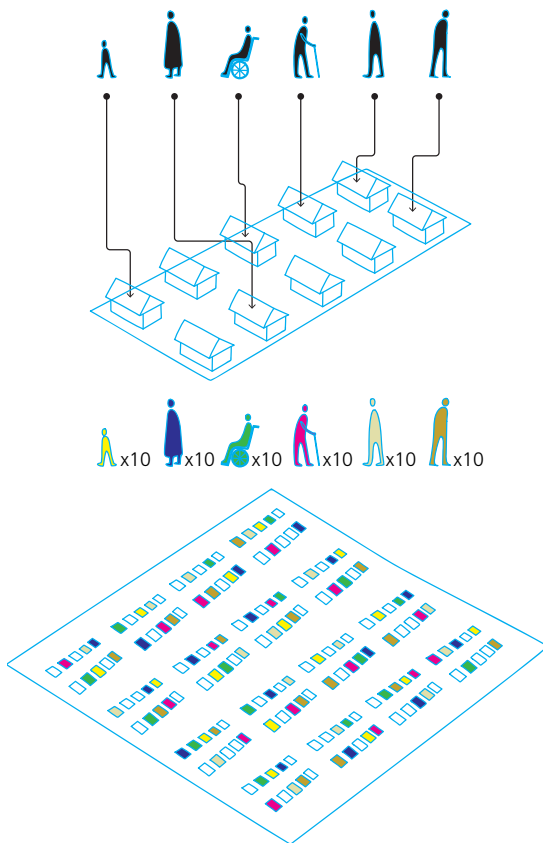
Gap: Inadequate sample size/scale and type of engagement

Recommendation: Employ adequate type and scale of engagement processes

Lesson Learnt: **Collaborations with partners build upon different comparative advantages to deliver better**
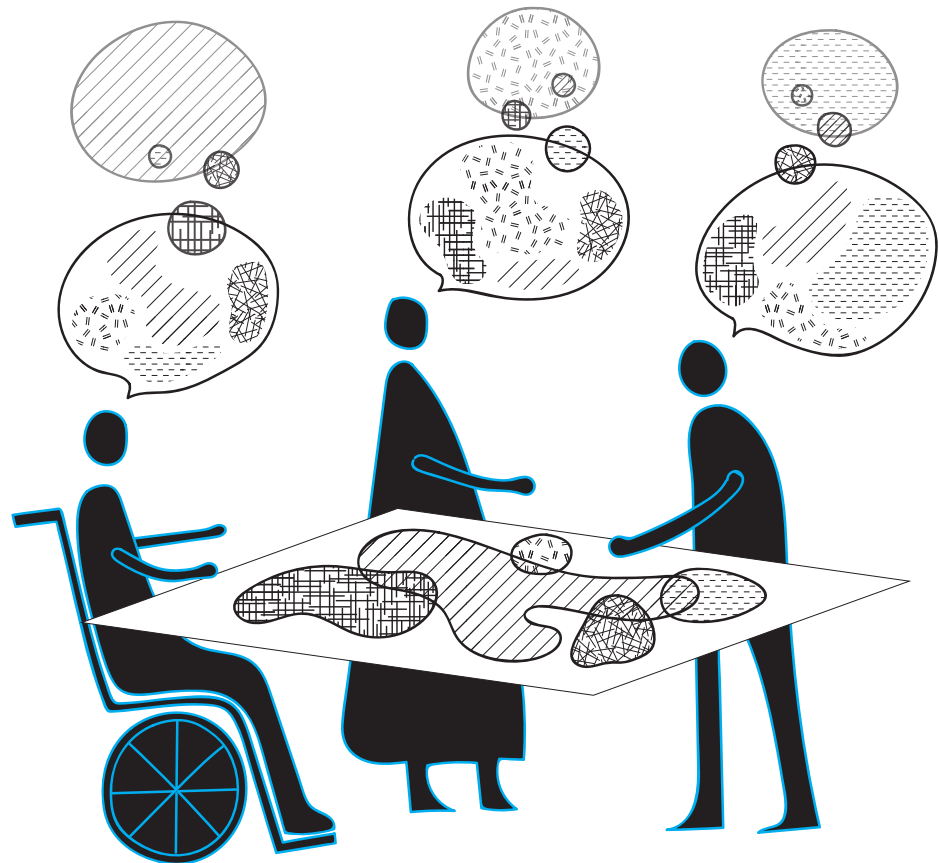

Figure 12: Collaborations with partners build upon different comparative advantages to deliver better.

The Kalobeyei Settlement *Advisory Development Plan* was designed in 2016 to be a "multi-stakeholder collaborative endeavour supported by the involvement of the Kalobeyei host and refugee community".[58] Since then, the growth of the region has seen the reconstruction of the A1 Road, and development of the Lamu Port-South Sudan-Ethiopia-Transport (LAPSSET) corridor. Kakuma-Kalobeyei had and will witness changes in its demographic make-up, sectoral investments, and economic development. The county has also proposed to confer municipality status upon Kakuma Town and its neighbouring towns, which would acquire a new authority to work directly with the County's various departments. It is paramount for practitioners in the region to ensure that stakeholders across various sectors and categories – from host and refugees, to local authorities and decision makers - continue to be mobilised throughout the process.

The KISEDP framework is an important mechanism in providing the local government, NGOs, and UN organisations access to close collaborations, and in turn different stakeholders to work with. **These collaborations build upon different comparative advantages and practises to adequately engage the large host and refugee population in the region.** Each partner brings their expertise to the table, for example, partner organisations like OPDs have distinct comparative advantage in working with vulnerable groups like PwDs – and can ensure that they are meaningfully, and safely participating.

A collaborative working relationship with partners in Kakuma-Kalobeyei has supported the delivery of meaningful participation with different stakeholders. UN-Habitat's urban planning expertise has provided partners with the advisory and influence to integrate their work to the broader plan. Collectively, these collaborations have contributed to a more comprehensive engagement of stakeholders.

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58   UN-Habitat, 2018, pg. 18.

Gap: **Inadequate mapping/identification and engagement of relevant stakeholders**
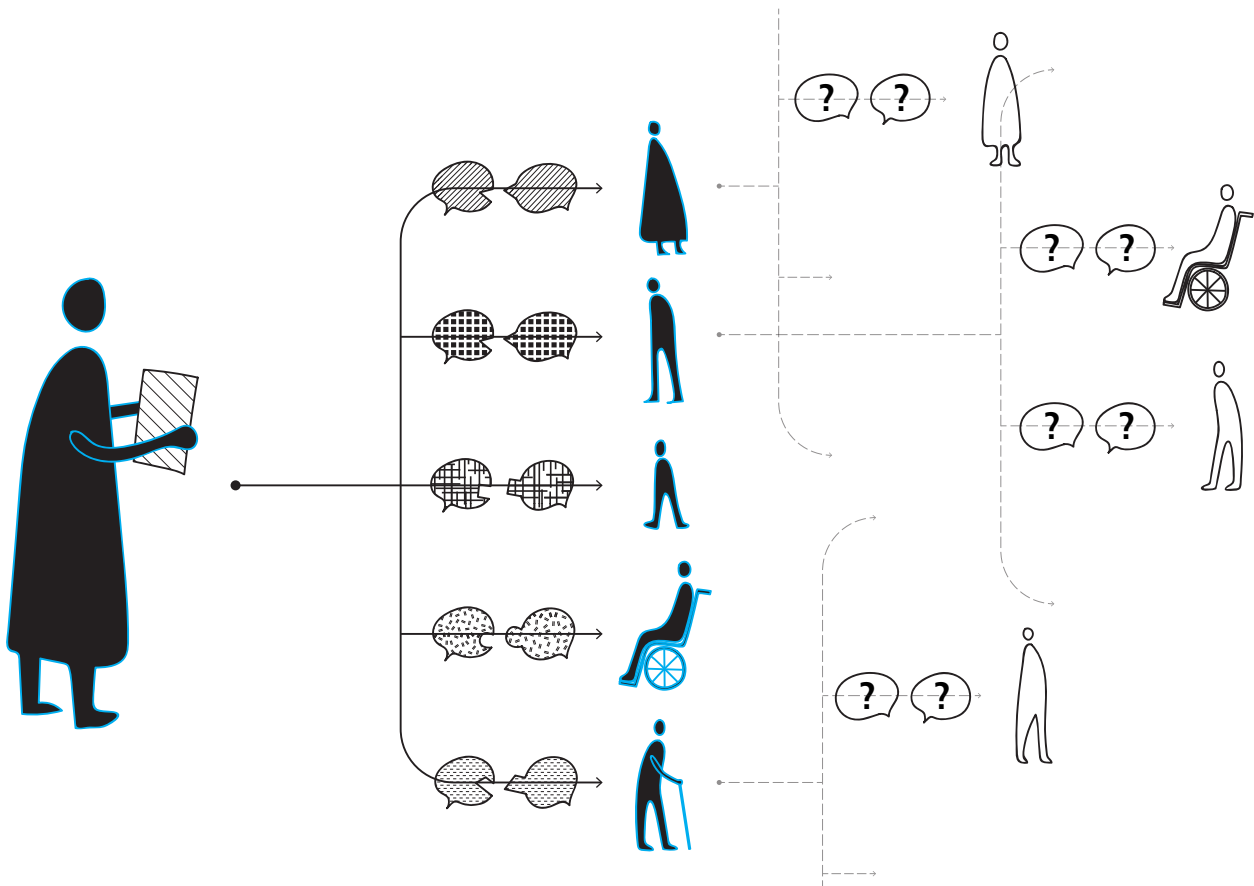

Figure 13: Inadequate mapping/ identification and engagement of relevant stakeholders.

In UN-Habitat's *The Role of Public Spaces for COVID-19 Response in Refugee Settlements*, the discussions show that inclusive responses are key to 'leaving no one behind'.[59] Hence, stakeholder mapping remains a core aspect of spatial planning and implementation of projects in Kakuma-Kalobeyei. **In most programs, a stakeholder mapping exercise is conducted once at the beginning and seldom repeated.** Earlier participatory activities carried out by practitioners and partners have also revealed a gap in the diversity of participants in engagements beyond typical binaries: host/refugees, women/men etc. In UNHCR's *Policy on Age, Gender, and Diversity*, UNHCR shared that the impact of forced displacement differs from person to person, depending on their "age, gender, and diversity".[60] UN-Habitat's *Strategic Plan 2020 – 2023* also references the four dimensions of social inclusion which should be addressed (see below).

- Human rights
- Gender
- Children, youth and older persons
- Persons with disabilities

Inadequate participation by the community, and in some cases by the under-represented and marginalised groups can pose the risk of an intervention being wrongly tailored or inadequate to meet the community's needs. It can also affect the sustainability of these activities in the long run.

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59   UN-Habitat, 2021(b), pg. 22 – 23.
60   UNHCR, 2018(b), pg. 5.

Recommendation: Integrate stakeholder mapping process and encourage multi-stakeholder engagement (especially of the under-represented and marginalised)
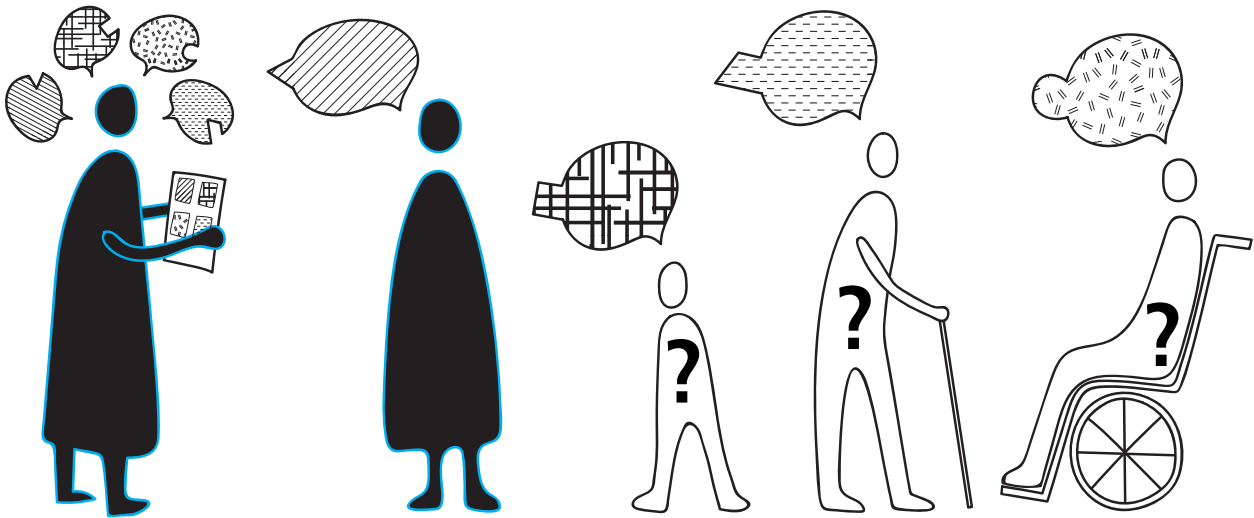

Figure 14: Integrate stakeholder mapping process and encourage multi-stakeholder engagement (especially of the under-represented and marginalised).

In line with recommendations to encourage better collaborations between experts and the community in participatory activities, it is also paramount to provide platforms that integrate different stakeholders, especially the ones who are under-represented or marginalised. Working with both host and refugees (such as through SDeGs and CPGs) creates an opportunity to encourage integration across both communities. There remains **potential to engage persons from more diverse backgrounds for better cross-pollination which can support a better consensus for the future of Kakuma-Kalobeyei**.

A key contributing factor to the success of a multi-stakeholder participatory activity is the **allocation of and roles played by facilitators during these participatory engagements**. These facilitators should work in a supportive manner to introduce, present, and engage with participants. In some cases, this could mean simplifying or translating jargons and technical planning terms to plain language. Good facilitation practices include encouraging participants and supporting different opinions. Additionally, working well with a core group of community champions that represent diverse groups of persons is a good strategy for meaningful interventions.

In a series of participatory workshops for the design and implementation of public spaces in Kalobeyei Settlement, UN-Habitat recognised the need to organise different community groups in its design process to ensure that the public space developed takes into account all persons' needs. However, there were challenges in having mixed gender groups in a single workshop, in the situation where one group's voice dominated most of the discussions. In some experiences, it was observed that women participated less during mixed-gender discussions. To address this, UN-Habitat created single-gender breakout groups in participatory design workshops to encourage the participants to engage more. There was also emphasis placed on the facilitators steering the discussions to ensure that the participants consider other stakeholder groups' needs in their design suggestions and proposals.

In workshops which involve multiple stakeholders consisting of UN agencies, NGOs, private sector, local and national governments, host, and refugee communities' members, it was observed that the community members may find it intimidating or challenging to raise their voices in a room with many different actors. Hierarchy, cultural practices, language barriers, and power/status differences can also have an impact on the level of community participation. It is essential for organisations and partners to identify, review, and address the challenges faced by participants in these activities. It was also revealed that when time was allocated to different stakeholders to present or speak, and when participants included trained and experienced local community champions (from host and refugee communities), some of these initial challenges were more easily bridged.

Photo Right: Visioning exercises produce richer discussions when different stakeholders can discuss and share their perspectives openly with one another. (2020)

Through stakeholder mappings, UN-Habitat has identified vulnerable population groups in Kakuma-Kalobeyei that could be included in future programming:

·   Host communities from Kakuma-Kalobeyei, including villages and towns

·   Pastoralist communities that are seasonally based in Kakuma-Kalobeyei

·   Future local stakeholders that may settle around Kakuma-Kalobeyei in search of alternate livelihoods

·   Refugee communities from Kakuma Refugee Camp and Kalobeyei Settlement

·   Refugee communities from different nationalities and tribes

·   Persons from different age groups, including youths and elderly

·   Persons from different gender groups, including women and LGBTQI

·   Single-headed households and Child-headed households

·   Persons with Disabilities (PwDs)

·   Persons with Special Needs

·   Refugee-led businesses/organisations; Community-based Organisations

In 2016, to formulate the Advisory Development Plan urgently due to requests from the Turkana County Government and UNHCR, UN-Habitat prioritised key stakeholders to be engaged in the planning process, including: host members from Kakuma and Kalobeyei wards, local community leaders from Kalobeyei, refugees, partner organisations in KISEDP's Spatial Planning and Infrastructure Development Working Group, and the Turkana County Government.[61] Under the KISEDP framework, close collaborations with both Turkana County Government and partner organisations were critical in ensuring that ongoing implementations are linked to Kalobeyei's planning process and vice versa.

The participation of both communities was also critical as a response to growing conflict and tensions between host and refugee communities at that time, and the need to build more harmonious relationships. One of the objectives of the planning process was to encourage the integration of both communities.[62] Additionally, UN-Habitat was aware of incidents of gender-based violence occurring in the settlements[63], and saw the need to specifically involve women to ensure that the settlements were developed in a safe manner for them. The team also recognised the role of women and youths in the long-term development of the settlements and dedicated additional focus and resources to both groups to ensure that they were able to participate and influence the planning processes.

ITERATIVE
DESIGN PROCESS
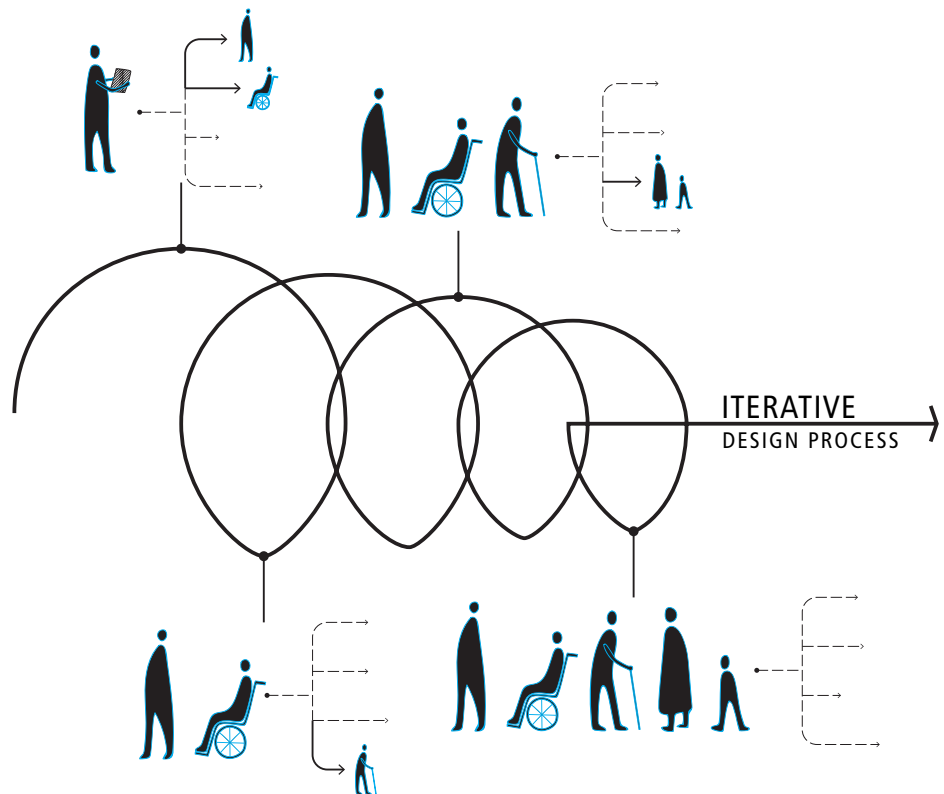
Figure 15: Incremental stakeholder mapping throughout the planning process enable the team to capture stakeholders who were previously not involved.

A separate obstacle in these setups is the difficulty in developing comprehensive stakeholder mapping that is swiftly responsive and reflecting of the changes to the population, such as from influxes or out flows of refugees. Hence, it is crucial to **conduct stakeholder mapping processes at regular intervals throughout the planning process to consistently present an updated and evidence-based perspective of the situation**.

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61   UN-Habitat, 2018, pg. 27 – 30.
62   UN-Habitat, 2018, pg. 14 – 15.
63   Partly arising from tensions between host and refugee communities due to diverse cultures and language barriers.

In addition, where possible, **stakeholder mapping processes can also be integrated into activities conducted with participants**. These activities provide an avenue for practitioners to engage the wider public to identify groups in the population who may be under-represented or marginalised. To achieve this, participants of workshops should be selected from a wide pool of beneficiaries and should be representative of the communities they belong to. It would also be supportive to identify and understand the different communication needs and preferences of these groups and the way they can contribute to the discussions.[64]

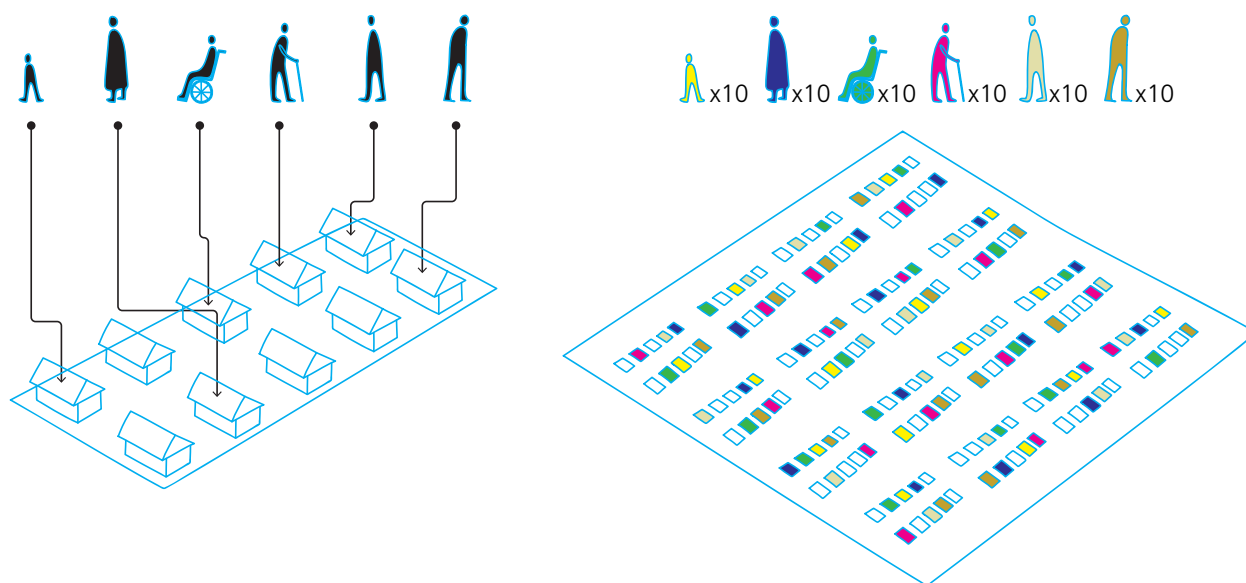## Gap: Inadequate sample size/scale and type of engagement

Figure 16: Inadequate sample size/scale and type of engagement.

Part of the process of planning for participatory activities requires practitioners to determine the size and scale of the engagement. In most cases, the participant size of involvement and the type of activity depends on the specific targets and goals of the study. The kinds of studies and engagements to conduct could range from quantitative and qualitative studies, surveys, and key informant interviews, to organising workshops, trainings, and events. One operational challenge faced by practitioners in the Kakuma-Kalobeyei region is that **sample sizes and type of engagement may be difficult to determine accurately in the situation there are rapidly changing population numbers or significant resource constraints**.

ADB highlighted in the *Practical Guidebook on Data Disaggregation for the Sustainable Development Goals* that sample sizes that can deliver "reliable estimates at more granular levels, such as [at the level of] municipalities and villages" will require significantly more resources.[65] Moreover, the need for larger sample sizes increases as geographic scale decreases (i.e. from country-level to district-levels) to maintain the same level of reliability. In the case of the Kalobeyei Settlement, most of the time, a significantly number of samples will be required for studies that require disaggregated data to achieve more accurate results, i.e. mapping data at the household level in each village.

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64 This relates to the recommendation presented in the above section on "Integrat[ing] capacity building to enable co-production and an active feedback loop".

65 ADB, 2021, pg. 32 – 33.

One of the key considerations that practitioners must take into account the allocation of limited resources, such as finance and workforce, for programme activities. Due to certain limitations, there may be challenges in conducting intensive participatory activities for a large group of participants. While greater participation is always encouraged, the ratio of facilitator/practitioner to participant is important. In some cases, it may be demanding and impractical for facilitators to facilitate too large a group of participants. To ensure that the quality of engagement is maintained, some organisations choose to use a fixed facilitator to participant ratio throughout all their engagements.

Photo Top and Bottom:
Depending on the type of engagement and its depth, the ratio of facilitators changes. The photos depict field staff interviewing refugees in a focus group discussion (top), and field staff interviewing a business owner at his shop (bottom). (2019, 2019)

UN-Habitat and partners strategically rely on community focal points such as the SDeGs, CPGs, and community leaders like neighbourhood or village leaders, to support in the mobilisation of participants in Kakuma-Kalobeyei. Sometimes, these processes could be to mobilise a specific group of the population, such as groups of people, or persons across a range of age groups. This works well as the leaders often have a greater influence and reach in the communities. However, there could remain unforeseen challenges which they and the practitioners may face – participant dropouts (attrition), lack of transparency in selection of participants, etc.

Recommendation: **Employ adequate type and scale of engagement processes**
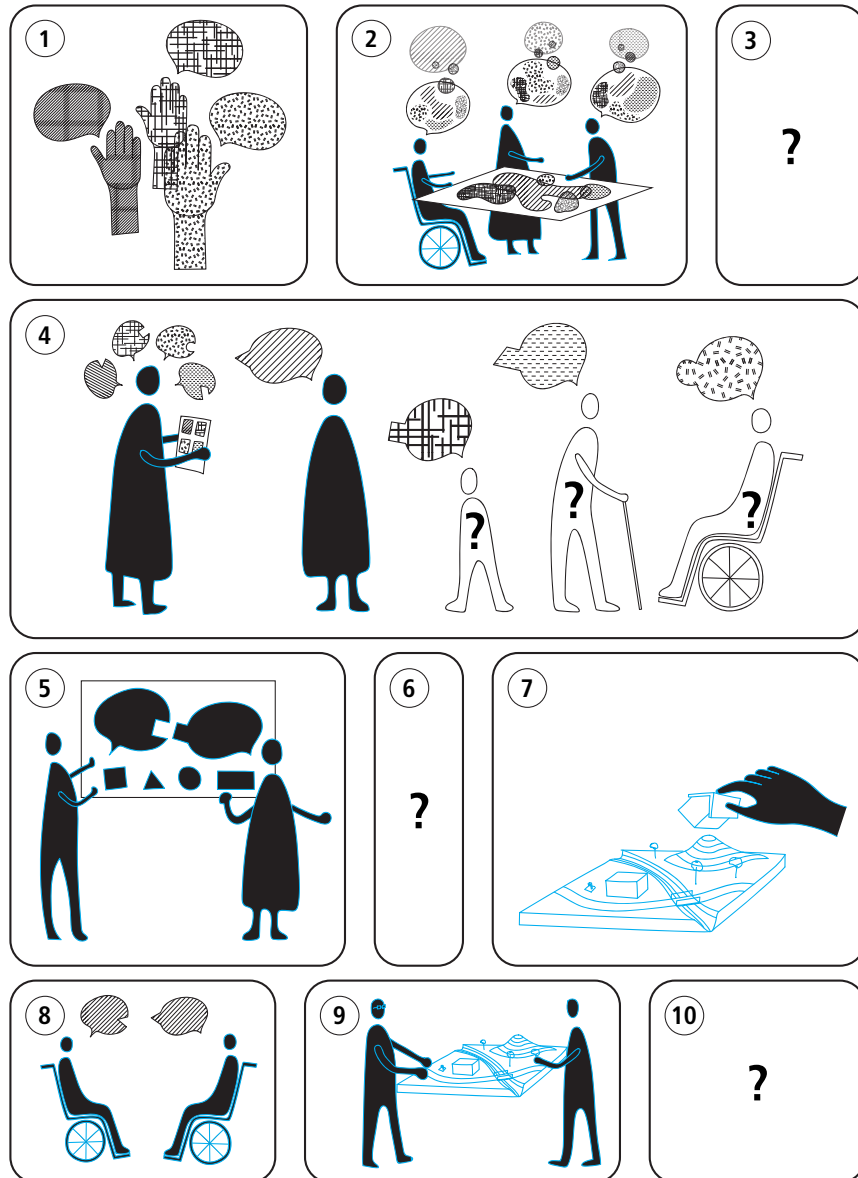
Figure 17: Employ adequate type and scale of engagement processes.

Planning processes that capture the needs of stakeholders and beneficiaries well will allow practitioners to put in place beneficial interventions through their programs. Without strategies to support meaningful participation, activities risk becoming tokenistic and are unable to translate stakeholders' sentiments into relevant and sustainable outputs. To achieve this, it is important to recognise that different types of engagement processes and scale will be suitable for different groups of participants - instead of employing a one-size-fits-all approach. Some of the considerations that could be integrated to determine the engagement could include the following:

- Number of spoken languages
- Existing physical, mental, or intellectual barriers, and reasonable accommodation required
- Literacy of concepts, such as spatial planning and development
- Age, Gender, and Diversity nuances
- Cultural nuances
- Activity/Engagement preferences

It is not only important to identify the suitable participatory approach for the stakeholder/audience, but also to **consider approaches that can suitably engage a diversity of stakeholders**. For example, engagement strategies such as KIIs and workshops have allowed practitioners to collect insightful and detailed data, and facilitators have managed to engage the participants more intimately and personally. However, these strategies are usually time-consuming for personnel and require more extensive preparations and technical facilitation. On the other hand, engagement strategies such as questionnaires can be less technical, and can allow practitioners to easily reach out to a higher number of participants (also at a wider scale), although it can also risk forgoing certain insights.[66]
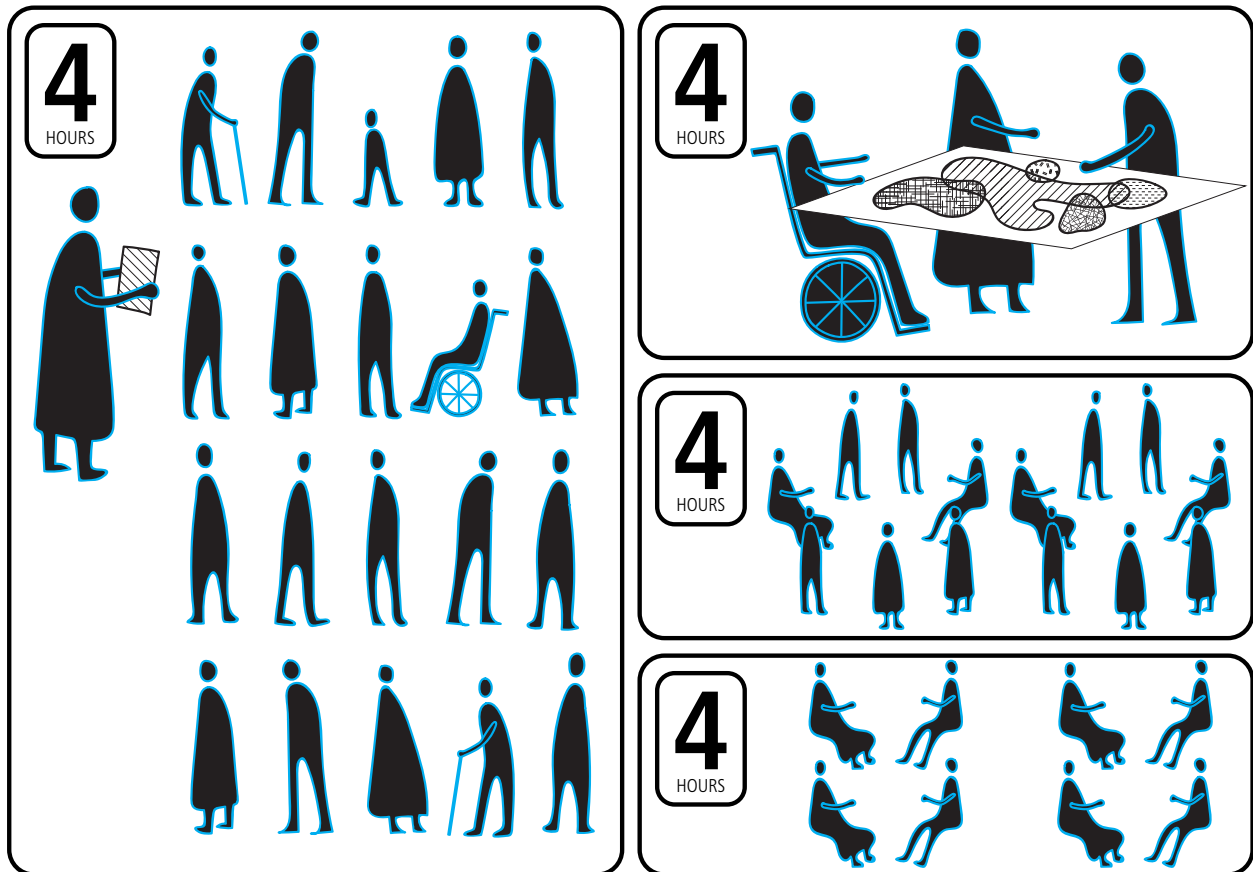
Figure 18: Different engagement strategies can be utilised depending on the need of the program.

In a resource-constraint environment such as Kakuma-Kalobeyei, it can be challenging to conduct comprehensive engagements on an extensive scale (for example, KIIs conducted with thousands of participants). Hence, **one solution is to employ questionnaires at a wider scale to verify hypotheses which were previously developed through more intimate engagements** like workshops and KIIs. Additionally, questionnaires can also be employed at several intervals alongside social hall engagements throughout the planning process to engage the wider public. This can help to ensure that the planning process and targets remain relevant, especially if they are conducted across longer durations.

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66   Questionnaire surveys are described as tools that "misrepresent and over-simplify" the interactions between researchers and locals – which can be otherwise "complex and value laden". (Mitlin & Thompson, 1995, pg. 238)

There are a range of participatory approaches and tools that can be explored more generally and across many programme types in Kakuma-Kalobeyei that are captured within the following publications:

Table 5: Sources on participatory approaches and tools.

Source	Year
Participatory Approaches in Urban Areas: Strengthening Civil Society or Reinforcing the Status Quo?	1995
The World Bank Participation Sourcebook	1996
Rapid Rural Appraisal (RRA) and Participatory Rural Appraisal (PRA): A Manual for CRS Field Workers and Partners	1999
People's Process in Post-disaster and Post-conflict Recovery and Reconstruction	2007
The Community Planning Event Manual	2008
Community Planning Toolkit	2010 onwards
The Block by Block playbook	2012
Participation Tools for Better Community Planning	2013
Design as Democracy: Techniques for Collective Creativity	2017
Settlement Profiling Tool	2020
City-wide Public Space Assessment Toolkit	2020
Our City Plans: An Incremental and Participatory Toolbox for Urban Planning	2021

Table 6: Types of participatory activities, synthesised from various sources, applicable at different stages of planning processes. (next page)

To further ensure that participatory approaches remain inclusive to all beyond the stage of initial engagement, **materials and outputs from these conducted activities should also be consolidated and made accessible in a manner appropriate to all persons**. Information can also be more easily shared within communities if available online or accessible through smart technologies, such as smart phone applications, voice messaging, moving animations, physical, and visual exhibits, etc. An iterative planning process with participatory approaches can be supportive to stakeholders. Synthesised from various sources[67], the table on the next page presents some participatory planning strategies that can be employed in similar humanitarian contexts to support the planning process specifically.

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67   See Table 5.

		Project Proposal	Project Inception			Baseline Assessment and	
		Defining the problem statement	Preliminary field mission	Stakeholder mapping and engagement	Inception report	Data collection and fieldwork	Data compilation and synthesis
Social halls	Outreach	✓	✓	✓	✓	✓	✓
	Community public meeting[68]	✓	✓	✓	✓	✓	✓
	Multi-stakeholder meeting	✓	✓	✓	✓	✓	✓
	Exhibition[69]		✓	✓			
	Validation				✓		✓
	Ask-the-experts panel				✓		
Socio-Economic-Political Studies	Stakeholder mapping[70]	✓	✓	✓	✓	✓	✓
	Calendars[71]		✓	✓		✓	
	Historical profile		✓	✓		✓	
	Transect walks[72]		✓	✓		✓	
	Pop-ups[73]		✓	✓		✓	
	Participatory mapping			✓	✓	✓	
	Questionnaires			✓	✓	✓	
	Prioritisation						✓
	Role play[74]		✓		✓		
Consultation	Monitoring and Evaluation	✓	✓	✓	✓	✓	✓
	KIIs	✓	✓	✓	✓	✓	✓
	FGDs		✓	✓	✓	✓	✓
	Stakeholder consultation[75]			✓	✓	✓	
	Expert consultation	✓		✓	✓		✓
Workshops	Capacity building[76]	✓	✓	✓	✓	✓	✓
	Visioning			✓	✓		
	Scenario building						
	Design charette[77]						
	Action planning			✓	✓		

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68 While multi-stakeholder meetings can be critical in delivering collective agreements, it is not always helpful in allowing the community stakeholders stronger voices. Hence, there still remains a necessity for community-only meetings.
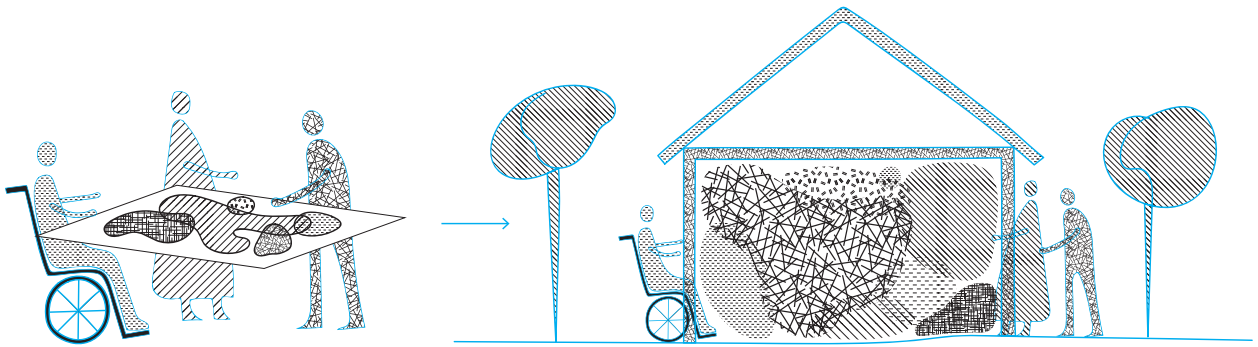
69 Exhibitions, with different mediums such as physical exhibits and social media platforms, are helpful to generate buzz and discussions. Exhibits opened for a long period are also effective at sustaining momentum.

70 Continued stakeholder mapping ensures that planning processes 'leave no one behind'. Instead of conducting full-scale mappings at every stage, it is more helpful to conduct incremental stakeholder mappings, and integrate it into each activity to cross-check if participants are aware of any other stakeholders that have not been represented.

71 Calendars are helpful to understand the seasonal events of the context, given that planning usually are multi-year and long-term developments. This should not only include environmental (like weather) but also social aspects (like aid distribution, school opening, or disease outbreaks).

72 Unlike Participatory Mapping, which relies heavily on physical data (i.e. from GIS analysis or location of structures), Transect Walks offer a more seamless integration of qualitative data such as photographs, emotions, and wants as the researcher walks the context with the participants.

Participatory Approaches in the New Normal
Lessons from Kakuma-Kalobeyei, Turkana County, Kenya

Planning	Concept Development			Plan Formulation		Implementation	M&E
Profiling report	Visioning	Scenario building	Conceptual plan	Formulation of plans/ strategies/ interventions	Action planning and prioritisation	Implementation of plans/ strategies/ interventions	Monitoring & Evaluation
■	■	■	■	■	■	■	■
■	■	■	■	■	■	■	■
■	■	■	■	■	■	■	■
■	■	■	■	■	■	■	
■	■	■	■	■	■	■	■
■			■		■		■
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		■	■				
			■	■			
			■	■	■		■

73 Pop-ups are usually short and simple set ups in areas of high traffic to capture short feedback from large amount of people. It is highly effective in the beginning to generate a quick overview but lacks the depth necessary for later phases.

74 Role Play is an interesting strategy that do not rely on traditional mediums (like graphics and words), and rather works with participants acting out and responding to different scenarios. This may improve access to participants who are illiterate and unfamiliar with conventional graphics (such as icons and comics).

75 Stakeholder consultation, such as household interviews, are simple and direct means of engaging the beneficiaries. Compared to group engagement strategies like FGDs, direct stakeholder engagements provide participants more opportunities to be frank and share detailed feedback.

76 Capacity Building is an integral component of successful participatory processes. As recommended, it is critical to incrementally build capacity throughout the participatory engagements - allowing stakeholders to be familiar with not only planning but how to effectively participate.

77 Design charrettes are intensive sessions that help participant generate ideas in a short period of time. This is also helpful for participants to actualise (on paper) their ideas, and to better understand the challenges and opportunities during the process - allowing for more realistic recommendations.

Strategy 3 Use accessible and reliable spatial data

Lesson Learnt: Area-based approaches are useful to integrate inter-sectoral considerations


ITERATIVE
DESIGN PROCESS

Lesson Learnt: Evidence-based planning is supported by data analytics tools and processes

In Kakuma-Kalobeyei and several humanitarian-development contexts, there are often multiple actors and activities at any one time, which often result in varied sets of information and data representing the situation. In such situations, there can be a lack of a unified strategic or cross-sectoral spatial understanding between actors. Reliable and accessible data can be a means to bridge these knowledge gaps between actors. Specifically, disaggregated data collected from participants and the community are important evidences that can be utilised to determine interventions for prioritisation. Collecting and utilising disaggregated data from host and refugees can provide persons who may otherwise have their voices be excluded from considerations an opportunity to be heard. (ADB, 2021, pg. 7) In addition, preparing a visualisation of disaggregated data can make information more accessible and help practitioners and beneficiaries understand underlying patterns and trends in any situation. (ADB, 2021, pg. 69)
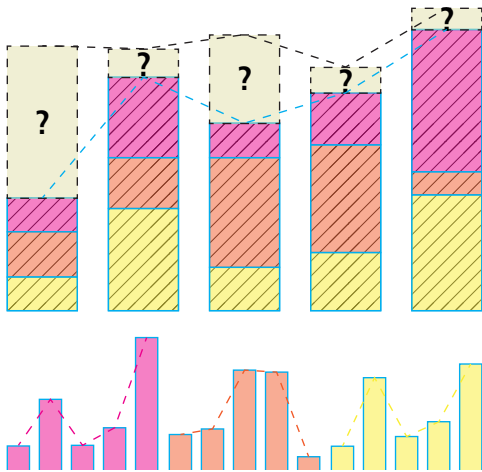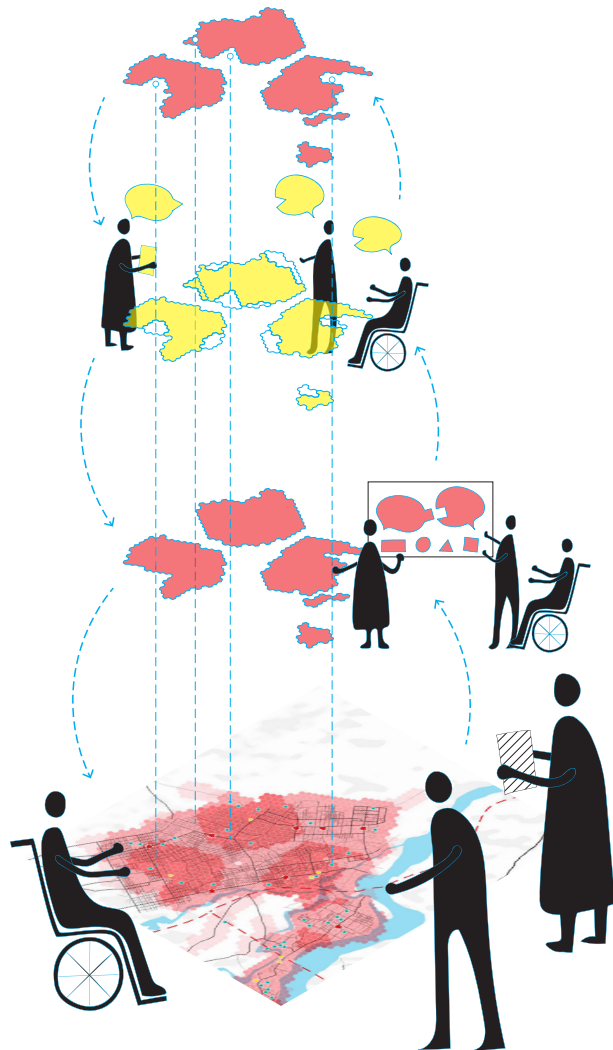

Gap: Lack of adequate disaggregated data and spatial analytics
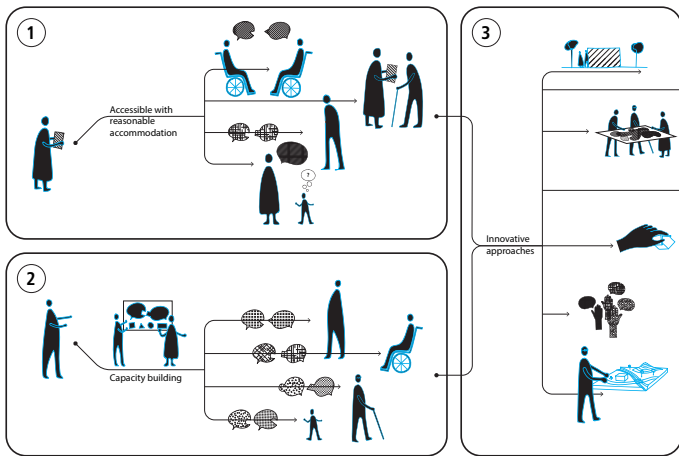
Recommendation: Collect, analyse, and prepare easily interpreted spatial data
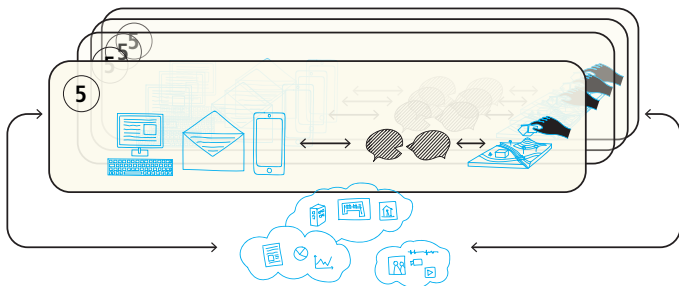
Recommendation: Develop centralised and accessible spatial database for monitoring and evaluation

Recommendation: Build understanding of relevance of spatial data and GIS to participants and partners

Lesson Learnt: **Area-based approaches are useful to integrate inter-sectoral considerations**
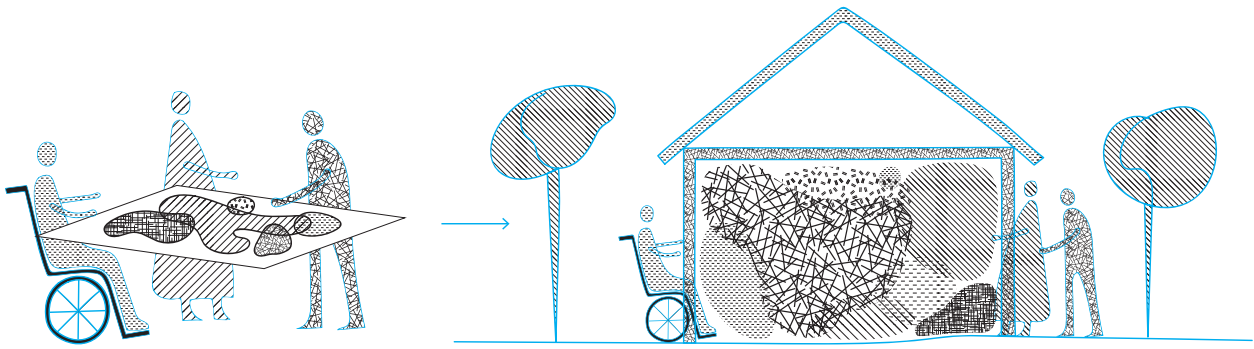

Figure 19: Area-based approaches are useful to integrate inter-sectoral considerations.

Area-based approaches (ABAs) focus on an area, rather than a sector or target group. This process **provides an opportunity to collect relevant data from diverse stakeholders within a specific location**. In Kakuma-Kalobeyei, with a diversity of stakeholders ranging from host and refugees to governmental bodies and NGOs, employing ABAs have demonstrated value in supporting development processes in the region.

ABAs have been widely defined by different organisations, but follow a few key characteristics[78, 79]:

- Defined and coordinated within a geographically limited area, that can be informed by existing boundaries (administrative or physical). The scale of the area defined can range from a neighbourhood to towns or cities.
- Are multi-sectoral to tackle a diversity of needs where "[a] population's needs for shelter, WASH, health, food security and livelihoods do not exist in isolation from one another."[80]
- Engage multiple stakeholders through an inclusive participatory process, and ensure that solutions represent the spectrum of stakeholders whose lives will be impacted by its outcomes.

ABAs can contribute to better social resilience, either through reducing or improving cohesion; can align multi-sectoral and multi-stakeholder considerations with "existing governance systems"; and are effective and deliver quick results making it "easier for humanitarian actors to share resources and avoid duplication of efforts.[81, 82] ABAs' unique quality in engaging a wide community of stakeholders is important in Kakuma-Kalobeyei, **where there exist multiple refugee groups and the hosting Turkana communities who continue to face challenges with limited resources and socio-economic opportunities**[83].

ABAs have demonstrated its strength in unifying humanitarian and development work under the KISEDP umbrella, which in turn is aligned with governmental visioning for the region – through Turkana's County Integrated Development Programme II (CIDP II). Planning interventions that are brought across via the Spatial Planning and Infrastructure Working Group aims to provide infrastructure and facilities to both refugee and host communities.

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78   Parker & Maynard, 2015, pg. 5.
79   Parker and Maynard referred to different sources including IASC, USAID, IRC, ECHO, GSC, Global CCCM, CARE, BRC, Global Communities and PCI, NRC, and CRS.
80   Patel et al., pg. 31.
81   Parker and Maynard, 2015, p. 15 on personal communication with Darren Gill, 2015.
82   Davis et al., 2013, pg. 2.
83   UN-Habitat, 2021(a), pg. 50.

Since 2016, the *Kalobeyei Settlement Advisory Development Plan* focused on a collaborative and participatory process to produce evidence-based planning recommendations. UN-Habitat focused on the host and refugee communities living in the area and key stakeholders (including local/national government and partner organisations), conducting several participatory engagements from interviews to social halls and workshops. The outcome is an integrated spatial plan that factors in different sectoral considerations and both communities' needs, based on UN-Habitat's *Five Principles for Neighbourhood Planning/Design*. One key strategy is providing the host community the opportunity to contribute as permanent stakeholders in the development of the settlement. Today, the Advisory Development Plan continues to guide organised development in Kalobeyei Settlement, under KISEDP's multi-year and multi-sectoral framework for Kakuma-Kalobeyei.

Lesson Learnt: **Evidence-based planning is supported by data analytics tools and processes**
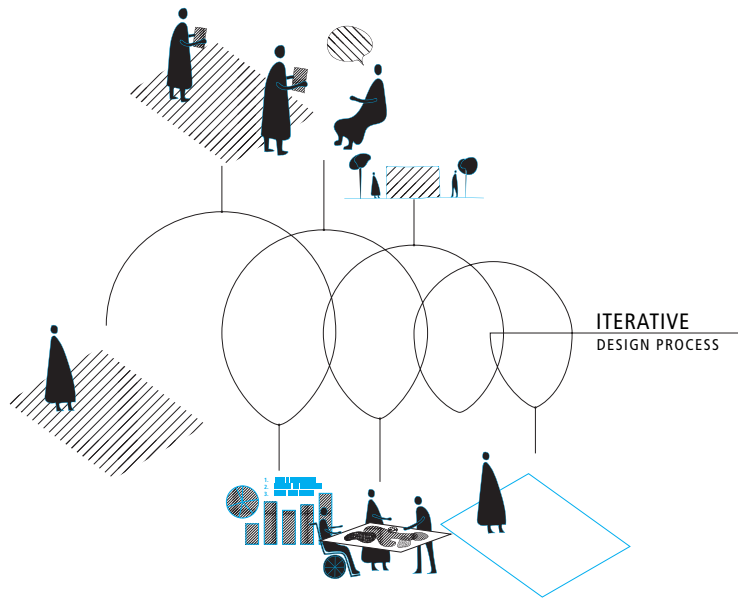

Figure 20: Evidence-based planning is supported by data analytics tools and processes.

In Kakuma-Kalobeyei, UN-Habitat and partners utilise an evidence-based planning process to deliver outputs and interventions to meet the needs of the communities. The dynamic nature of the settlement and region with regular influxes and outflows of refugees results in challenges in developing a complete picture and analysis of Kakuma-Kalobeyei with comprehensive and up to date datasets. An informative overview may often require a combination of different datasets, analytical patterning, and presentations of both qualitative and quantitative data.

UN-Habitat **utilises maps as a medium to integrate feedback from the communities** – as visual tools, they can be easily understood by stakeholders from different backgrounds who play different roles, i.e. community members and technical experts. This is echoed in the *UNHCR-UN-Habitat Settlement Profiling Tool*, which highlights the function of analytical maps and spatialised data to illustrate information. These mediums of presentation can be more easily understood by different participants. It also helps to correlate various information across different sectors to provide key spatial findings.[84]

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84 UN-Habitat & UNHCR, 2020, pg. 32.

In 2019, UN-Habitat developed a *Spatial Profile of Kakuma-Kalobeyei*, which aims to provide a succinct overview of the area through a series of maps and analyses across different scales. The Spatial Profile can be used as a basis for open and informed decisions with local government and community members.[85] By working with maps of Kakuma-Kalobeyei, participants including community members were able to understand the environment they live in and identify and discuss challenges that they faced in the area. Working with different sectors enabled the team to consolidate feedback received into thematic maps, which in turn were overlaid to develop deeper analyses and comparison results. By identifying the challenges faced across sectors, it allowed the team to identify the locations and necessary types of interventions.

Data triangulation or cross examination are also methods which can improve the quality of information collected through using two or more methods for the verification of findings and results. Validation of the results and data obtained from research can also help to verify previous findings and address any existing data gaps. Under the KISEDP framework, this is especially critical as it enables practitioners to make informed decisions for multi-year, multi-sectoral trajectories.

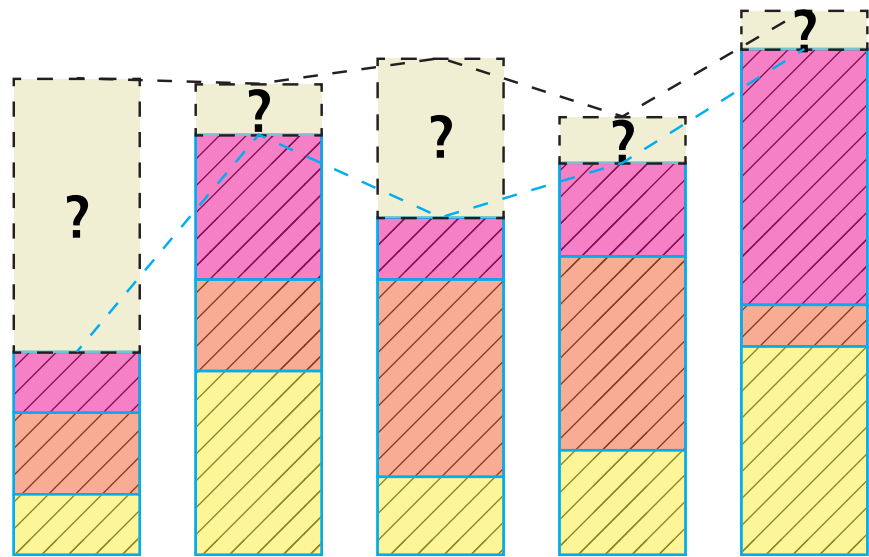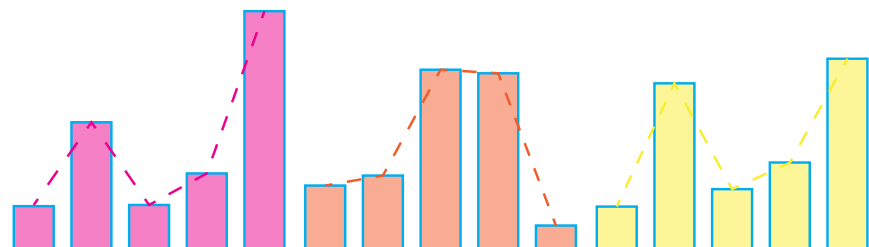**Gap: Lack of adequate disaggregated data and spatial analytics**

Figure 21: Lack of adequate disaggregated data and spatial analytics.

While disaggregated data and meaningful spatial analytics can reveal underlying insights, there still remains inadequate spatial data collected in Kakuma-Kalobeyei. There are also certain barriers to its utilisation. Often, due to the intensity and scale of the data collection process, adequate resources are required prior to beginning such operations.
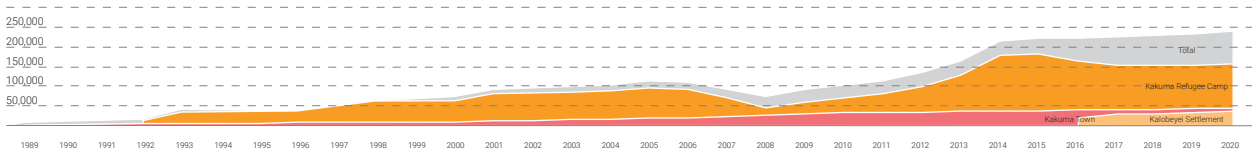
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85   UN-Habitat, 2021(a), pg. 10.

Figure 22: The Kakuma-Kalobeyei region has witnessed fluctuations in its population numbers with expected growth over the years.

In Kakuma-Kalobeyei, excluding the host community, there are 25 different nationalities of refugees with at least nationalities groups making up 5% or more of the total refugee population.[86,87] It can be **challenging for practitioners to develop a comprehensive overview of population data, capturing sizes, ages, gender distribution, and many other categories if they work within limited timeframes and resources for data collection and analysis**. Moreover, as earlier mentioned, the dynamic nature of a refugee settlement with influxes and outflows suggests that certain datasets (such as demographics) can become outdated in a matter of weeks.

Prior to data collection and conducting analyses, practitioners and facilitators orientate community members to the objectives of the study, and in some cases, train them in carrying out and understanding data collection methodologies. One challenge that urban planners continue to face is the lack of adequate laypeople with understanding of spatial planning and its concepts. Engagements on spatial planning can be technical and require a level of knowledge by the community, many of whom may not understand the need for their participation in these processes. In these situations, there risks a gap in the collection and analysis of spatial and non-spatial data.

Presently, there is also no formal centralised database upon which different partners and programmes in Kakuma-Kalobeyei utilise to share data. This presents a mis-opportunity in generating substantial amounts and types of data that can be used for further analytics and prioritisation of future interventions by all actors.

Photo Right: Field assistants were trained to collect quantitative and qualitative data using the KoboToolbox application. (2019)

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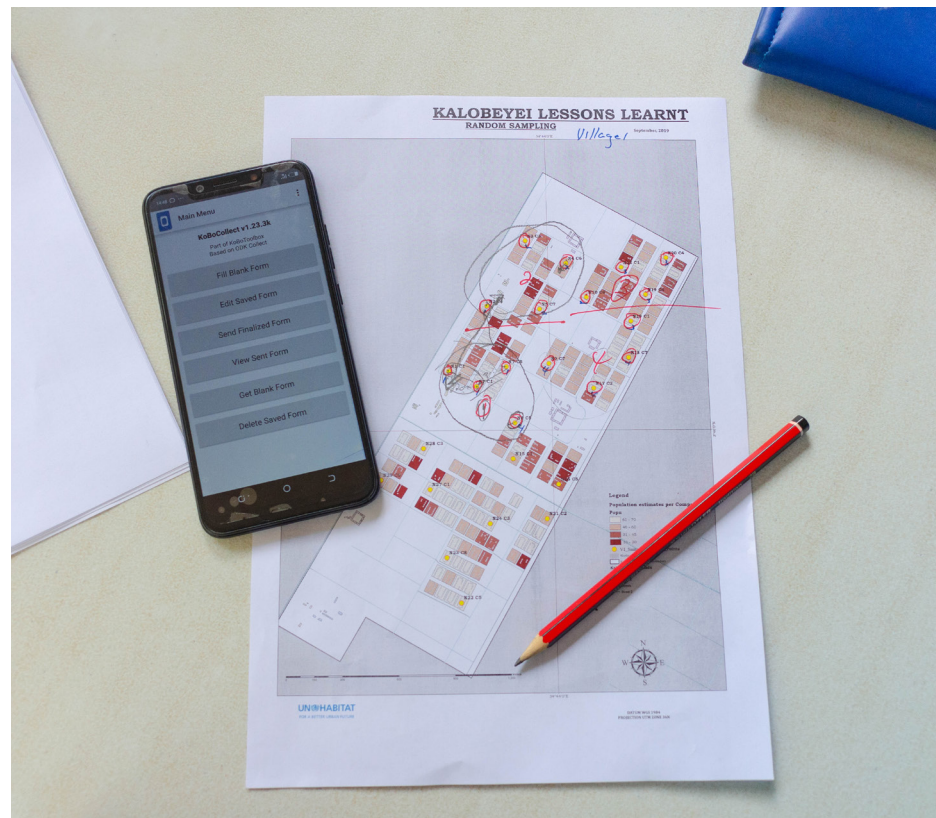
86   UNHCR, 2020.

87   As of 31st December 2020.

Recommendation: Collect, analyse, and prepare easily interpreted spatial data
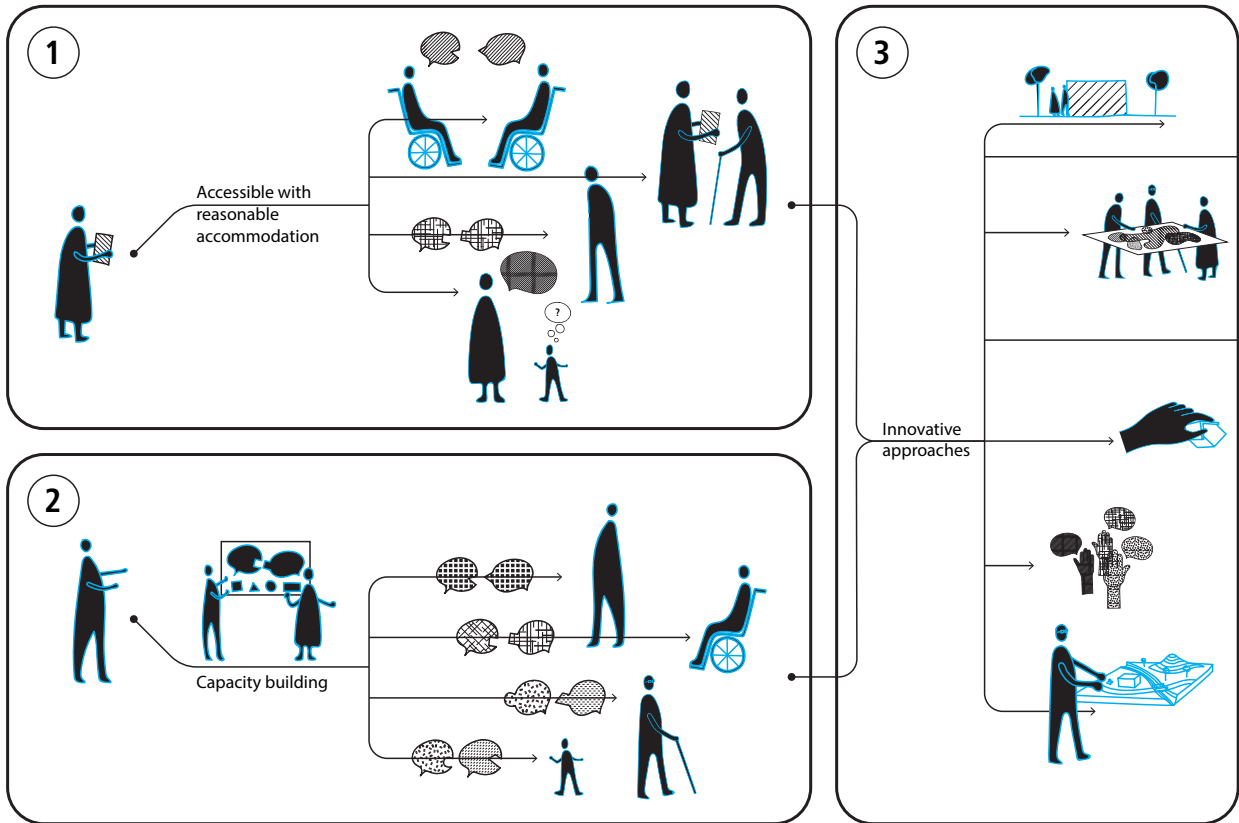

Figure 23: Collect, analyse, and prepare easily interpreted spatial data.

In Kakuma-Kalobeyei, diverse groups of refugees live amongst host communities, resulting in a population of people of different nationalities, education levels, and spoken languages. Due to these differences, difficulties can often arise in communication methods and information which might not be equally accessible for everyone. Hence, it is essential throughout most planning activities, including ones of a participatory nature, that information collected is presented in a way that all beneficiaries can easily understand and utilise it. Presenting information and data in a spatial manner can be a helpful way to achieve this.

Carrying out communication needs assessments early is one way in which practitioners can ensure the needs of the beneficiary groups are identified and that the information can be presented in an easily understandable manner. **Presenting spatial materials in an accessible way can make understanding certain concepts easier and can also support further data collection processes.**

UN-Habitat and partners have utilised English, Swahili, and Turkana to communicate with host and refugees in Kakuma-Kalobeyei (in some cases French and Arabic communications have also been used supported by interpreters or translators). Where there is no translator present with the facilitation team, some participants who speak the language have volunteered to interpret for their peers.

Presenting information and data spatially has many advantages – visual materials can be presented and understood by people from different education, backgrounds, and across different spoken languages. Graphics and visualisations/ images can also be easily shared over social media and communication platforms for various kinds of engagements.

Creating relatable visual elements can improve readability. This can occur at different scales, from adding people into interior spaces to rendering mappings in 3D with key landmarks like roads, housing and infrastructure, etc.
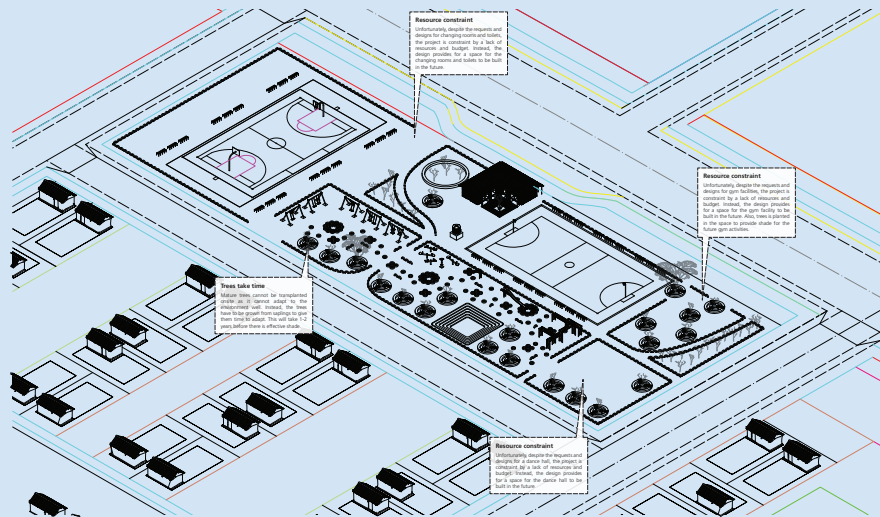

Figure 24: A simple graphic explaining how the exhibition will be like.
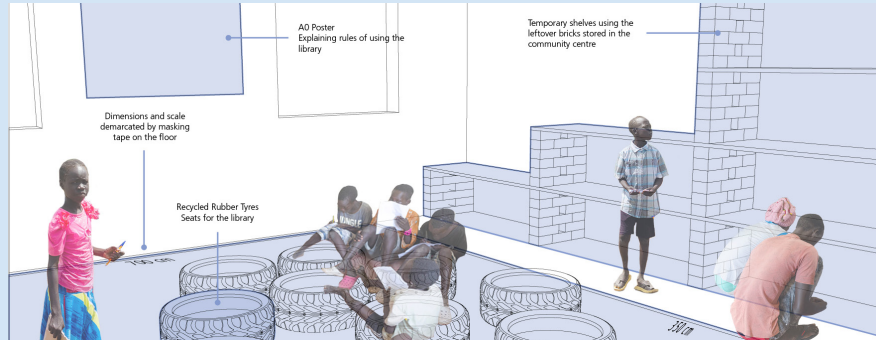
Labeling key landmarks on maps helps readers identify the places they are familiar with.

Figure 25: A pubic space design is produced in a 3D axonometric along with the surroundings for people to identify with.

Another strategy is to employ data visualisation techniques in developing spatial maps - which looks at framing data to better form a narrative[88], improving its relatability to readers. In the following example[89], a monotone gradient helps orientate readers in understanding which part of their municipality is more accessible than the others.

KOBOKO MUNICIPALITY   ARUA MUNICIPALITY   NEBBI MUNICIPALITY

31%   85%   17%

Figure 26: Findings and analysis of accessibility are overlaid on a map for easier understanding.
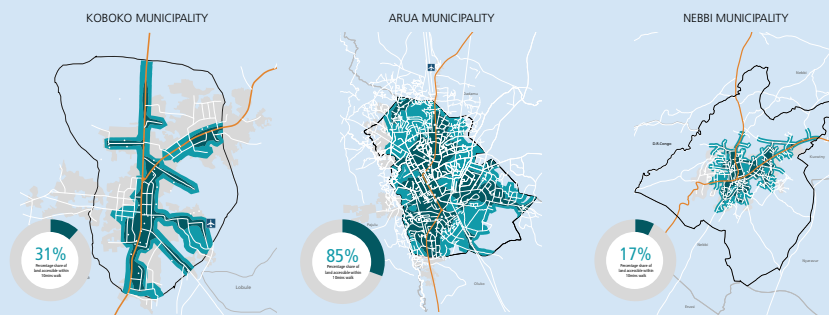
88   Tableau, n.d.
89   Frigerio, Musetta, Mutai, & Kuria, 2019, pg. 41.

Well collected, prepared and easily digestible planning materials and outputs, i.e. maps, urban designs, and spatial plans, are useful visual tools that can also support the participatory engagement of community members. Well prepared spatial data can support practitioners to reveal insights and better translate relevant contextual nuances from feedback from the community into reports and outputs. Presenting information or creating an experience which is spatially interactive can also be a useful way that ensures information is relatable and interactive. Some examples of insightful tools and techniques that engage participants spatially include[90]:

· Participatory mapping of their settlements

· Brainstorming on resources the communities have at their disposal

· Site walks and observations with the communities through their settlements

· Review of seasonal occurrences in their lives, including diseases, employment, dietary patterns

· Review of development of the settlements and the communities' lives over time

Such innovative tools and processes can help to bridge the technical gap between the practitioners and the communities, improving accessibility and understanding of information and data, which can enable communities to share more relevant feedback and sentiments. Easily understandable spatial planning concepts can enhance participation and steer the planning process as participants would have the tools to understand the impact of these processes in their lives. Narrative tools such as storytelling or forecasting through planning for the future can also offer communities a relatable starting point to derive more insights into short, medium, and long-term scenarios.

Recommendation: **Build understanding of relevance of spatial data and GIS to participants and partners**

As UN-Habitat and partners continue to explore and innovate participatory engagement approaches, information and data will be produced and presented in many forms. The inter-sectoral nature of engagements with different stakeholders under the KISEDP umbrella also requires handling information and data of diverse types - qualitative, quantitative, and spatial. It is also possible to layer and integrate the data types – for example, associating responses received to a specific location where they were collected.[91] **"Spatialising" responses in engagements can be helpful in identifying priorities on the ground that require such interventions.**

One strategy to spatialise data, as recommended by *Esri Social Science Collaborative*, is using GIS which offers an alternative in visualising and analysis of data "to tell stories about the relationships between people and places".[92] By relying on GIS to integrate qualitative feedback to spatial data (examples elaborated in table), information can be more easily understood, with deeper insights obtained that can support more informed and better decision making. One example of qualitative GIS presentation can be integrating community perceptions which might otherwise be difficult to present spatially.
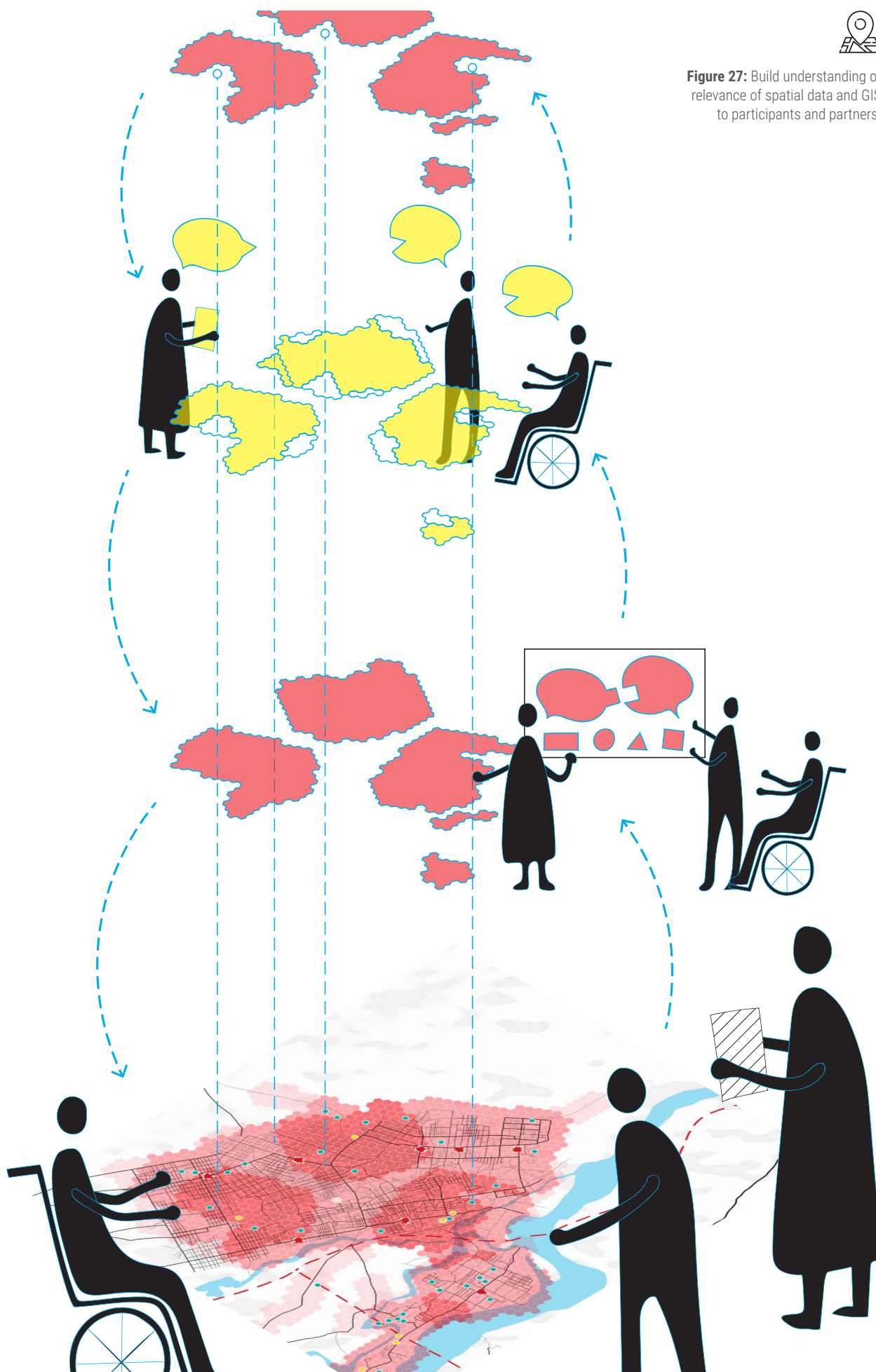
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90   Mitlin & Thompson, 1995, pg. 242 – 243.

91   ESRI Social Science Collaborative, 2021, accessed 26th November 2021.

92   Ibid.

Figure 27: Build understanding of relevance of spatial data and GIS to participants and partners.

The following describes some examples of how GIS can be used to present qualitative information:

- Qualitative GIS provide opportunities to integrate perceptions (such as perceived boundaries or level of safety). For instance, overlaying quantitative and qualitative data offers insights into relationships between data sets; such as an individual's day-to-day routine, from activities to destinations and time spent, can be recorded on GIS[93], and overlaid with other analyses including accessibility and condition of facilities. This can provide insight into the challenges faced by individuals and support prioritisation of implementations.[94]

- One of the potential of Natural Language Processing is the ability to relate sentiments with locations in qualitative engagements (such as FGDs and KIIs). In turn, these data can be quantified (e.g. number of times a negative event is mentioned in location X) and spatialised in GIS to reveal insights into the everyday lives of the communities.[95]

- Qualitative GIS can also map information of persons with disabilities.[96] Persons with disabilities face not just physical barriers but also communication, societal, and institutional barriers. GIS can provide a platform to reconcile these considerations. For example, Eide et al. suggest for "an innovative methodological triangulation where statistical and spatial analysis of perceived distance and objective measures of access is combined with qualitative evidence from carefully selected areas."[97]

Hence, where 'quantitative GIS' can identify challenges in terms of physical accessibility, 'qualitative GIS' can provide alternatives to understand the ongoing 'narratives' in other areas. GIS can be used across different participatory approaches and can help to level the playing field for all participants to have their needs reflected.

Recommendation:

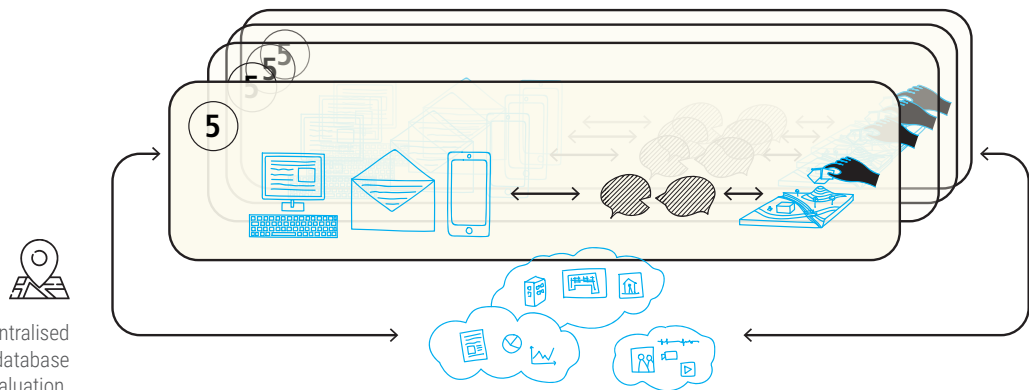## Develop centralised and accessible spatial database for monitoring and evaluation

Figure 28: Develop centralised and accessible spatial database for monitoring and evaluation.

In USWG's coverage of different case studies employing area-based approaches, the value of an open and participatory mapping process, and a database to store such information is consistently highlighted.[98] To utilise area-based approaches, an open and participatory urban planning and spatial mapping process, accompanied with a centralised database to store such information can be recommended. Using open-

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93 Mennis et al., 2013.
94 ESRI Social Science Collaborative, 2021(a), accessed 26th November 2021.
95 Ibid.
96 The Convention on the Rights of Persons with Disabilities (CRPD) recognises that "disability is an evolving concept" which "results from the interaction between persons with impairments and attitudinal and environmental barriers that hinders their full and effective participation in society on an equal basis with others". (UN, 2006, pg. 1)
97 Eide et al., 2018, pg. 2.
98 This is reflected in HOT's "Open Mapping for Flood Resilience in Dar es Salaam, Tanzania", and "Enhancing Capacity within National and Provincial Disaster Management Agencies through Open Exposure Data, Indonesia". (USWG, 2019, pg. 17 - 20)

source database software and platforms can support practitioners to review collected spatial data and develop spatial diagrams and maps. **A spatial database that is centralised would allow different stakeholders to work with the same datasets to ensure better coordination across programmes.**

A challenge of spatial databases which are usually hosted on data clouds[99] are that they would usually only be made available and functional to bigger organisations and institutions - most members from the communities will lack the resources and digital literacy to access these datasets[100] and understand how to use them. There are however a few ways to address and resolve these challenges:

- **Accessing spatial data files on clouds:** Original spatial datasets can be hosted in 'data clouds' online and made accessible to all, including to community members. One example of a 'data cloud' platform is "*Google My Maps*". By converting these files into suitable file types, such as .kml files, they can be read on "Google My Maps" on both computers and mobile phones when connected to the internet.[101] As Google My Maps is open to everyone, this will allow anyone to view the mappings developed by simply importing the files into the platform.

- **Sharing spatial data files:** The "Google My Maps" platform allows these maps to be shared with anyone who has access to the platform on their computer and smart phones.[102] This makes it a good medium to share with a wider audience. Practitioners can host their materials on this platform and share the access link with the communities. A range of file types can be used, e.g. JPEGs and PDF files.

- **Accessing UN Partner platforms:** In Kenya, many any humanitarian and development partners rely on organisations such as UNHCR to share the most recent findings and information from refugee hosting areas. The platform can be accessed here: *https://help.unhcr.org/kenya/*.

- **Open data sources:** HOT has employed their platform, "*OpenStreetMap*" as a both a repository of spatial data and a platform on which layers of information can be viewed. It is accessible to anyone with computers or smart phones when connected to the internet and can be easily used by any person.

Photo Bottom: Field staff training field assistants to collect qualitative and quantitative data. (2019)

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99   A Data Cloud is an online storage platform that allows people to upload data such as files into, for access at any time so long there is internet access. This also allow them to share it seamlessly with others. (Snowflake, n.d.)

100 These files could range from shapefiles for GIS, to Computer-aided Design (CAD) files, or vector files. Most of these require dedicated programmes like ArcGIS or AutoCAD.

101 See *https://support.google.com/mymaps/answer/3024836?hl=en&co=GENIE.Platform%3DDesktop* for more info.

102 See *https://support.google.com/mymaps/answer/3109452?hl=en&co=GENIE.Platform%3DDesktop* for more info.

📷

Photo Above: As lockdown measures were gradually lifted, a few participatory mapping workshops were held with careful consideration in minimising participants' exposure to COVID-19 risk. (2021)

03

PARTICIPATORY APPROACHES FOR PANDEMIC RECOVERY

The WHO had stated at the start of the COVID-19 pandemic that it would last for a lengthy duration and that it would require "sustained community, national, regional, and global response efforts".[103] Since then, the pandemic continues to be present in countries globally and is far from over, with new variants emerging and the most recent (Omicron) designated as one of concern in November 2021.[104] The uncertainty of the impact of the variant has prompted the WHO to renew calls for people to be vaccinated to save and protect lives.

Prior to the global pandemic, participatory approaches employed by UN-Habitat and partners in Kakuma-Kalobeyei were conducted as in-person engagements. The last two years have required partners and practitioners to adjust their activities to local regulations which have restricted congregations and in-person meetings. To continue implementing programmes, most engagement efforts had to be adjusted.

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103 WHO, 2020(a).
104 WHO, 2022.

3.1 Adapting Participatory Approaches for the 'New Normal'

The pandemic has exacerbated existing inequalities and vulnerabilities and has led to the proliferation of new, vulnerable population groups.[105] Vulnerable are especially affected, and the disadvantage is also further compounded by their typical exclusion from full participation in economic, political and social life.[106]

One of the key disruptions during the pandemic was the unpredictability and rapid change in local health regulations which resulted in domestic movement lockdown, travel bans and restrictions on congregations.

One of UN-Habitat's 'Drivers of Change' is Participation - a critical element in the planning process.[107, 108] During the pandemic, UN-Habitat and partners adjusted their programmes according to these regulations to ensure participation was still mainstreamed throughout the implementation process. In Kakuma-Kalobeyei, UN-Habitat continued to work with local partners through its field office and relied directly on members of the community to lead and support participatory activities, "shift[ing] in agency and power"[109].

Given the unpredictable and evolving situation, and the continued socio-economic impact of the COVID-19 pandemic on Kakuma-Kalobeyei, it is critical to ensure the continued participation of communities throughout programmes.

Photo Right: Stakeholder workshops were also held with careful consideration in minimising participants' exposure to COVID-19 risk. One example is the use of Miro, an online whiteboard teleconferencing platform. (2021)

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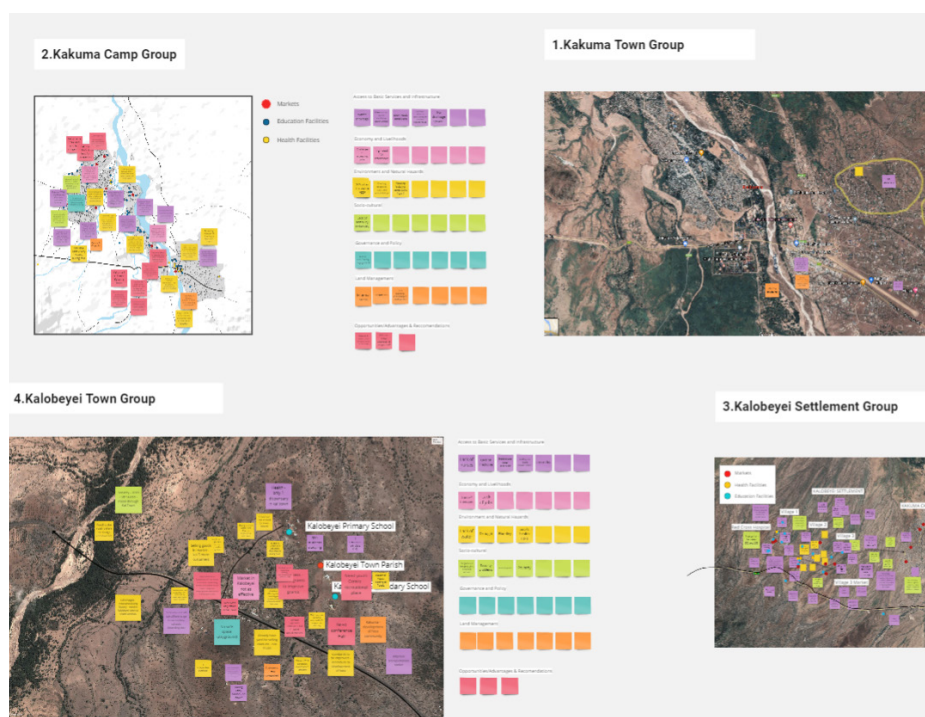
105 UNDRR Asia Pacific, 2020, pg. 3.

106 UN-Habitat, 2020(c), pg. 20 – 21.

107 UN-Habitat, 2020(a), pg. 56 – 59.

108 UN-Habitat's drivers of change are key to achieving the Strategic Plan's objectives, one of which is 'Urban Planning and Design'. Specifically, participatory approaches remain a cross-cutting strategy employed throughout UN-Habitat's planning work, as seen from its catalogue of services: https://unhabitat.org/sites/default/files/2020/08/un-habitat_2020_catalogue_of_services.pdf

109 Howard & Roberts, 2020.
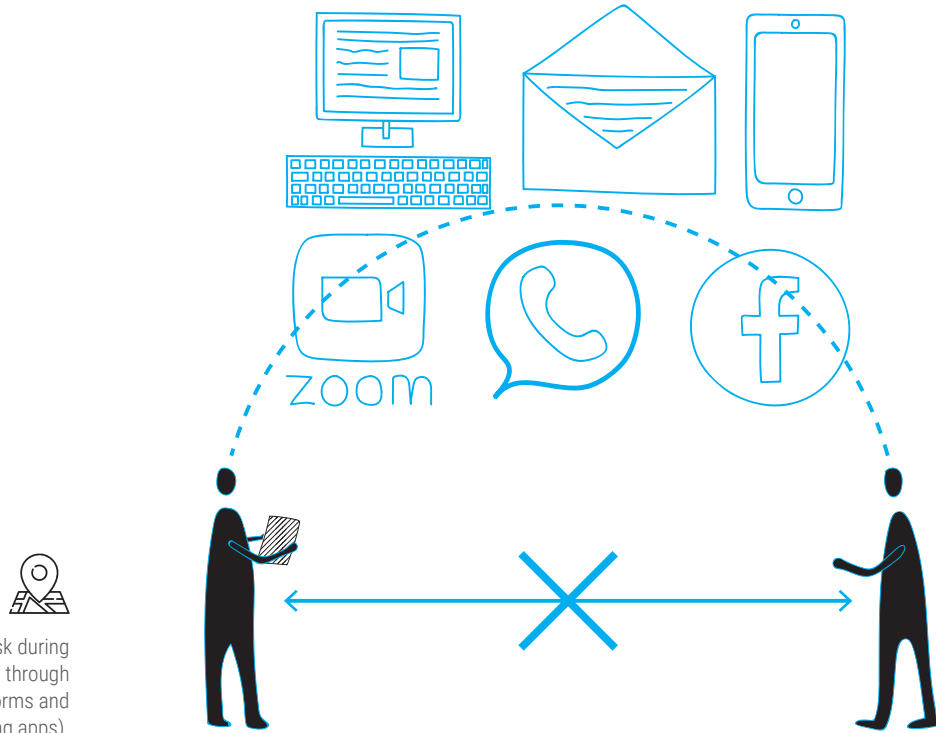
3.1.1 Reducing risk during engagement

Figure 29: Reducing risk during engagements (such as through conferencing platforms and messaging apps).

While conducting activities during the pandemic, it is important to ensure that participants are not exposed to risks such as increased exposure to COVID-19 and that their safety is ensured. **Teams working with communities should reduce the risk to both communities and staff through proper etiquette** such as "physical distancing" and "good respiratory and hand hygiene".[110]

Despite difficulties in conducting in person activities, good and open communication is a key cornerstone of participatory approaches and should be in line with developing safe programming throughout the COVID-19, which will help communities and staff in assessing, preventing and mitigating risks during this period.[111] **Exploring alternative means of communication can support stakeholder engagement processes**, and different communication needs for each stakeholder can be identified and utilised.
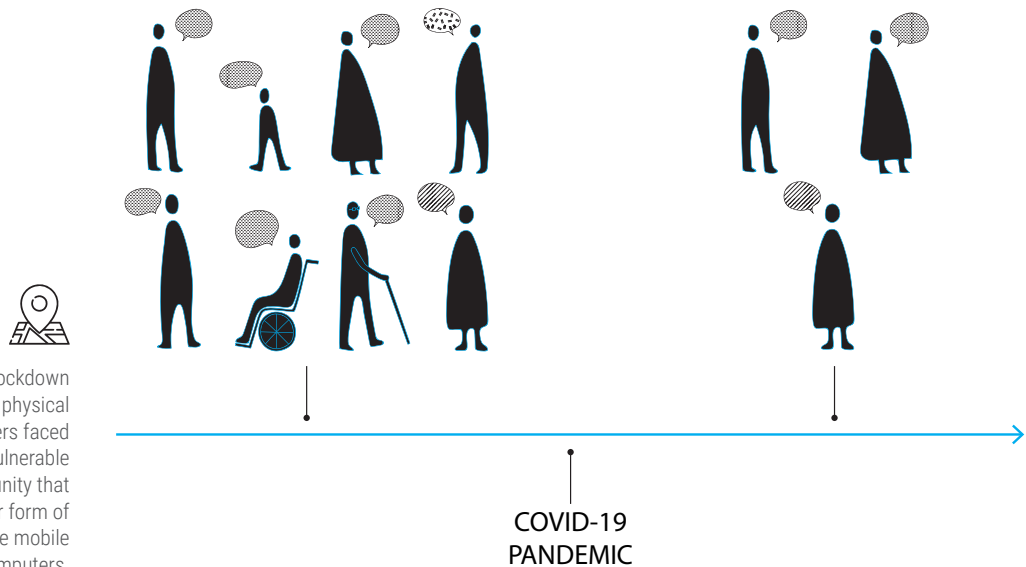

Figure 30: With lockdown measures restricting physical engagements, partners faced challenges accessing vulnerable portions of the community that lacks access to other form of communication like mobile phones or computers.

COVID-19 PANDEMIC

110 Oxfam, 2020, pg. 2.
111 Ibid.

In the earlier stages of the pandemic when the Government of Kenya had issued a nation-wide regulation for lockdowns across counties, and enforced the restriction of movements, UN-Habitat's Kakuma Field Office staff had to adjust programme activity components to ensure deadlines for implementation could still be met.

For example, data collection processes which used to be conducted in person relied instead on alternative sources, such as open-source data. A combination of different approaches to engage stakeholders for planning workshops in Kakuma-Kalobeyei (while maintaining social distancing etiquettes and good hygiene) were also practiced. These methods included limiting in-person meetings and where possible replacing them with phone calls and video conferencing meetings.

Due to the lack of familiarity with using online video conferencing platforms, or lack of adequate ICT infrastructure, some host and refugees found it difficult to participate. In-person focus group discussions (FGDs), workshops, and survey activities only resumed late 2020 after the nation-wide lockdown regulations were lifted.

3.1.2 Reducing scale of activities, while maintaining scale of participation
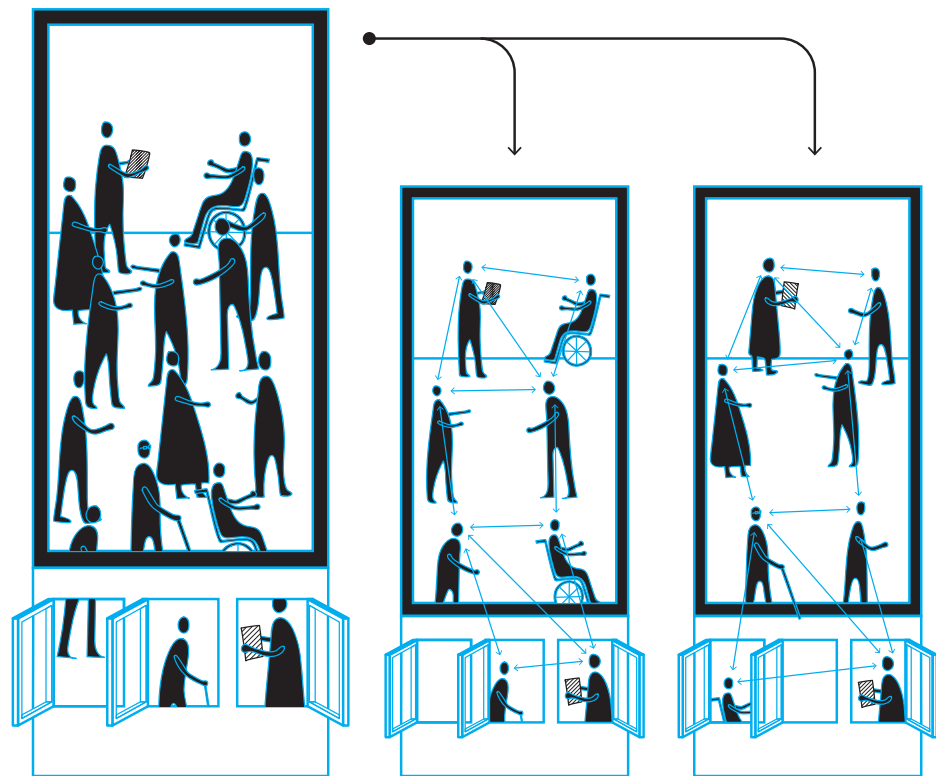

Figure 31: Reducing scale of activities, while maintaining scale of participation.

Before the pandemic, research studies conducted in Kakuma Refugee Camp saw sample sizes of between 200 to 600 respondents. In one instance, it was recommended for researchers supporting our programmes to survey a "sample size of 546 respondents" (331 households and 215 businesses) as a baseline survey of existing infrastructures and services in the entire camp.[112] Respondents of that baseline survey were varied, ranging from UN agencies, NGOs, authorities, host and refugee communities including elders, women, youth, and business owners.[113]

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112 UN-Habitat, 2016(b), pg. 18.
113 UN-Habitat, 2016(b), pg. 19.

Since the pandemic, **it has been difficult to conduct activities at the same scales**. UN-Habitat and partners have had to adjust activities and utilise innovative solutions to bridge new gaps. One consequence is the reduction of larger engagements. To adhere to physical distancing requirements, the number of venues (such as social halls) that could accommodate such activities were also reduced. Workshops were conducted with a smaller group of participants. One benefit that emerges from engaging with a smaller group of participants is that each participant has more opportunities to contribute to the discussions compared to when in a larger group.[114] However, smaller groups risk being composed of a smaller range of stakeholder representatives and with less exchange of perspectives.

Moving forward, it is therefore important to **organise activities ensuring that there is equal representation from different communities in the area, even amongst a small group of participants**. This could be further disaggregated by gender, age, or other categories to ensure participation from everyone. Adapted engagement strategies suitable to diverse groups can be employed to match different needs.

3.1.3 Utilising mixed methods for participation and communication
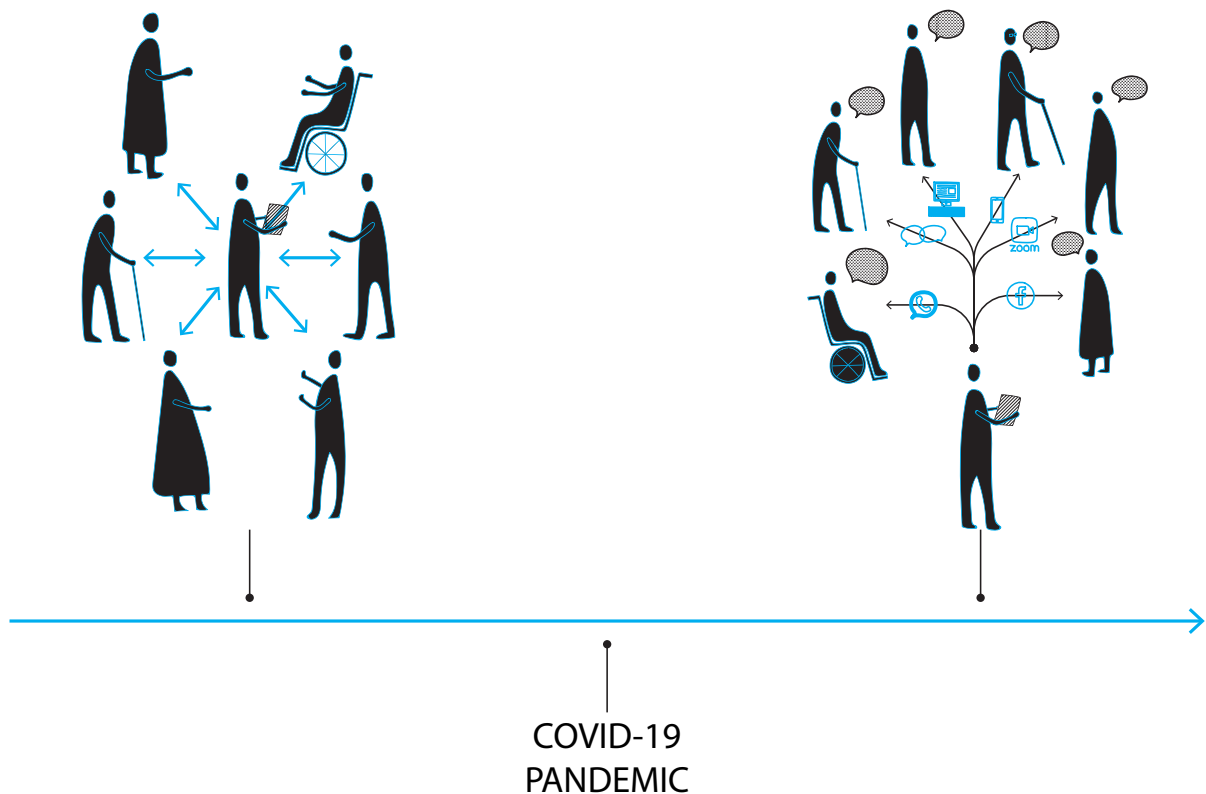
COVID-19
PANDEMIC

Figure 32: Utilising mixed methods for participation and communication.

During the COVID-19 pandemic, refugee and host members can sometimes face challenges in following and staying on top of government announcements signalling changes in social protocol and regulations. As a result, many people may not understand or are not made aware of the most recent protocols to follow.[115]

As the pandemic is still ongoing, there is a strong need to ensure that up-to-date information on the virus, health and safety measures, and local protocols remain accessible to all. In some countries, during the pandemic, community protection efforts were supported by technological tools, involving "bottom-up information sharing, public-private partnerships, [...] and participatory collective action" – suggesting that technology can provide a common platform to bridge the gap between decision makers

114 Feleke et al., 2021, pg. 4 – 5.
115 Keutgen, 2020.

and citizens.[116] Many civic technologies are people-driven and people-centred in nature and could support bottom-up engagements when people know how to use them. One benefit it can provide is the **decentralisation of data collection process, as it enables people to be able to participate in "governance and decision-making" through data collection**[117] – such as monitoring of services provided by different actors, conditions of the area, urgent needs, and call for action.

Providing a two-way media platform that allows both host and refugee communities to provide their feedback and contribute to the planning process would be useful. In Kakuma-Kalobeyei, some community members have greater access than others to ICT resources. As such, it would be necessary to employ a mixture of different media platforms including social media, messaging applications, radio talk shows, amongst others. These platforms can also provide effective and consistent engagement with communities, accommodating a combination of visual and audio elements that can help to make information more accessible and easily understandable to all persons.

In this age, most communications have shifted online with increasing reliance on virtual messaging/platforms and applications, and virtual engagement tools.[118] These resources can provide an option for practitioners to maintain and keep up with engagements with stakeholders and beneficiaries throughout the pandemic. While participants that were engaged through such means have become more familiar with using these mediums over time, there are **notably still exclusions of community members who lack smart phones and are not digitally literate enough** to use them.

During Kakuma-Kalobeyei's extended lockdown, it was critical to transit to new platforms that can safely engage the participants. One key strategy was employing online co-creation and teleconferencing platforms, such as Miro. Its unique advantage (over video conferencing) in allowing participants the ability to work on the platform to explore maps and graphics (e.g., to zoom into details where needed), made it an important resource during spatial disussions. Participants were able to understand spatial information more easily and to share their feedback on the maps. However, as mentioned, there were still challenges in ensuring all are able to participate, including those with lack of access to smart devices or with low digital literacy.

With the lockdown lifted, hybrid workshops were conducted with virtual participants and in-person participants - accommodating those with limited resources and digital literacy to participate physically. Besides allowing more participants to join the workshop safely, this reduced the number of in-person participants, making it easier to maintain safety measures like physical distancing.

Building upon previous recommendations, it could be strategic for practitioners to **rely on a core group of community champions who can represent their communities to engage and share their input and feedback with practitioners**. To achieve this, practitioners can do better to support accessibility of these technologies to champions, providing stipends for internet bundles or loaning of smart phones, or developing accessible graphics that can be easily accessible on mobile phones[119].The value of this new (virtual) way of working could be useful as it provides a closer connection to the stakeholders and enables active communication channels, beyond the pandemic.

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116 Ibid.
117 UN-Habitat, 2020(c), pg. 183 - 184.
118 Howard & Roberts, 2020.
119 More community members own smart phones than computers or laptops.

Participatory Approaches in the New Normal
Lessons from Kakuma-Kalobeyei, Turkana County, Kenya

04 CONCLUSION AND WAY FORWARD

Over the last decades, global practitioners and urban actors have increasingly acknowledged the importance of participation from the community and beneficiaries throughout the process of implementing programmes. In the last two years, the COVID-19 pandemic has further challenged these processes and revealed certain gaps in current practices, pushing practitioners to revaluate their existing practices.

Specific to the pandemic, some of these solutions stemmed from the need to ensure that participation, which is traditionally carried out in-person, can also be conducted through other means. This includes utilising virtual platforms such as teleconferencing and visualisation tools. Some of these solutions are also the result of acknowledging that new vulnerable groups were created during the pandemic, and that the ones that were previously marginalised are facing even greater pressures and threats. Hence, it is paramount to ensure participation is non-discriminatory and continues in an equitable and safe manner.

Building upon the lessons learned covered, a key next step for practitioners is to recognise, explore and build the capacities of stakeholders to promote planning through participation. Practitioners should recognise communities and the importance of their lived experiences, and the roles they can and should play in decision-making processes – if they are provided with meaningful ways to participate. By engaging host and refugees, they can share their engagements with a wider community and empower more self-organised development in alignment to the planning recommendations. Empowering community members in the planning process will serve two benefits: (1) enable more insightful dialogue between the communities and external practitioners, and (2) allow the communities to work with more ownership to develop solutions to address their needs. In the long-term, communities can also be able to participate on global platforms and share learnings between themselves.

At the same time, prior elaborations have shown that to deliver sustainable development in the long-term, it is critical to build upon the institutional learnings found in humanitarian contexts such as Kakuma-Kalobeyei. Regardless of the communication strategy employed, or the number of workshops conducted, one key principle of participatory approaches should continue to be emphasised, especially during challenging times such as the pandemic, which is the ability to share discussions and perspectives between different stakeholders and the wider community. Documenting and translating these engagements into digestible materials, which can be shared with other stakeholders, can enable richer discussions and feedback. During engagements, the role of community champions will be furthermore important in ensuring that representation continues to be diverse.

As Kakuma-Kalobeyei, like elsewhere in the world, continues to face the challenges of the ongoing pandemic, UN-Habitat is working to provide better support to stakeholders to 'build back better' under KISEDP's multi-year and multi-sectoral framework. One key objective is to catalyse a mindset shift on the role and responsibilities for participatory urban planning processes: moving away from previously traditional practices of siloed responsibilities by a few institutions, to meaningfully involving communities in co-creation, implementation, and evaluation of programme outcomes.

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Photo: A participant sharing with the team his thoughts about Kalobeyei Settlement and its planning. (2019)