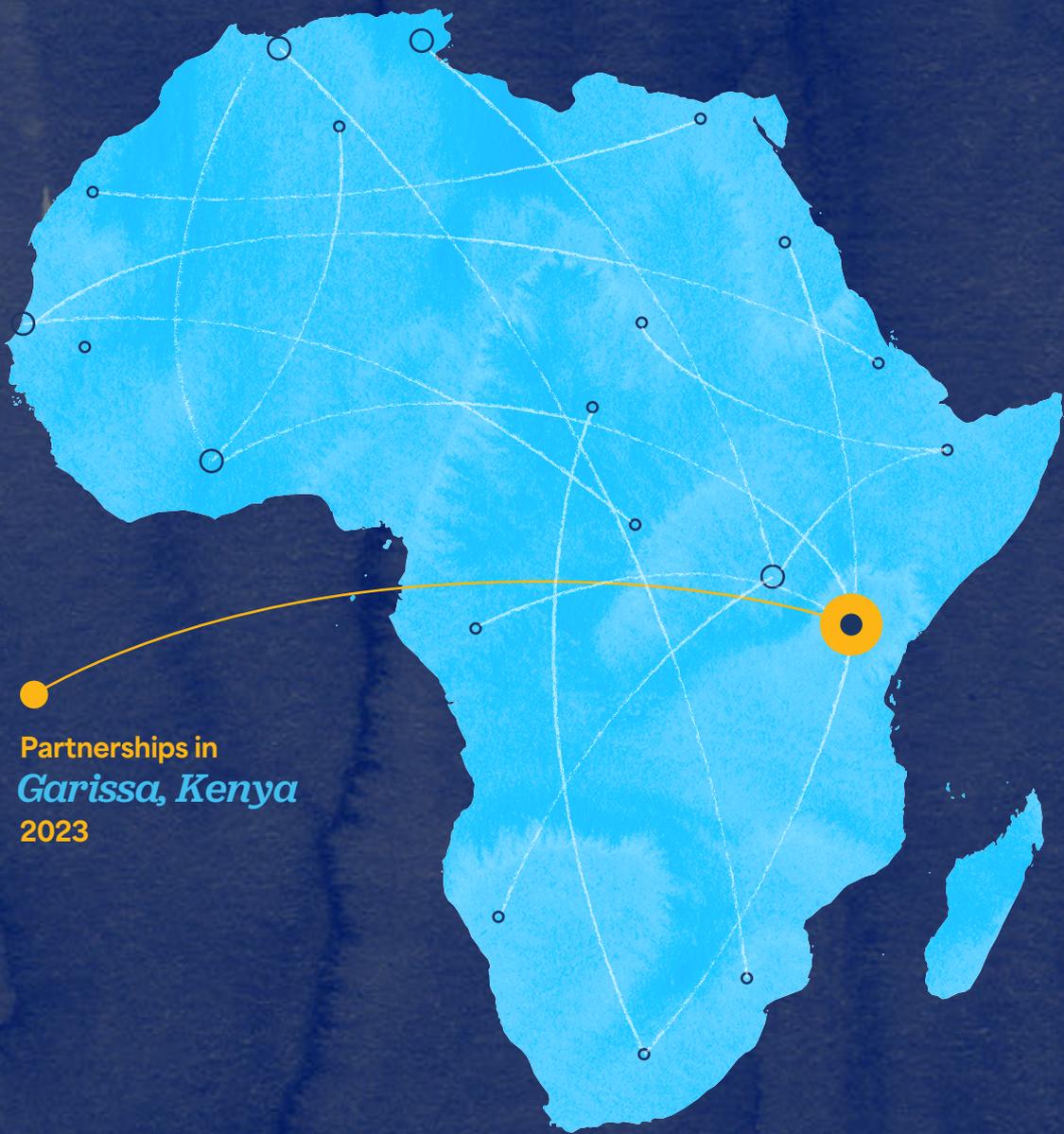


# Equal Partnerships

*African Intermediary Cities as Actors and Partners in Urban Migration Governance*



Partnerships in  
*Garissa, Kenya*  
2023

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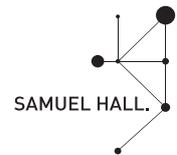
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## Equal Partnerships

Africa is witnessing an ongoing transformation from rural to increasingly plural urban societies. While this transformation has been well-documented, the focus of scholarship and practice has been predominantly on human mobility towards and into major urban areas and capital cities. In contrast, intermediary cities, the in-between the rural and the metropolitan, have been largely absent in academic and policy debates. The Equal Partnerships project explores the opportunities and challenges of collaborative, urban migration governance in African intermediary cities. The project was jointly developed and is implemented by the Friedrich-Alexander-University Erlangen-Nürnberg, the city network United Cities and Local Governments of Africa (UCLG Africa), the German Institute of Development and Sustainability (IDOS), and the social enterprise Samuel Hall. Supported by the Robert Bosch Stiftung, the project works in cooperation with six intermediary cities in East, North, and West Africa. Through participatory research, workshops, and networking formats, the project brings together local, national, and international actors to develop practical impulses and policy recommendations to co-shape multi-stakeholder partnerships for urban migration governance in African intermediary cities.



With the support of the



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## Layout and cover design

Cătălina Răileanu, Silvia Dobre, Quickdata

# Glossary

## Migration

The Equal Partnerships project works with a broad definition of migration, understanding a migrant as any person “who moves away from his or her place of usual residence, whether within a country or across an international border, temporarily or permanently, and for a variety of reasons.”<sup>1</sup> This broad definition proved helpful for working in partnership with African intermediary cities that experience a wide range of migration movements at times classified under umbrella terms such as “mixed migration”<sup>2</sup> or “transnational mobility.”<sup>3</sup>

## Intermediary Cities

Building on research conducted by the Cities Alliance,<sup>4</sup> the Equal Partnerships project moves beyond a definition of secondary/intermediary cities based predominantly on city size often considered to range between 50,000 and 1 million inhabitants.<sup>5</sup> Instead, we combine demographic aspects with a city’s connectivity and status. We, therefore, use the terms “secondary” and “intermediary” interchangeably, as they refer to different city aspects: The cities on which we focus our research are intermediary in the sense that they link capital cities with smaller towns and rural areas through flows of goods, ideas, funds, and people. At the same time, these cities are secondary regarding economic status, municipal capacities and resources, as national development strategies for urban planning have for a long time prioritized capital cities.

## Multi-stakeholder Partnerships

Multi-stakeholder partnerships can be defined as “voluntary initiatives involving governments, intergovernmental bodies, civil society, the private sector and other stakeholders in pursuit of a common goal or commitment.”<sup>6</sup> Equal Partnerships research shows that approaches striving towards equal participation of stakeholders need to include a broad range of partners in the initial development stage, remain open for new actors as the cooperation evolves and continuously review roles and responsibilities of each stakeholder within the partnership.

## (Urban) Migration Governance

Migration governance entails an “interdependent set of legal norms, policies, institutions, and practices to administer, regulate, and mediate activities and relations within defined socio-political entities, whether states, administrative regions, cities, or corporate bodies.”<sup>7</sup> Urban migration governance takes an urban setting – such as a town or city – as the defined socio-political entity.

1 IOM. “About Migration” (2023). Available at: <https://www.iom.int/about-migration>. Accessed: 21 May 2023

2 IOM Migration Data Portal 2023. Mixed migration (2023). Available at: <https://www.migrationdataportal.org/themes/mixed-migration#:~:text=Definition,seeking%20better%20lives%20and%20opportunities>. Accessed: 21 May 2023

3 Van Hear, N. Policy Primer: Mixed Migration Policy Challenges (2011). Available at: [https://migrationobservatory.ox.ac.uk/wp-content/uploads/2016/04/PolicyPrimer-Mixed\\_Migration.pdf](https://migrationobservatory.ox.ac.uk/wp-content/uploads/2016/04/PolicyPrimer-Mixed_Migration.pdf). Accessed: 21 May 2023

4 Cities Alliance. Taking a Closer Look at Secondary Cities (2019). Available at: <https://www.citiesalliance.org/newsroom/news/spotlight/taking-closer-look-secondary-cities>. Accessed: 21 May 2023. Connecting Systems of Secondary Cities: How Soft and Hard Infrastructure can foster Equitable Economic Growth among Secondary Cities. [https://www.citiesalliance.org/sites/default/files/2019-07/Secondary-Cities-Book-Brief\\_v2.pdf](https://www.citiesalliance.org/sites/default/files/2019-07/Secondary-Cities-Book-Brief_v2.pdf). Accessed: 21 May 2023.

5 UCLG n.d. Intermediary cities. Available at: <https://www.uclg.org/en/agenda/intermediary-cities>. Accessed: 21 May 2023

6 Bester, A., and Hermans, L. Multi-Stakeholder Partnerships: Implications for Evaluation Practice, Methods and Capacities (2017). Available at: <https://nec.undp.org/sites/default/files/2021-07/Multi-Stakeholder%20Partnerships%202017.pdf>. Accessed: 21 May 2023

7 Global Migration Policy Associates (GMPA), “Governance of Migration: a context note for reference in current national and international processes and discussions”, updated in 2017. Available at: <http://globalmigrationpolicy.org/articles/governance/Governance%20of%20migration%20Context%20Note%20rev%20GMPA%20jun2017.pdf>. Accessed: 21 May 2023

## List of acronyms

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<b>ASAL</b>	Arid and Semi-Arid Lands
<b>CARE</b>	Coalition for American Relief Everywhere
<b>CIDP</b>	County Integrated Development Plan
<b>CSO</b>	Civil Society Organisation
<b>CBO</b>	Community-Based Organization
<b>DRC</b>	Danish Refugee Council
<b>DRS</b>	Department of Refugee Services
<b>EU</b>	European Union
<b>EUTF</b>	EU Trust Fund
<b>FCDC</b>	Frontier Counties Development Council
<b>FEWS NET</b>	Famine Early Warning System Network
<b>FGD</b>	Focus Group Discussion
<b>GoK</b>	Government of Kenya
<b>GISEDP</b>	Garissa Integrated Socio-Economic Development Plan
<b>HIS</b>	Haki Na Sheria Initiative
<b>KDRDIP</b>	Kenya Development Response to Displacement Impacts Project
<b>KII</b>	Key Informant Interview
<b>KNBS</b>	Kenya National Bureau of Statistics
<b>IDP</b>	Internally Displaced Person
<b>IOM</b>	International Organization for Migration
<b>MUHURI</b>	Muslims for Human Rights
<b>NDMA</b>	National Drought Management Authority
<b>PGI</b>	Pastoralist Girls Initiative
<b>RCK</b>	Refugee Consortium of Kenya
<b>RRDO</b>	Relief, Reconstruction and Development Organization
<b>TVET</b>	Technical and Vocational Education and Training
<b>UN-Habitat</b>	United Nations Human Settlement Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children Fund
<b>WFP</b>	World Food Programme

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# *Key findings and recommendations*

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Key findings on (partnerships in) urban migration governance in Garissa town can be summarised in the six points below.

In the context of partnerships for urban migration governance, it is crucial to think of migration in Garissa town as a spectrum. Different actors, questions, and mechanisms are involved in engaging with visible and invisible refugees, IDPs / pastoral dropouts, economic migrants, and internal or external migration. This should be a key consideration factoring into any analytical and policy approach on issues of migration and displacement in urban settings.

Owing to strong social ties, there is reportedly peaceful co-existence between the immigrants and the host communities in Garissa town. The majority of migrants (both cross-border and IDPs) carry similar social and cultural beliefs and practices resulting in harmonious interaction and easy integration.

Partnerships at the county and municipal level are in place in Garissa town - though none of these partnerships are built exclusively, or explicitly around urban migration governance. Each actor involved brings specific skills and expertise to the table.

The institutionalization of partnerships at the county and city levels in Garissa has already been established. These existing institutions - for example, the County Steering Group - can be leveraged for increased engagement with urban migration governance issues among the stakeholders.

There are inadequate migration-governance-related engagements between the national and county levels. County governments work bilaterally with non-state actors while at the same time, national governments are working bilaterally with the same non-state actors, e.g., UNCHR and IOM. The linkage between the two levels of government is missing in Garissa.

Issues of Gender-Based Violence (GBV) issues require more attention. Challenges include (1) the absence of resources and the slow judicialization process at the county level, leading to cases being dealt with through the Maslaha system; (2) the absence of mental health support services for victims of GBV; (3) fees being imposed to victims for reporting at both hospitals and police stations.

These findings inform the following recommendations, aimed at strengthening partnerships and cooperation frameworks for urban migration governance in Garissa.

1. **Facilitate cooperation between national and county government:** Cooperation between the national and county governments on urban migration governance could be established by leveraging the offices for inter-governmental relations that are available both at county and national levels. A consultative forum focusing on urban migration governance could be established to provide a platform for national government actors (such as the Department of Refugee Affairs and policy makers) to engage with officials in the county government working on migration and mobility issues. The consultative forum would also facilitate knowledge sharing between the two levels of governance.
2. **Ensure inclusive access to basic services:** Irrespective of their legal status, migrants and refugees should be able to interact freely with public servants such as the police, labour inspectors, social workers, school personnel and health care professionals, as well as courts, tribunals, and national human rights institutions. Migration governance stakeholders in Garissa town should advocate for the adoption and operationalisation of human rights approaches to migration governance in the city.
3. **Increase advocacy on human mobility:** A key partnership agenda on urban migration governance in Garissa town could be the formulation of strategies aiming to increase visibility and inclusion of the diverse forms of human mobility. This could be achieved through training on urban migration dynamics targeting all relevant stakeholders, thus helping reveal the challenges and prospects of human mobility for the city and bestow the trained individuals with skills to advocate for urban migration governance issues in policy and programming.
4. **Develop a shared roadmap on urban migration governance:** To improve coordination among actors, the design of an ecosystem strategy on urban migration governance could help steer the processes. This will facilitate agreeing on a common strategy and having a clear vision of what migration governance means for Garissa. It will also help identifying joint understandings of progress and success on urban migration governance as well as respective capacities and contributions of each stakeholder.
5. **Facilitate representation of migrants:** Crucial to engaging with urban migration is ensuring migrants are represented and included in the decision-making processes. Engaging with migrants themselves will enable stakeholders to effectively respond to their needs.
6. **Include private sector actors:** Private sector actors have a significant role to play on urban migration governance - particularly in aspects related to the economic integration of refugees and migrants.
7. **Establish Memoranda of Understanding:** Multi-stakeholder cooperation on development and humanitarian interventions requires drafting of cooperation agreements that can withstand changes in political administrations. To mitigate the possibility of partnerships (and related projects/services) falling apart due to elections/changes within the county administration, stakeholders could consider signing a Memorandum of Understanding which will see partnerships being upheld even after changes in government happens.

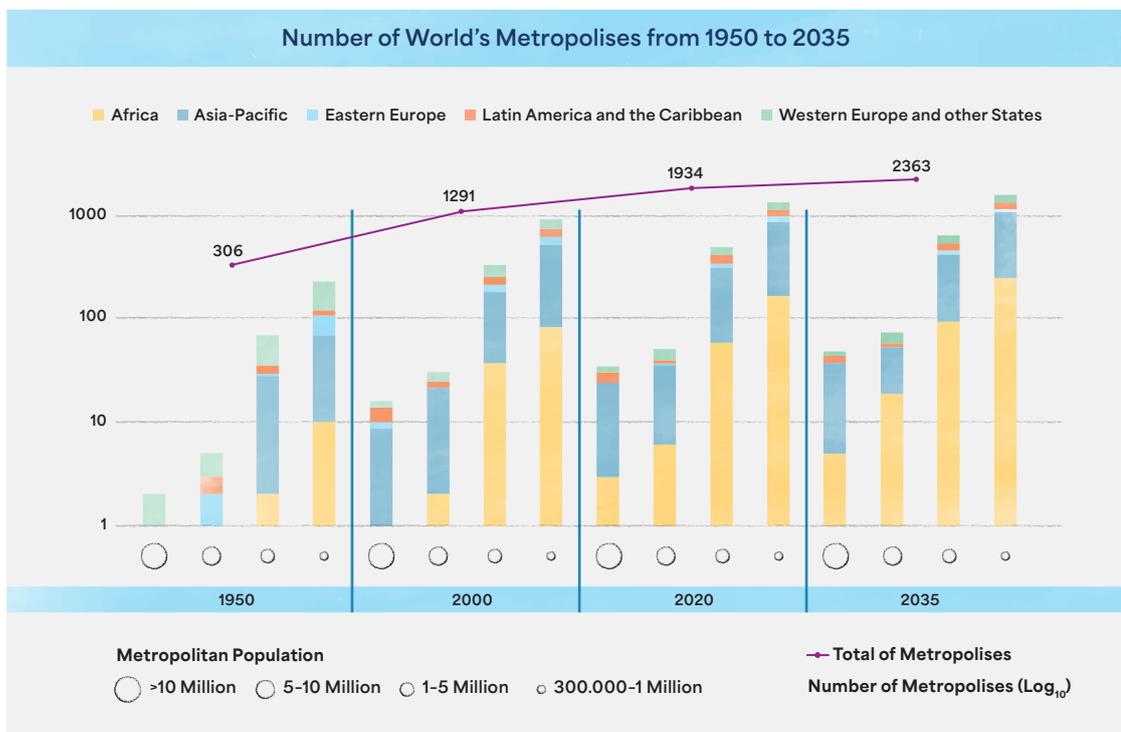
8. **Promote stronger collaboration between academic institutions and the county government:** Local universities and technical and vocational education and training institutions (TVETs) should take a more active role in fostering partnerships. They can offer reliable and consistent local research partnerships to supplement the county government's efforts, especially when staff turnover poses a risk to ongoing research collaborations. The Institute for Peace and Security Studies at Garissa University could provide coordination support to the Department of Partnerships and Donor Coordination of Garissa County.
9. **Join city networks for knowledge sharing, mentoring and capacity building:** Garissa County and municipality could explore joining municipal networks or entering partnerships with cities in other regions within and outside Kenya for knowledge sharing, mentoring, and capacity and institutional building. A scoping could be done to establish potential cities or existing networks (e.g., UCLG Africa, UCLG, Mayors' Migration Council, Global Alliance for Urban Crises, etc) where establishing partnerships could benefit Garissa town's urban migration governance agenda

# 1 Introduction

## 1.1 Urban migration governance in African intermediary cities

Africa is witnessing an ongoing transformation from rural to increasingly plural urban societies. While this transformation has been well-documented, the focus of scholarship and policymakers has been predominantly on human mobility towards and into major urban areas and capital cities. In contrast, intermediary cities, the in-between the rural and the metropolitan, have been largely absent in academic and policy debates. Addressing this gap becomes increasingly important,<sup>8</sup> as African cities with 1 million or less inhabitants already account for the highest relative share among African cities – a trend forecast to continue in the future (figure 1).<sup>9</sup>

**Figure 1. Intermediary cities dominate African cityscape (Source: UN Habitat 2020)**



<sup>8</sup> Stürner-Siovit, J. and Morthorst Juhl, L. Migration in African intermediary cities: why multi-stakeholder partnerships are key to inclusive action (2023). Available at: <https://oecd-development-matters.org/2023/03/30/migration-in-african-intermediary-cities-why-multi-stakeholder-partnerships-are-key-to-inclusive-action/>. Accessed: 21 May 2023

<sup>9</sup> UN Habitat. Global State of Metropolis. Population Data Booklet (2020). Available at: [https://unhabitat.org/sites/default/files/2020/09/gsm-population-data-booklet-2020\\_3.pdf](https://unhabitat.org/sites/default/files/2020/09/gsm-population-data-booklet-2020_3.pdf). Accessed: 21 May 2023

Both natural population increase and human mobility contribute to the growth of African intermediary cities. These cities constitute central spaces for mixed movements driven by processes of urbanization, socioeconomic transformation, and environmental stressors, as well as conflict and persecution. Though not always intended as final destinations, persons on the move may consider intermediary cities more accessible – financially, geographically, and socially – than capital cities.

As intermediary cities, thus, gain in importance as places of origin, transit, destination, and return, African local authorities are increasingly confronted with key issues of mixed migration and are further directly impacted by (inter)national policies. Due to their proximity to local communities, local authorities have the potential to shape inclusive approaches for migrants, refugees, and local populations. However, developing local strategies often proves challenging to local authorities, since national or international actors holding official mandates for migration and displacement rarely consider them (equal) partners, and they are often not equipped with sufficient resources and capacities to play an active role. This creates knowledge and cooperation gaps between local, national, and international actors addressing urban migration and displacement on the ground, and in policy dialogues. To address such challenges, some local authorities have started seizing opportunities for engaging in multi-stakeholder partnerships, bringing together local, national, and international actors working on questions of migration in African cities.

## 1.2 *The Equal Partnerships project*

The Equal Partnerships project explores the opportunities and challenges of collaborative, urban migration governance with African intermediary cities. The project was jointly developed and is implemented by the Friedrich-Alexander-University Erlangen-Nürnberg, the city network United Cities and Local Governments of Africa (UCLG Africa), the German Institute of Development and Sustainability (IDOS), and the social enterprise Samuel Hall. Supported by the Robert Bosch Stiftung, the project works in cooperation with six intermediary cities in East, North, and West Africa: Garissa in Kenya, Gulu in Uganda, Kumasi in Ghana, Oujda in Morocco, Saint Louis in Senegal, and Sfax in Tunisia. Through participatory research, workshops, and networking formats, the project brings together local, national, and international actors to develop practical impulses and policy recommendations to co-shape multi-stakeholder partnerships for urban migration governance in African intermediary cities.

This case study report is structured as follows: Section 2 presents the research methodology with a specific focus on case study selection, data collection and research limitations. Section 3 presents the migration dynamics in Garissa and the region and explores impacts of migration on the ground. Section 4 discusses partnership approaches in Garissa via a stakeholder mapping and zooms in on cooperative actions, challenges, and prospects. Section 5 summarizes key findings and provides policy recommendations to strengthen multi-stakeholder partnerships on urban migration governance in Garissa.

# 2

## *Methodology*

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### 2.1

#### *Case study selection*

The Equal Partnerships project works with African intermediary cities that are central hubs for diverse forms of human mobility. At the outset, the project held discussions with a broad range of cities in order to identify urban areas where the local administration and/or local government showed an interest in addressing questions of migration. Throughout the project, this approach served to explore opportunities for multi-stakeholder partnerships in contexts where political will to proactively engage on urban migration governance is present at the local level.

Garissa is included in this study owing to national and regional relevance for mixed/regional migration. Social dynamics, political procedures, multi-stakeholder governance processes, financial constraints, and economic inequalities result in unique implications on migration dynamics in Garissa.

Garissa is a city of approximately 500,000 inhabitants constituting the main urban centre of Garissa County.<sup>10</sup> Garissa town is situated about 400 kilometres east of the Kenyan capital Nairobi, and 160 kilometres west of the border with Somalia. The Dadaab refugee complex<sup>11</sup> lies between Garissa town and the Somali border. Garissa town is perceived to be an intermediary point linking Somalia and Nairobi, and thus falls at the centre of an important migration corridor linking Somalia to Nairobi.

Most of Garissa's residents have long-standing family connections based on clans, which has led to the formation of social networks and resources for incoming migrants. The Somali Civil War, which began in the 1980s, caused significant migration out of Somalia, with many passing through Garissa town on their way to Southern Africa, Europe, North America, and other parts of the world. As a result, Garissa has developed strong connections and social ties with various regions globally. This highlights the significance of Garissa as a city that serves as an intermediary, fostering relationships that extend from the local level to the international stage.

<sup>10</sup> Counties are geographical units created by the 2010 Constitution of Kenya as units of devolved government. There are 47 counties in Kenya. Counties were integrated into a new national administration with the national government posting a county commissioner to each county to serve as a collaborative link with county government.

<sup>11</sup> Dadaab refugee complex is one of the largest refugee settlements in the world with a population estimated at around 250 000 - 300 000 inhabitants.

Despite facing challenges such as droughts, famine, and historical marginalisation, Garissa town holds great significance in terms of urban migration. It has emerged as one of the rapidly developing cities both economically and in terms of population within the North-Eastern region of Kenya.

## 2.2 *Fieldwork and data collection*

The Equal Partnerships project draws on three forms of data collection: (i) desk review of literature on urban migration governance, (ii) key informant interviews (KIIs), and (iii) a half day workshop.

**Literature review:** The research team conducted a rapid review of policies, strategy documents, reports, and academic articles on (urban) migration governance in Garissa and the region. The identified literature was then organised and coded in a matrix, in an Excel spreadsheet, which was used to assess the relevance of each item, isolate key findings, and facilitate cross-reference throughout the duration of the study.

**Key informant interviews:** 17 interviews with key informants were conducted in Garissa in June 2022 and in January-February 2023. The selection of the KII respondents was done with the assistance of staff from the Garissa County Directorate of Partnerships and Coordination. An anonymised list of KII respondents is presented in the Annex section.

Before each interview was conducted, the respondents were informed about the Equal Partnerships research project, the purpose of the interview and data protection compliance. Informed and enthusiastic verbal and written consent to be interviewed was obtained.

**Local workshop:** Samuel Hall delivered a half-day workshop in Garissa in February 2023 on the subject of multi-stakeholder partnerships for urban migration governance. The workshop was attended by 14 participants selected with the support of Garissa County Directorate of Partnerships and Coordination and the Department of Gender and Culture. The participants included local and national governments, NGOs, CBOs, community leaders/representatives, and academics. A general workshop agenda was developed which could thematically be adjusted to the respective city contexts. An anonymised list of workshop participants is presented in the Annex section.

## 3

# Regional and city-level migration dynamics

## 3.1

## Regional/National migration dynamics

There are no recent studies with information on local migration dynamics in Kenya. The 2009 national census reported higher internal lifetime migration<sup>12</sup> (12%) compared to reported out-migration in the same year at less than 1%.<sup>13</sup> The local movements are predominantly from rural to urban areas, with populations moving in search for better economic and educational opportunities, as well as better health care. In the context of emigration, the Kenyans who leave the country are generally skilled workers and, at least initially, leave through so-called regular channels.<sup>14 15</sup> In recent years, however, temporary labour migration to the Gulf Cooperation Council countries<sup>16</sup> by semi- and low-skilled workers has increased, seeking to fill labour shortages in sectors such as construction and other service-based jobs.<sup>17 18</sup>

Besides emigration, Kenya is also an increasingly popular country of destination by migrants from other African countries. This is due to its political stability, strong and vibrant economy, a moderately developed infrastructure, large established migrant communities, good land and air connections, and open borders.<sup>19</sup> Foreign nationals are setting up and investing in business in Kenya – contributing significantly to the economic prosperity of the country's major cities and thereby contributing to increasing the country's GDP.<sup>20</sup>

<sup>12</sup> A person whose area of usual residence at the census date differed from the area of his/her birth constituted a lifetime migrant.

<sup>13</sup> KNBS. Kenya Situational Population Analysis (2013). Available at: [https://www.unfpa.org/sites/default/files/admin-resource/FINALPSAREPORT\\_0.pdf](https://www.unfpa.org/sites/default/files/admin-resource/FINALPSAREPORT_0.pdf). Accessed: 21 May 2023

<sup>14</sup> Integral Human Development. Country Profile-Kenya (December 2020)

<sup>15</sup> The top countries of destination for Kenyan emigrants in 2009 were the USA, Uganda, the United Kingdom, Tanzania, Germany, and South Africa.

<sup>16</sup> These countries include Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, and the United Arab Emirates (UAE)

<sup>17</sup> Driven by a lack of opportunities at home, Kenyans are recruited as domestic workers, construction laborers, cleaners, hospitality servers, security officers, and taxi drivers. Migrants in these industries are often vulnerable to illegal and/or unethical recruitment practices, labour exploitation, and deskilling (occupational downward mobility).

<sup>18</sup> Migration Policy Institute (2019). Kenyan Migration to the Gulf Countries: Balancing Economic Interests and Worker Protection. Available at: <https://www.migrationpolicy.org/article/kenyan-migration-gulf-countries-balancing-economic-interests-and-worker-protection>. Accessed: 21 May 2023

<sup>19</sup> Marchand, K., Reinold, J., & Dias e Silva, R. (2017). Study on migration routes in the East and Horn of Africa. *Maastricht Graduate School of Governance (MGSOG)*.

<sup>20</sup> Integral Human Development. Country Profile-Kenya (December 2020)

### 3.1.1

#### Drivers of involuntary mobility in Kenya

Involuntary mobility within and into Kenya is another significant regional migration dynamic – driven mainly by conflict and the effects of climate change. The neighbouring countries, Somalia and Ethiopia have been affected by conflicts over the past three decades resulting in cross-border displacement in search for asylum in the north eastern Kenya. Climate change and severe droughts in the northern regions of Kenya have also resulted in the movement of pastoralists into towns in search for alternative livelihoods as they are unable to rely on pastoralism.

**Table 1. Summary of the drivers of involuntary mobility in Kenya**

Key drivers of involuntary immigration into Kenya	
<b>(Armed) conflict and insecurity</b>	<p>Demographic distributions reflect historical patterns of conflict-driven migration flows in the Horn of Africa, notably in (and from) Somalia and Ethiopia. UNHCR estimated that around 540.000 refugees were present in Kenya by the end of 2021,<sup>21</sup> with refugees from Somalia representing the majority (53%).<sup>22</sup> Following the outbreak of civil war and collapse of the ruling regime in Somalia in 1991, Kenya witnessed a massive influx of refugees from Somalia. The Dadaab refugee complex, comprising the three camps of Dagahaley, Ifo, and Hagadera, were opened in 1992. Designed to host 90.000 refugees,<sup>23</sup> the estimated capacity had already been surpassed by approximately 10.000 persons by 1998.<sup>24</sup> The estimated number of refugee inhabitants in the complex was reportedly 300.000 by the year 2022.<sup>25</sup></p> <p>Al Shabaab, a non-state armed group which regularly employs terroristic methods of violence, have further exacerbated insecurity in Somalia and the Horn of Africa region by fuelling conflict, instability, volatility, insecurity, and ultimately displacement.<sup>26</sup> They exert control over a number of areas in the south-eastern regions of Somalia, notably around the cities of Mogadishu and Kismayo. However, the group's area of operations extends beyond the borders of Somalia, with recorded incursions into Kenya, Somalia, and Tanzania.<sup>27</sup></p>

<sup>21</sup> UNHCR. n.d. Kenya. Available at: <https://www.unhcr.org/kenya.html>. Accessed: 21 May 2023

<sup>22</sup> UNHCR, n.d., Kenya: Figures at a Glance. Available at: <https://www.unhcr.org/ke/figures-at-a-glance>. Accessed: 21 May 2023

<sup>23</sup> From Horror to Hopelessness Kenya's Forgotten Somali Refugee Crisis (2009). Available at: <https://www.hrw.org/report/2009/03/30/horror-hopelessness/kenyas-forgotten-somali-refugee-crisis>. Accessed: 21 May 2023

<sup>24</sup> Pérouse de Montclos & Peter Mwangi Kagwanja, "Refugee Camps or Cities? The Socio-Economic Dynamics of the Dadaab and Kakuma Camps in Northern Kenya", *Journal of Refugee Studies*, 13-2 (2000)

<sup>25</sup> KII 11

<sup>26</sup> KII 2, KII 10

<sup>27</sup> Liam Karr, "Al Shabaab's Area of Operations", *Critical Threats*, 15 September 2022. Available at: <https://www.criticalthreats.org/analysis/al-shabaabs-area-of-operations#:~:text=Al%20Shabaab%20controls%20swaths%20of,Ethiopia%20in%20late%20July%202022>. Accessed: 21 May 2023

<b>Climate change and severe drought</b>	The effects of climate change, and in particular drought, are key drivers of migration in the Horn of Africa, which is pre-dominantly arid and semi-arid. Sustained drought conditions over several rainy season throughout a number of northern and eastern counties (notably Marsabit, Turkana, Isiolo, Garissa, Wajir, Mandera, Tana River and Samburu) have resulted in food insecurity and have increased threats to livelihood throughout the period 2014 to 2017. <sup>28</sup> The Office for Coordination of Humanitarian Affairs (OCHA) underlined the growing drought-driven mobility of families particularly in the ASALs of Kenya, a situation that presented several protection challenges notably in terms of access to healthcare, education, and food. <sup>29</sup> Loss of livestock and agricultural opportunities due to the persistent droughts serves as a catalyst for rural-urban migration, with many pastoralists moving towards camps and cities. <sup>30</sup>
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### 3.1.2

#### *Policy drivers of voluntary and involuntary mobility in the region*

Based on an assessment conducted by IOM in 2018 on the status of migration governance in Kenya, the country has comprehensive policies and strategies for migration governance.<sup>31</sup> There are, however, existing gaps in the policies. The table below provides a non-exhaustive overview of international conventions that have been ratified, as per the year 2018.

**Table 2. Status on ratification of international conventions on mobility in Kenya**

<b>Convention name</b>	<b>Ratification status</b>
International Labour Organization (ILO) Migration for Employment Convention (Revised), 1949 (No. 97)	<b>Yes (1965)</b>
United Nations Convention relating to the Status of Refugees, 1951	<b>Yes (1966)</b>
United Nations Convention relating to the Status of Stateless Persons, 1954	<b>No</b>
United Nations Convention on the Reduction of Statelessness, 1961	<b>No</b>
ILO Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143)	<b>Yes (1979)</b>
United Nations Convention on the Rights of the Child, 1989	<b>Yes (1990)</b>
United Nations International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, 1990	<b>No</b>

<sup>28</sup> FEWS NET, "Kenya Food Security Outlook October 2017 to May 2018" (May 2017). Available at: <https://reliefweb.int/disaster/dr-2014-000131-ken>. Accessed 21 May 2023

<sup>29</sup> OCHA, "Kenya: Humanitarian Dashboard (as of May 2017)", 2017.

<sup>30</sup> Ibid

<sup>31</sup> IOM, Migration Governance Snapshot: Republic of Kenya (May 2018)

At regional and national levels, the East African Common Market Protocol and the Refugee Act 2021 are the highly relevant policies with potentially large implications on the migration dynamics in Kenya and in Garissa in the coming decades. The policies will ease the processes of labour migration into Kenya.

### **The Refugee Act 2021**

The Refugee Act 2021 departs from previous approaches to refugee governance in Kenya. This document introduces clear changes to the legal framework conditioning the relationship between refugees residing in camps and host communities. The act is largely informed by the Comprehensive Refugee Response Framework (CRRF) and the Global Compact on Refugees (GCR). The GCR expands upon the core objectives of the CRRF, which aims to enhance responses to wide scale instances of forced displacement, and in particular to those of a protracted character.<sup>32</sup> The strategic objectives of the CRRF clearly resonate with certain key developments to migration governance introduced by the Refugee Act 2021. In particular plans to i) foster co-existence between refugees and host communities, notably by ii) ensuring that certain institutions, infrastructure and services offered to Kenyan citizens become available to refugees and asylum seekers, and finally iii) to “co-ordinate, where relevant in collaboration with county authorities, all services and activities provided to refugees and asylum seekers by implementing agencies.”<sup>33</sup>

The Refugee Act 2021 does not call for a full transfer of powers from national to county level. The Department of Refugee Services and UNHCR will continue taking the lead on refugee governance issues, and camps are not to be immediately replaced by permanent settlements. However, in line with the pattern of decentralisation observable in many spheres of Kenyan governance, the Act seeks to transfer, albeit gradually, certain responsibilities to county authorities in an area which, until 2021, was the exclusive prerogative of the national government.

### **The East African Common Market Protocol**

The East African Common Market Protocol is an economic agreement between the member states of the East African Community, namely: Kenya, Uganda, Rwanda, Burundi, Tanzania, and South Sudan.<sup>34</sup> This protocol facilitates the process through which citizens of member states can apply to reside and work in the territory of other member state. It is important to note that this protocol does not include Somalia, and its provisions therefore do not extend to Somali citizens.

Labour migration in the EAC context is under the mandate of the national government and represents a relatively minor phenomena as compared to other forms of policy drivers of migration identified in the region.

<sup>32</sup> UNGA, “New York Declaration on Refugee and Migrants”, 2016; UNGA, “Global Compact on Refugees”, 2018.

<sup>33</sup> The Refugee Act 2021.

<sup>34</sup> East African Community. Overview of EAC. Available at: <https://www.eac.int/overview-of-eac>. Accessed: 21 May 2023

## 3.2 Migration patterns and dynamics in Garissa Town

Garissa town is central to a vast spectrum of human mobility. There are three factors leading to the mixed migration nature of the town: (i) it is a major economic hub in the North-Eastern regions of Kenya; (ii) it is well-positioned infrastructurally and socially as a transit hub, and (iii) it is located close to the Dadaab refugee complex.

### 3.2.1 Garissa as an economic and livestock trading hub

Garissa town is the capital and largest urban area in Garissa County. Given that Garissa's economic situation compares positively to the surrounding region, the town attracts a lot of investment and labour migrants, including from surrounding rural areas who are searching for an alternative to pastoralism and agriculture. Furthermore, migration into Garissa town increased through ongoing droughts in the ASALs of Kenya and Somalia, resulting in rising numbers of so-called pastoral fallouts and dropouts: "The majority of migrants into the town are of this type. This town is made up of mainly the children of these ecological refugees. These men and women of today are children of people displaced by drought."<sup>35</sup> Garissa is also home to the largest livestock market in East Africa. A recent study highlights the continuous significance of the livestock market particularly with the re-orientation of Somali livestock trade towards terminal markets in central and coastal Kenya, helped by the recent trade liberalisation in Kenya.<sup>36</sup>

The relevance of Garissa town as a regional economic hub continues to grow with the recent devolution of government. According to the 2010 Constitution, Kenya has embarked on a highly ambitious decentralization process that seeks to transfer responsibility, power, authority, and resources to county governments to enhance the efficiency and effectiveness of policy-making, finance and service delivery. The decentralization of governance is envisioned to accelerate growth and address long-standing inequalities in economic opportunities - particularly in the ASALs. Moreover, the LAPSSET Corridor Program,<sup>37</sup> Eastern Africa's largest and most ambitious infrastructure project bringing together Kenya, Ethiopia, and South Sudan, has a huge potential to open Garissa town to economic opportunities in future.<sup>38</sup>

### 3.2.2 Garissa town as a migration transit hub

Garissa is situated along a transit route for migrants from the rural areas of Garissa County and from Somalia and Ethiopia aiming to move to larger towns such as Nairobi, or to transit further to other countries. In addition to leveraging good road networks, the immigrants from Somalia and Ethiopia make use of existing strong clan-based social links in Garissa.

<sup>35</sup> KII 13

<sup>36</sup> Ng'asike, Philemon Ong'ao, Finn Stepputat, and Jesse Theuri Njoka. "Livestock trade and devolution in the Somali-Kenya transboundary corridor." *Pastoralism* 10 (2020): 1-14.

<sup>37</sup> This large-scale project consists of seven key infrastructure projects that will go through Garissa town starting with a new 32 Berth port at Lamu (Kenya), interregional highway to Juba (South Sudan), Addis Ababa (Ethiopia), and Garsen (Kenya), crude oil and product oil pipelines to Isiolo, Juba and Addis Ababa, interregional standard gauge railway lines to Isiolo, Juba, Nairobi, and Addis Ababa, 3 international Airports at Lamu, Isiolo, and Lake Turkana, 3 resort cities at Lamu, Isiolo and Lake Turkana, and a multipurpose high grand falls dam along the Tana River.

<sup>38</sup> GoK, n.d. "The LAPSSET Corridor Program". Available at: <https://www.lapsset.go.ke/>. Accessed: 21 May 2023

There have been social and economic interactions across the three borders over centuries – even in pre-independent times. The social ties have facilitated the immigrants with accommodation and more significantly information and resources to prepare for their further journey.

“

*As you know, Garissa is not far from Somalia, and is not very far from Ethiopia as well, and it acts as a transit centre, where irregular migrants pass through to get information on where they can go. (...) They are people who are just passing through, they want asylum. But in essence they are people who are on transit, who are looking to migrate towards South Africa, who are moving onwards, that's why I saw, and vice-versa, there are also people who use it to move upwards, towards the horn of Africa, towards Djibouti, Ethiopia, Yemen, and this is why I say it is mixed migration corridor.*<sup>39</sup>

The migrants remain in Garissa town for various durations of time, and some opt to settle for good when their transition plans turn out unsuccessful.

### 3.2.3

#### *The presence of Dadaab Refugee Complex near Garissa Town*

Garissa town is situated 100 km to the South-West of the Dadaab refugee complex. The presence of the camps in close proximity to Garissa town has implications on the mixed migration dynamics particularly in terms of social relations. Refugees can obtain Movement Passes from the UNHCR and the host country's government allowing them to leave the camp, for example, to access specialised medical care or visit close relatives. This provides an opportunity for interactions and socialising between Garissa residents and refugees. One outcome is inter-marriages between the refugees, asylum seekers and the host community.

“

*So, some of these refugees in the refugee camp have overstayed. They were born here, and they are buried here, some married with the Kenyans, once who marry a Kenyan then you become, you can easily come to Garissa, maybe even get an ID card, we call them invisible refugees, it would be very hard for you to know.*<sup>40</sup>

The inter-marriages may, for example, change the migrants' aspirations when they choose not to migrate further and to stay closer to their children and their marriage companions.

### 3.2.4

#### *Diversity of mixed movements in Garissa Town*

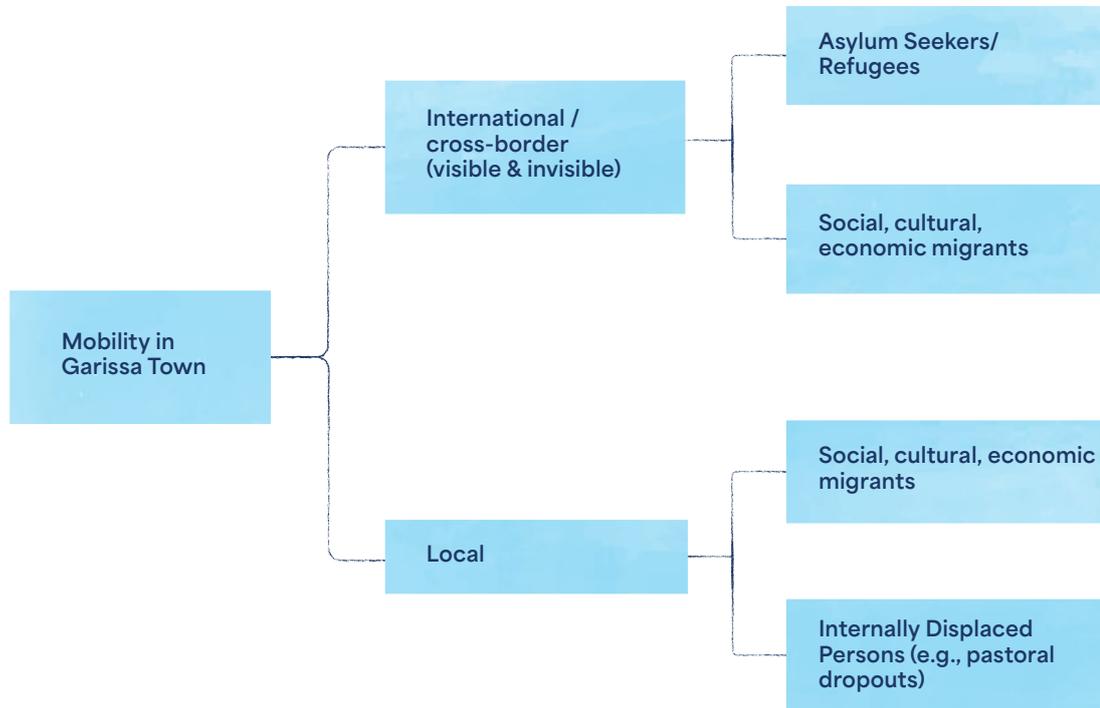
The previous sections have elaborated the factors for migration into Garissa town. Conflicts, climate-related displacements, social networks, economic opportunities, the strategic geographical location, and the presence of refugee camps result in both cross-border and local in and out-migration.

<sup>39</sup> KII 9

<sup>40</sup> KII 13

**Figure 2. Types of mobility and migrants in Garissa Town**

**Factors influencing migration decisions:** conflicts; climate change; social capital; economic opportunities; strategic geographical position; e.t.c.



### Local migrants

Most local migrants moving to Garissa town come from neighbouring counties, to cope with the consequences of climate change as well as in search of socio-economic opportunities. There are Internally Displaced Persons (IDPs) moving into Garissa town due to climate-related events such as droughts and floods. Such movements are therefore of high significance for migration governance deliberations. Many among these migrants experience pastoral dropout.

Pastoral dropout refers to transitioning from a pastoral livelihood to another, typically resulting in a lower income and social status. This shift occurs when individuals are unable to sustain themselves as pastoralists due to the loss of their livestock assets. It may involve physically relocating to a place where they can utilize their existing assets or access new ones for survival. This shift signifies a decline in both economic and social standing.<sup>41 42</sup> Adapting to an urban lifestyle is often challenging for pastoral dropouts as they are not accustomed to the constraints of city life, notably to the perceived loss of freedom when compared to their past existence as pastoralists.

41 Desta, Solomon, Wassie Berhanu, Getachew Gebru, and Dadhi Amosha. "Pastoral drop-out study in selected weredas of Borana Zone, Oromia Regional State." Care International in Ethiopia (2008).

42 KII 13

There are also local immigration into Garissa for social, cultural, and economic reasons, and people move from the surrounding rural and smaller urban areas to Garissa to access bigger markets and work opportunities, as well as amenities such as schools and health facilities.

### **International / cross-border Immigrants**

Garissa town receives cross-border migrants mainly from Somalia, Ethiopia, and Sudan, but also returnees and those with social ties from other parts of the world. Those registered with the respective authorities can be considered visible migrants (registered asylum seekers, refugees, migrants), while those who are not registered, or those who leave the place where they were originally registered, often live in a state of invisibility.

**Visible migrants:** include all categories of international/cross-border migrants living in Garissa town and are formally accounted for through formal registration with the Government of Kenya. The immigrants will hold business and work permits/visas, family (re)unification visas, or other forms of visas permitting them to live in Garissa town.

The East African Common Market agreement has simplified the processes of relocating to Kenya and starting a business. However, the share of economic migrants in Garissa town is relatively small given that neighbouring Ethiopia and Somalia are not yet members of the common market, while migrants from member countries (i.e. Kenya, Uganda, South Sudan, Tanzania, Rwanda, and Burundi), are often attracted to the larger Kenyan cities like Nairobi.

A particularly interesting category are cultural migrants. These are immigrants from Garissa or who transited through Garissa and eventually settled in third cities mainly in Europe or America. They eventually return to Garissa temporarily or permanently. Cultural migrants mostly have family ties in Garissa town. They are often sent to Garissa by their families at a young age to learn about and become familiar with cultural values perceived as lacking / absent in the countries where they live. They form part of the return migrants and/or the diaspora, who influence the development of Garissa town through remittances and investments.<sup>43</sup>

**Invisible migrants:** the Government of Kenya has since 2016 suspended the registration of refugees and asylum seekers arriving in Dadaab and in Garissa County. As a result, the number of unregistered migrants has increased. Those interested in seeking asylum move to the Dadaab refugee complex after arriving in Kenya. There are others, however, who have opted to settle in Garissa town. As there is no possibility for these people to register as asylum seekers or refugees in the town, they can be considered largely invisible migrants.

<sup>43</sup> Odipo, George, Charles Owuor Olungah, and D. O. Omia. "Emigration and remittances utilization in Kenya." *Journal of Research on Humanities and Social Sciences* 5, no. 14 (2015): 163-172.

The growing numbers of invisible migrants, not figuring in any official statistics, has long-term effects for the quality of urban planning. One particular challenge mentioned in the interviews is the self-allocation of communal lands adjacent to Garissa town by arriving migrants - resulting in a non-regulated expansion of the town.

“

*People here still have the mentality of self-allocation. People allocate land for themselves because we have huge tracts of communal land. So, what happens: someone decides to wake up one morning and just go the farthest part, fence it and that's it. So that is self-allocation (...). The way it goes, developers are always ahead of planners. That is where urban planners will be caught off-guard. Because when self-allocating, nobody will allocate for public facilities.<sup>44</sup>*

### 3.2.5

#### *The influence of mixed movements on Garissa Town*

Security and environmental degradation were mentioned in the interviews of this study and in the literature as key implications of mixed migration in Garissa and the region.

#### **Securitisation**

Garissa County has experienced multiple security challenges, particularly posed by Al-Shabaab, and security crackdowns by federal defence forces and the police since 2010.<sup>45</sup> A recent Samuel Hall study<sup>46</sup> found that the youth in Garissa town (particularly those with Somali descent) are often treated as suspects and are frequently harassed and intimidated by security forces aiming for bribes. Other challenges identified by these youths are the barriers for Somali Kenyans in accessing national identity cards and passports, in addition to reportedly frequent cases of forced disappearances and extrajudicial killings by security forces. Further, the interviewed youths highlighted a feeling of being trapped in Garissa, as the federal defence forces make it very difficult for them to leave the town. However, inhabitants with the financial resources to travel by plane and those pertaining to the socio-economic middle and upper class are less restricted in their travel and daily movements.<sup>47</sup>

Some of the local respondents perceived the porous borders as a risk to the youth, as they allow for terrorist groups to reach and recruit youth in Garissa town. In return, the risks tied to terrorism reduces the potential Garissa could have in terms of external investment.<sup>48</sup>

<sup>44</sup> KII 8

<sup>45</sup> Wakube, Christopher, Thomas Nyagah, James Mwangi, and Larry Attree. "Inside Kenya's war on terror: breaking the cycle of violence in Garissa." (2017).

<sup>46</sup> KNOMAD/Samuel Hall. Migrant Youth Integration in Developing Countries. Draft Report (2023)

<sup>47</sup> KII 1

<sup>48</sup> KII 8

### Stress on basic service infrastructure

The mixed migration situation in Garissa town is characterised by unregulated movements with direct implications on city planning and service provision. As the exact number of city residents is unknown, the county government cannot plan effectively for adequate services. Given that refugees are officially expected to live in Dadaab refugee complex and receive services from the national government and international organizations, urban refugees cannot be accounted for in the planning for local service provisions. However, stress on basic service infrastructure is not only linked to cross-border migrants but also rises with increasing numbers of IDPs moving into Garissa from rural areas within the county and from other neighbouring counties including Tana River and Isiolo.

### Environmental degradation

Environmental degradation was reported in the interviews as another reason for mixed-migration movements. The unplanned influx of migrants and their livestock in and around Garissa town has resulted in over-utilisation of water resources and over-grazing.

“

*It has affected us. If you go to Dagahaley today, for instance, I tell you there are 5000 families (...) every homestead has got one donkey and two cows. So, multiply that by 5000. Those areas where we used to graze and keep our animals for one year, now it is finished in three months. Another effect is environmental degradation. All the refugees could not be sheltered in the camps. So, they have cut trees and made their own compounds, households, shelters. The cutting of trees is happening until today - for construction and fuel.<sup>49</sup>*

# 4

## *Partnership approaches in Garissa Town*

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Largely as a result of the nearby presence of refugee camps, as well as the longstanding absence of government action on migration and displacement in the region, various international organizations have been active in Garissa County and the town over several decades. These include UNHCR, IOM, the World Food Programme, UN Habitat, Danish Refugee Council, Save the Children, CARE, and USAID. Local NGOs and CSOs like Haki Na Sheria and RRDO have been present in Garissa town for many years. Many of these organizations address questions of human mobility among other humanitarian and development issues and work with national and local governments to varying degrees. In addition, they engage with local community committees, elders, and opinion leaders. The KIIs showed that community leaders are very knowledgeable not only on issues relating to the experiences of migrants, but also how governance works and what improvements could be made.

Each of the 47 counties of Kenya is expected to develop a County Integrated Development Plan (CIDP) every 5 years. In a nutshell, this document serves as a blueprint for development efforts to be undertaken at county level. While these development efforts are to be led and coordinated by county departments and authorities, one of the premises of the CIDP is that county governments cannot achieve these objectives alone and prescribes sustained collaboration with a spectrum of stakeholders present in the county, to reach the development objectives set by the county government.

For Garissa County, development objectives and challenges connected to human mobility are a recurrent theme in the expiring CIDP (2018 to 2022). For example, mention is made of the strain on urban areas resulting from drought-driven displacement. Also underlined is the need to establish partnerships with a spectrum of stakeholders - notably (I)NGOs, and UN agencies - present in and around the Dadaab refugee complex. Accordingly, while few partnerships envisioned by the expiring CIDP were built exclusively around migration governance, several partnership initiatives focus on themes clearly shaped by the consequences of human mobility, e.g. collaboration on questions of land management, housing, education or healthcare.<sup>50</sup>

An explicit focus on migration governance is expected to take shape in the upcoming CIDP, which will remain valid from 2023 to 2027. Two main factors explain this change in scope and focus. First is the increasing severity of drought conditions in Somalia and North-eastern Kenya. This set of conditions has led to an increased rate of displacement towards cities and camps,<sup>51</sup> forcing county authorities to devote more attention, and divert more resources to dealing with the consequences of climate change-induced mobility. Second is the changing landscape of refugee governance in Kenya, calling for greater involvement of county authorities in dealing with refugee populations.

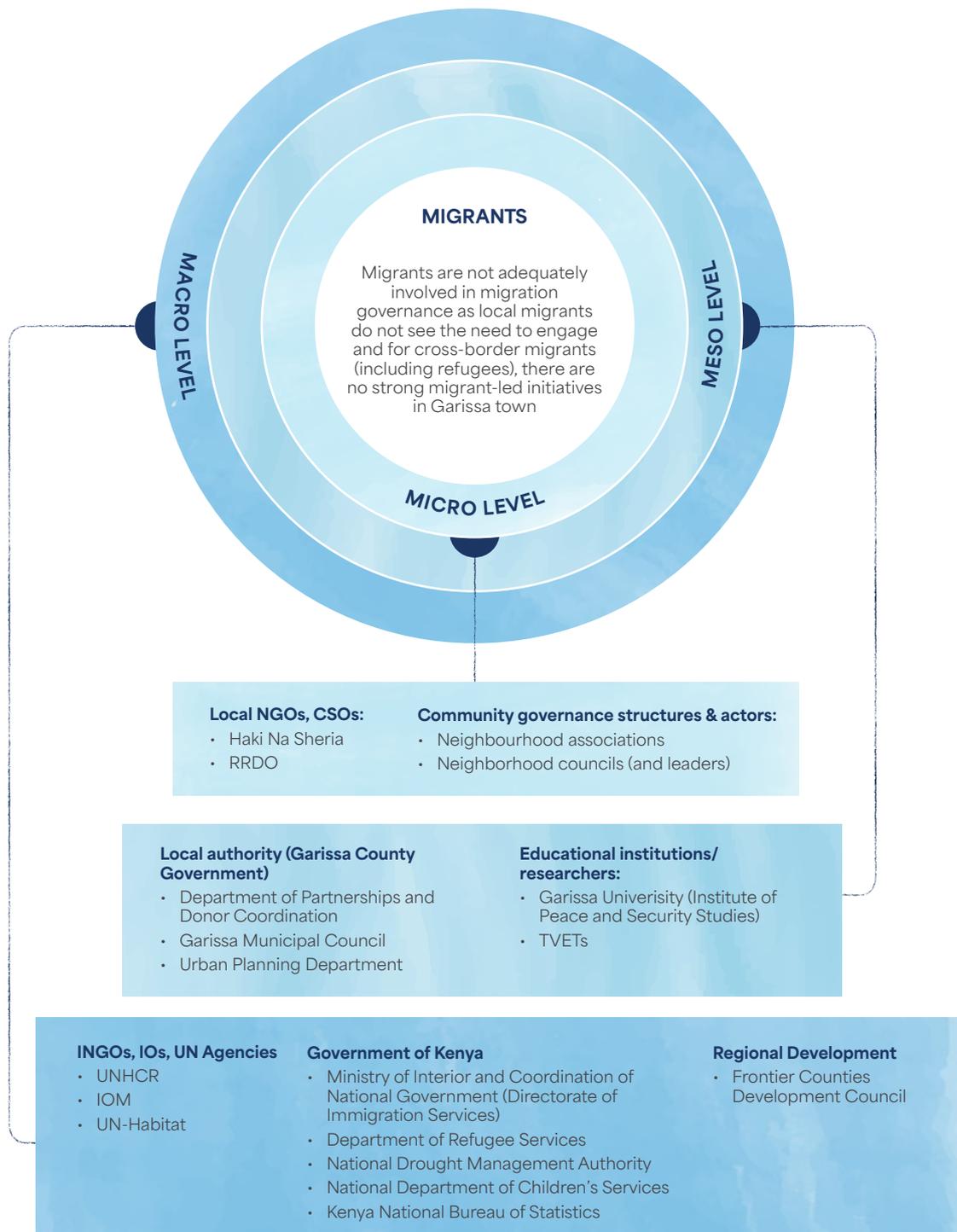
The following section presents results from the stakeholder mapping. The mapping goes beyond directly migration-related interventions, as organizations deal with a variety of humanitarian and development needs relevant to migrants and refugees such as food security, WASH, Gender Based Violence, agricultural extension services, cash transfer facilitation, food security, emergency food aid distribution, environmental sustainability, land management, and energy. The mapping showed that the various stakeholders cooperate to various extents. Cooperation on issues of human mobility is forecasted to grow in the light of the 2021 Refugee Act and under the upcoming County Integrated Development Plan (CIDP) 2023-2027.

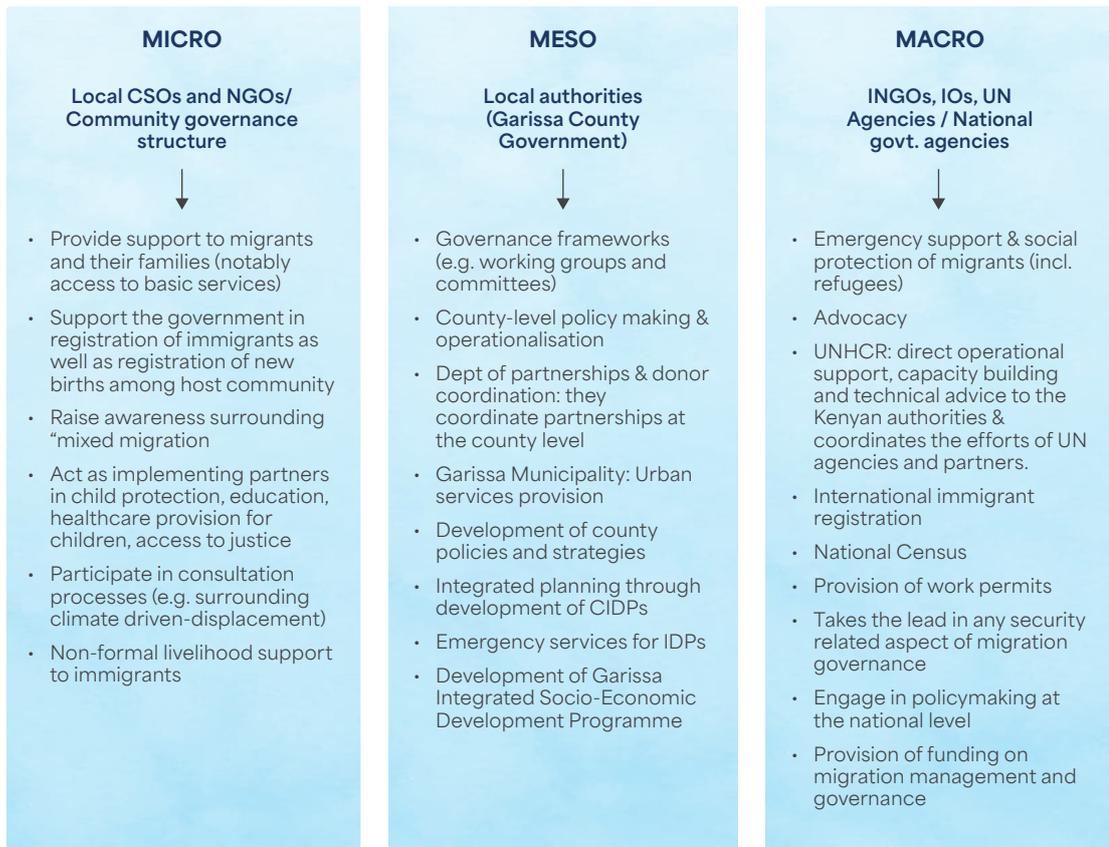
The first subsection shall offer a brief mapping of all relevant stakeholders highlighting their interlinkages. The second section will delve into the strengths, limitations and main achievements of collaboration, challenges to partnerships in migration governance, as well as potential future directions therein.

## 4.1 Stakeholder mapping

Existing stakeholders relevant to the topic of urban migration governance are specified into 5 categories: national government, local government, NGOs/UN/CSOs, academic institutions, and the community structures. The mapping visualises the complex and diverse nature of multi-stakeholder engagements in migration governance in Garissa town.

**Figure 3. Specification of migration stakeholders in Garissa under three categories - micro, meso, and macro**



**Figure 4. Stakeholder / actor roles and mandates**

### 4.1.1

#### **National government actors**

**The Department of Refugee Services** is the national government agency in charge of coordinating refugee management and governance in Kenya. It works closely alongside UNHCR in providing and facilitating a number of services for refugees and asylum seekers and is therefore involved in managing the Dadaab refugee complex in Garissa County.<sup>52</sup> Key services offered by the DRS include registration, issuing identification documents and movement passes, relocation and repatriation, service provision, and protection.<sup>53</sup> The Refugee Act 2021 led to various structural changes in this department, which were accompanied by a change in name, whereby the Refugee Affairs Secretariat was renamed Department of Refugee Services.<sup>54</sup>

<sup>52</sup> UNHCR, "Operational Updates, Sub-office Dadaab, Kenya", March 2022.

<sup>53</sup> Department of Refugee Services, "our services". Available at: [https://refugee.go.ke/?page\\_id=620](https://refugee.go.ke/?page_id=620). Accessed: 21 May 2023

<sup>54</sup> Department of Refugee Services, "Background/a brief history" Available at: [https://refugee.go.ke/?page\\_id=130](https://refugee.go.ke/?page_id=130). Accessed: 21 May 2023

The 'rebranding' is understood as an attempt at the national level to improve the image of the organization particularly highlighting their extended engagement with refugees to include service provision.<sup>55</sup> It is suggested by an interview respondent that, despite such efforts, the national government is still reluctant to take up more proactive roles in refugee governance - leaving a majority of the tasks to UNHCR and IOM.

**The National Drought Management Authority (NDMA)** was established in 2016 to coordinate responses to the consequences of drought throughout Kenya. The NDMA also leads risk management programs relating to the consequences of drought, via cooperation with various stakeholders at various levels and scales.<sup>56</sup> NDMA work closely with the county governments on emergency support and in coordinating the distribution of humanitarian assistance related to droughts. The NDMA's acknowledge the impacts of drought on migration. However, migration is not used as an early-warning indicator.

Several other national organizations such as the Kenya Red Cross and national department of children services (state department of social protection) are present in Garissa providing social services for migrants and the host communities, and pro-actively working in partnerships with other relevant organizations.

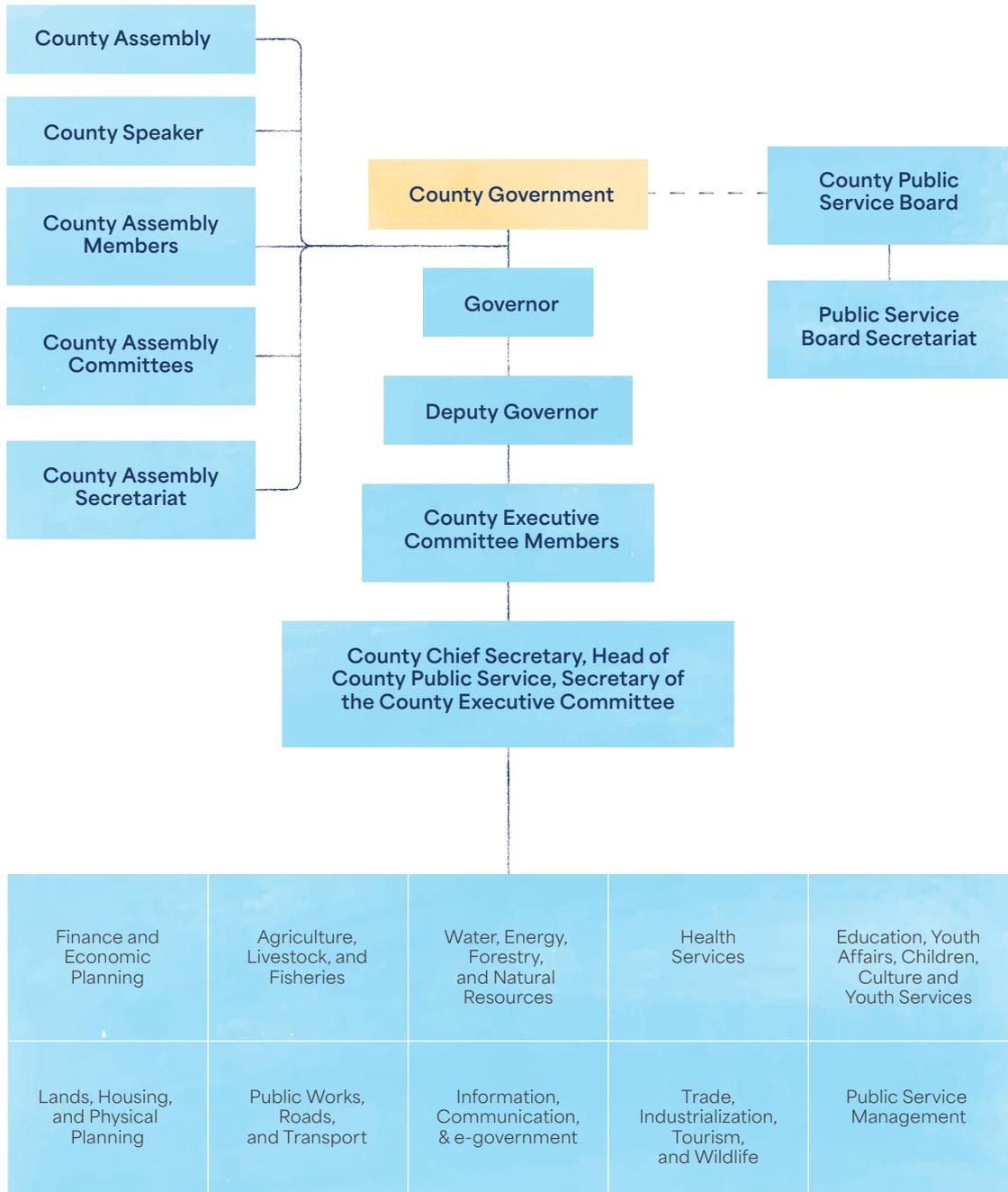
<sup>55</sup> KII 19

<sup>56</sup> NDMA official website home page. Available at: <https://www.ndma.go.ke/>. Accessed: 21 May 2023

### 4.1.2 County government actors

The figure below is a basic organigram showing the positioning of the county public service board (i.e., Garissa Municipal Board) and the various departments within the county structure.

Figure 5. Basic organigram of a county government in Kenya<sup>57 58</sup>



57 County Governance Toolkit. Available at: <https://countytoolkit.devolution.go.ke/actor-category/county-government>. Accessed: 21 May 2023

58 Organisational and administrative structure of county governments in Kenya (2018). Available at: <https://www.tuko.co.ke/277251-organisational-administrative-structure-county-government-kenya.html>. Accessed: 21 May 2023

Cooperation actions are generally undertaken among stakeholders working within the same sectors. **County departments**, which are largely sector-specific should be seen, therefore, as key stakeholders in their own rights.<sup>59</sup> Sector-specific steering groups led by non-state actors engage often with the county government of Garissa through these departments. In the following, we dive deeper into particularly relevant department units.

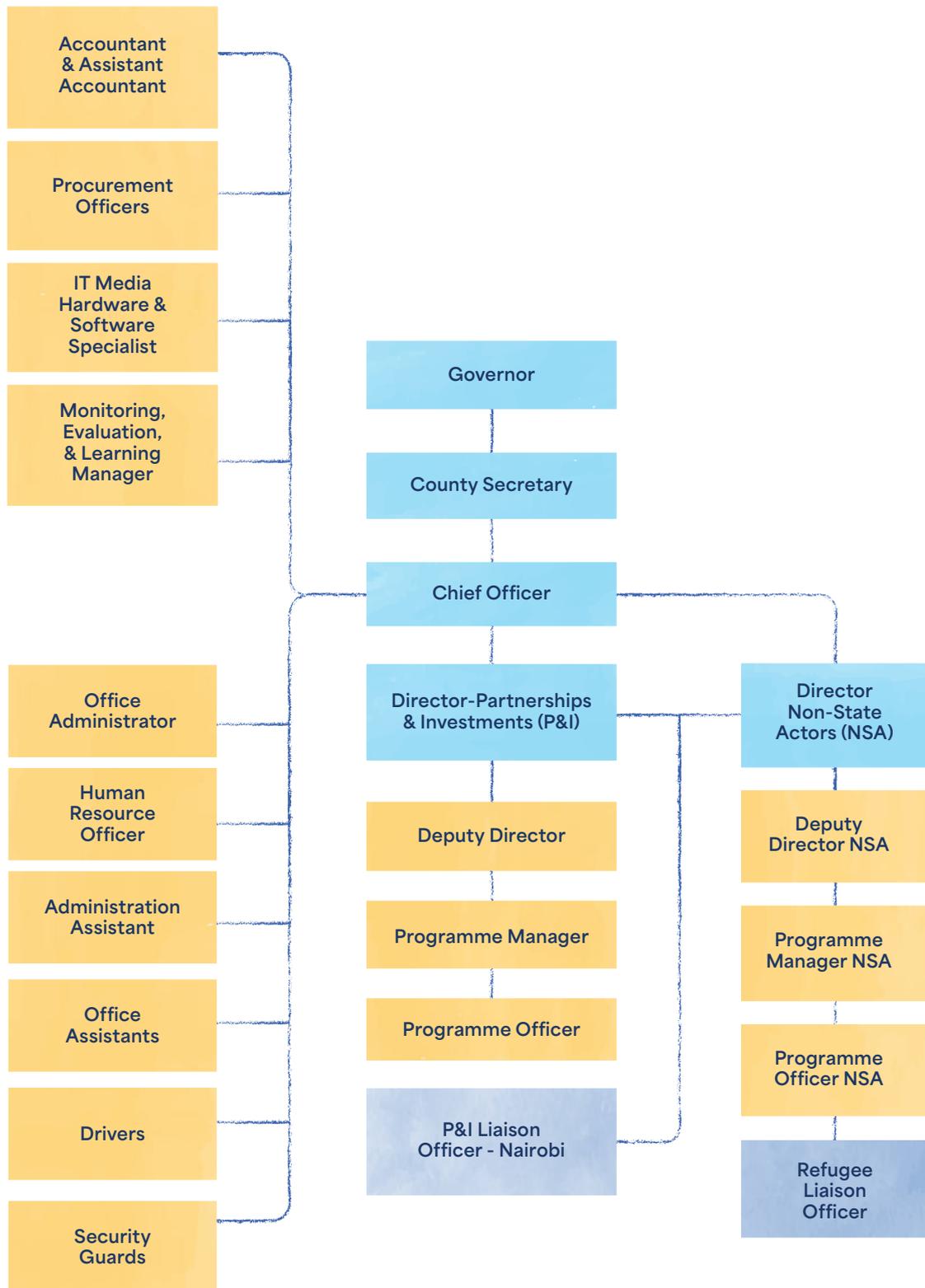
**The unit on inter-governmental relations and public participation** within the County Affairs, Public Service and Intergovernmental Relations department presents a relevant platform for engagements between the national and county government. Additionally, the unit ensures that public participation is institutionalized – and that participation is a requirement for every intervention implemented by the state and non-state actors. The department aims at achieving stakeholder engagement across the county including members of the public, civil society groups, faith-based organizations, academia, the private sector, professional bodies, international experts as well as national and county government officers. However, the level of operationalisation of the unit’s activities is unclear and there are questions regarding possible overlaps with the functions of the partnerships and donor coordination unit – also present within the county of Garissa. Nonetheless, the unit can be an important driving force for cooperation on urban migration governance in Garissa town. It especially provides leeway for public participation of local community groups.

**The Department of Partnerships and Donor Coordination** was operationalised in 2021 with the aim to promote, coordinate, and facilitate effective partnership between the county government, donors, private and public investors, and coordinate activities of non-state actors in Garissa County. The resource mobilisation activities of the department are guided by the County Integrated Development Plan to ensure externally mobilised resources respond to the gaps and needs that are specified in the Plan. Among the department’s several functions, it provides the liaison between UNHCR and the refugee and host communities on behalf of the county government.

The department of partnerships and donor coordination is an important driving force for cooperation on urban migration governance in Garissa town, drawing on its refugee liaison office, a further liaison office to coordinate with Nairobi-based organizations and the national government as well as a monitoring, evaluation, and learning officer. While establishing these structures and positions has been an important step, the department suffers from lack of financial resources to achieve its objectives.

<sup>59</sup> Garissa County has the following departments: (i) Agriculture, Livelihoods, and Pastoral Economy, (ii) Finance and Economic Planning, (iii) Water, Environment and Natural Resources, (iv) County Affairs, Public Service and Intergovernmental Relations, (v) Education, Information & ICT, (vi) Culture, Gender, Youth & Sports, (vii) Health, (viii) Trade, Investment & Enterprise Development, (ix) Roads, Transport, & Public Works, and (x) Lands, Physical Planning & Urban Development.

Figure 6. Organigram of the Department of Partnerships and Donor Coordination<sup>60</sup>



Finally, **the Garissa Municipal Board**, though not involved in migrant related interventions, is an important stakeholder. The municipal board is a semi-autonomous unit within the Lands, Physical Planning & Urban Development department.

The board is in charge of coordinating and administering the provision of the following services to the inhabitants of Garissa town: 1) road and infrastructure (e.g., stormwater drainage) planning, construction and maintenance in coordination with the county department for roads; 2) sanitation, fire and rescue services; and 3) land allocations in coordination with the department of lands and physical planning.

### 4.1.3 *(I)NGOs, CSOs, and the United Nations*

The north-eastern part of Kenya (including Garissa) has the largest concentration of active non-state actors working on development and humanitarian interventions, owing to historical marginalisation of the region by the state over several decades. The Garissa County 2018-2022 CIDP reported that there were over 70 active NGOs active across a variety of sectors in the county.

**UNHCR and IOM** have worked to provide the national government with direct operational support, capacity building, and technical advice to the Kenyan authorities on refugee-related issues. UNHCR has taken the lead in coordinating efforts of UN agencies and partners in the management of refugee conditions in Kenya - including in Dadaab refugee complex and the surrounding areas. An important achievement of the coordinating role of UNHCR is the establishment of several working groups that provide sector-specific oversight (as well as cross-sectoral engagement) of the activities by various stakeholders in Garissa County.

Other organizations in this category include UN Habitat, World Food Programme, UNICEF, the European Commission, Danish Refugee Council, Refugee Consortium of Kenya, Save the Children, CARE, RRDO, and Haki Na Sheria, Muslims for Human Rights (MUHURI), Pastoralist Girls Initiative (PGI), and Womankind Kenya.

### 4.1.4 *Actors in the academic sector*

The Institute for Peace and Security Studies (IPSS), Garissa University, and the Technical and Vocational Education and Training centres (TVETs) in Garissa are significant stakeholders of urban migration governance. For example, the Institute for Peace and Security Studies, founded in 2019, offers Master's and PhD programmes in refugee and migration studies. In the words of someone close to the institute, having such a programme "puts us in the right place for the future."<sup>61</sup> In addition to courses focusing on drivers, consequences, management and governance of migration and displacement issues, the institute is involved in outreach and training efforts with community members in and around Garissa town/county. These efforts involve various partnerships - such as participation in the County Steering Group (CSG) and the Frontier Counties Development Council (FCDC). TVETs provide various training opportunities which, in turn, increase the likelihood of sustainable employment and livelihoods in Garissa town.

### 4.1.5

#### Community elders and opinion leaders

Community elders and opinion leaders represent local communities in development-related dialogues. They are also involved in awareness raising and dialogue-based conflict resolution in the context of tensions of resource management caused by drought. They are key actors in migration governance due to their close ties to community members, and their status as human repositories of knowledge. Moreover, certain community elders interviewed also held official positions - for instance as village chief<sup>62</sup> or chairman of marketing associations.<sup>63</sup>

**Figure 7. Summary on stakeholder participation in urban migration governance**

#### National Government

- Focus on security: Engages in multi-stakeholder security committee chaired by County Government
- Interest in decentralization/ delegation to counties, i.e., through the drafting of Refugee Act 2021 and complementary legislations which are under development
- Disregard their responsibility for refugee affairs owing to a lack of resources and politicization ("security threat")
- Basic service provision delegated to counties, but without resources covering refugees/ asylum seekers

#### Garissa County Government

- Young and with the potential to institutionalize (urban) migration governance partnerships, i.e, through localization of national policies
- Established a partnerships and coordination department to provide oversight in multi-stakeholder engagements
- Bureaucracy and lack of resources limit learning engagement with county government officials.

#### NGOs & CSOs

- Existed in the region over several decades - key leaning partners for local govt.
- Coordinate several sector-specific multi-stakeholder engagements.
- Over-dependence of communities, local and national governments on their support
- Risk of working in silos and failure of achieving sustainability of interventions

#### Academic Institutions

- Existing structures for migration research, activism, advocacy, and capacity building (lack research resources)
- Good relations with county and national governments; politically neutral stakeholders

<sup>62</sup> KII 14

<sup>63</sup> KII 12

### Local Communities

- Provide social support to migrants
- Relatively peaceful co-existence between migrants and host communities
- Fear of the radicalization of their youth and of terrorist attacks
- At the risk of radicalization
- Understanding of ongoing trends (conflict and climate migrations)

## 4.2 *Cooperative action in Garissa Town*

In this section, we will focus on three specific cooperation actions involving local authorities and other stakeholders. We will discuss the accomplishments of these collaborations, examine the strengths and weaknesses of the parties involved, and identify opportunities for fostering inclusive and sustainable urban migration governance in Garissa town.

### 4.2.1 *The County Steering Group*

The County Steering Group, co-chaired by the county governor and county commissioner, serves as a platform for collaboration among various local and national government institutions, NGOs, and donors to address development issues in the county. This group convenes monthly meetings where participating organizations are expected to provide progress reports on their respective activities. In addition to these meetings, there is a WhatsApp group that facilitates quick information sharing among the members of the steering group. One prominent topic of discussion within the group is the connection between cross-border mobility and security. The distribution of cash transfers and animal feed as part of drought management measures is also discussed in relation to local mobility and the resulting internally displaced persons (IDPs). Aside from coordination efforts, the steering group functions as a “think tank,” where ideas are presented, and collaborative solutions spanning multiple sectors are devised.

### 4.2.2 *Garissa Integrated Socio-Economic Development Plan (GISED P)*

The GISED P is a development plan, which culminated from a series of informal and formal discussions among national and county government, development partners, sector experts, and local NGOs. The plan is structured in 8 thematic components aligned to the CIDP II and is premised on the CRRF - will focus on reducing legal, regulatory, and administrative obstacles to business development and refugee economic inclusion, as well as enhancing sustainable management of environment and natural resources to boost agriculture. The organizations and institutions that support the plan and those consulted in the development of the Plan include the national government, development partners and foreign missions including EU and USA, UN agencies, the president’s office, MCAs, CECMs, the World Bank, Norwegian Refugee Council, Danish Refugee Council, Save The Children, Lutheran Foundation, Terres

de Hommes, International Rescue Commission, Finn Aid, among others.<sup>64</sup> The plan, which after over two years of planning, was still being discussed and finalised in February of 2023,<sup>65</sup> has yet to be presented in its final form. It is being finalised in congruent with the forthcoming CIDP III (2023 - 2027). The success of GISED, alongside the intentions of the CRRF, is unfolding and yet to be fully documented and analysed.

### 4.2.3

#### *Technical Working Groups*

Technical working groups in Garissa County are largely spearheaded by local and/or international NGOs with the participation of representatives from relevant departments within the county. These ad-hoc (time-bound and not institutionalized) and activity-oriented groups focus on thematic priority areas such as the Gender Technical Working Group (GTWG), which brings together relevant NGOs, the County Department for Gender, and the State Department of Social Services - Children's Affairs, among others. The GTWG was established in July 2018 and acts as a county coordinating body to strengthen and enhance the efforts of stakeholders in addressing gender issues with a specific focus in eliminating gender-based violence in all its forms in Garissa County.

### 4.2.4

#### *Frontier Counties Development Council (FCDC)*

The Frontier Counties Development Council (FCDC) is a regional economic block composed of the County Governments of Lamu, Tana River, Garissa, Wajir, Mandera, Marsabit, Isiolo, Turkana, Samburu and West Pokot in the aftermath of the devolution of governance in 2010. Registered formally in March 2016, the Council promotes cooperation, coordination and information sharing between Counties in the view of strengthening devolution, enhancing socioeconomic development, and promoting peaceful coexistence among its members. FCDC is mandated to facilitate the review and the integration of relevant policies that directly affect the frontier counties. FCDC ensures there is effective collaboration among concerned agencies and authorities beyond frontier counties' boundaries and jurisdictions. The Council has a Secretariat and offices based in Nairobi, with technical and management staff, drawn largely from the FCDC region.

<sup>64</sup> Citizen Digital. Garissa Governor Korane Enters Ksh.500M With EU For Refugee Communities (1 October 2019). Available at: <https://www.citizen.digital/news/eu-to-spend-over-ksh-500m-on-refugees-communities-in-garissa-284565>. Accessed: 21 May 2023

<sup>65</sup> KII 10 - several meetings took place during the week of February 13th, 2023, during which time Garissa County officials discussed the GISED in the context of the new and upcoming CIDP.

#### 4.2.5

### Challenges of cooperation and cooperation failures

The main challenges and obstacles to cooperation on urban migration governance can be grouped into the following four broad categories: 1) sustainability of partnerships, 2) resource allocation and funding, 3) planning, notably regarding registration and alignment of processes, and 4) lack of involvement of certain types of actors on urban migration governance.

#### Sustainability of partnerships

Partnerships on urban migration governance in Garissa town and Garissa County rarely, if ever, occur without some level of participation from county authorities. One consequence is the resulting political character of the partnerships, which leads to long-term challenges to the partnerships.

Collaboration with county authorities is characterised by the absence of institutionalized mechanisms aimed at facilitating such joint efforts. As such, the implementation of a county policy surrounding cooperation is ultimately operationalised at the level of individual decision-making. A key informant also underlined those partnerships in Garissa town is based on the goodwill and continued support of individuals within the county government structure.<sup>66</sup> Stated differently, the individual county representative's contribution to a specific cooperative effort is not contingent upon their position as a county official, but rather upon their abilities and interest as an individual. While these abilities are without doubt valuable, the process surrounding their input (e.g., facilitation surrounding collaboration) is in large part the product of individual good will coupled with third party resources.

Secondly, partnerships are periodically interrupted when non-state stakeholders cautiously cease activities during the political campaigns and election periods every five years. The cessation could last six months before the election date followed by another approximately six months or longer for rebuilding partnerships with the new government officials.

“

*When the elections happen, many partners will cease working and the collaboration takes off at least once everything is stable – both for the national government and the county governments. So, for now (February 2023), I think this is a period when we have already settled after the August 2022 elections.*<sup>67</sup>

A concrete example given during the interviews was of a project implemented with the county government to support businesses and enterprises.

“

*What was discussed under the previous administration is that they would open a permanent one [business support clinic] in Dadaab. That has fallen through the cracks. The administration has changed, there is no continuity.*<sup>68</sup>

An interview respondent proposed the development of policies and handing over mechanisms to alleviate this sustainability challenge.

<sup>66</sup> KII 15

<sup>67</sup> KII 8

<sup>68</sup> KII 15

“

*I think what we need to put in place are very robust handing over mechanisms as a policy. The government doesn't only hand over government activities, the government should also hand over partners. (...) I think it's good if we have a policy that can guide a very comprehensive handing over. (...) How do we ensure that democratic space does not impact on service delivery and partnerships?<sup>69</sup>*

### Resource allocation and funds management

Garissa County government lacks adequate resources, thus compelling the county to engage minimally in migration related issues on the premise that this is actually the role of the national government. This challenge influences the decision-making powers of county government officials and departments thereby undermining the sustainability of collaboration with the county. It is not particularly surprising that non-state actors must often cover costs stemming from collaboration with county government officials.<sup>70 71</sup>

While there is a broad consensus among iNGOs that sustainability can be achieved through provision of technical and financial resources to local and national governments, other major international donor/funding partners such as UNICEF or the European Commission/EU Trust fund, are often reluctant to provide funds directly to county governments owing to lack of institutional structures for accountability.<sup>72</sup> Funding of governmental services in the realm of migration governance therefore tends to pass through CBOs, such as Haki Na Sheria, RCK, Womankind Kenya or the RRDO. In other words, funds from international actors and organizations sustain the activities of local NGOs and CBOs which, in turn, aim to assist in the provision of government services to local communities, services for which the county government lacks sufficient funding. One of the main drivers of international funding in this regard is therefore precisely the lack of funds at the county level.

Civil Registration and Vital Statistics (CRVS) services constitute a good example of this. A local NGO, Haki Na Sheria, is leading a mobile birth registration in the sub-counties within Garissa - including in the camps where children born to a refugee and a Kenyan parent are also registered. The material and funding support are received from UNICEF and to a lesser extent UNHCR. The activities are carried out in collaboration with the county government's civil registration department. The department is unable to support its staff with the required resources to engage in the registration exercise (which is their primary mandate). Haki Na Sheria, therefore, funds the department's field activities.

“

*We have to fund the government officials to facilitate their services. The chiefs and District Officers have to be present in the registration office when undertaking late birth registrations. (...) When you talk to the registration team and you tell them there's this need coming from this village, they'll tell you, 'we can't go' because they don't have resources or, you know, simple things, like even a car to take them there. We feel if we wait for the government that will never happen. And that is what is harming this part of the country.<sup>73</sup>*

69 KII 1  
70 KII 8  
71 KII 15  
72 KII 17  
73 KII 6

As underlined in this quote, resource scarcity at county level motivates non-state actors to engage in provision of these vital services, which cannot be legally rendered without government participation. This leads to the materialisation of a vicious cycle of insufficiency and intervention, whereby the county government is essentially reduced to the status of an implementing partner, entirely reliant upon the assistance of non-state actors funded by international stakeholders.

Resource scarcity comes across simultaneously as a challenge and as a driver of partnerships on urban migration governance. Or rather, a pre-existing challenge has created the conditions necessary for a partnership to form. If resources were present, presumably CBOs would not be involved in the form described above. And if they were not involved, county authorities might be more motivated than they are at present to remedy the funding insufficiencies fuelling cooperation with CBOs.

### Lack of data and information on current population

To lay out strategies for cooperation on urban migration governance, it is first necessary to come up with an accurate assessment of the number of potential beneficiaries of this cooperation. Making such an assessment, however, is almost impossible when services such as registration are not consistently accessible. A key informant cited that:

“

*Documentation, I think that's the major thing that links almost everything. Access to everything in terms of movement, in terms of business or that is based on documentation. (...) That is something that we are interested in.*<sup>74</sup>

Indeed, it is very difficult to plan around a population in constant flux. Garissa town is home to a high number of 'invisible' refugees, combined with a likely even higher number of pastoral dropouts and other climate (driven) migrants, a higher birth rate than the national average, rapid informal urbanisation, all of this in the absence of accurate statistical information to support decision making surrounding urban migration governance. It is therefore not surprising that resource allocation (as discussed in the previous section) does not meet the needs of the current population and that planning responding to the needs of the growing population is far from adequate.<sup>75 76 77</sup> An urban planner from the county government framed the situation as follows:

“

*Garissa town is busting on its seams. (...) Because the population is growing, the town is growing and it's growing faster than the government can catch up, as in we're playing catch up with the population who are moving and settling before even the government gets there to do the planning. And it's one of the challenges that we have and actually it is affecting some of the infrastructure in Garissa as ten years ago there was no traffic, but these days we have traffic on our main road, issues of water supply, we are having problems with water supply because the population has grown beyond the planning which was done before.*<sup>78</sup>

<sup>74</sup> KII 6

<sup>75</sup> KII 3, KII 10, KII 13

<sup>76</sup> KII 11

<sup>77</sup> KII 3

<sup>78</sup> KII 3

Stakeholders need to put more efforts towards generation of adequate data and information on the migration dynamics in the region. In fact, this can be an agenda for collaboration where the different stakeholders provide diverse skills, resources, and capabilities towards generation and storage, and equitable sharing of the data and information on migration dynamics and needs.

### Lack of alignment and coordination

The planning schedules of some non-state actors lack alignment with that of the county government. The government planning cycle starts in the month of June and July to align with the national budget year. This is not the case especially for international organizations whose budget cycles commence at the end of the year or in the beginning of a new year.

“

*So, when you (County Government) are planning, they (iNGOs) are implementing. So, it is always different, it is not aligned. That is why we really like WFP because they have synced their planning with government. So any-time they're planning, we are also planning when they are implementing, we are also implementing.*<sup>79</sup>

Another example of misalignment in cooperation action relates to responding to emergencies where in many instances, the non-state actors have bureaucratic processes that limit their ability to respond within the relevant timeframe.

“

*The challenge is government policies; government is very firm in terms of how it wants things to be done. It is not the same in terms of partners, they sometimes have timeframes, donor requirements they have to meet. For example, if a response is happening, as government we need to respond immediately, but our partners have to seek for approvals. It will take like three months for them to come and say this our contribution but for us if it is imminent, for example, floods, drought, we respond immediately.*<sup>80</sup>

### Absence of certain stakeholders

The reality is that the ‘invisible’ migrants are excluded from planning, services, and, ultimately, from any form of multi-stakeholder engagements. The absence of various voices and viewpoints underscores the inherent partiality of migration governance (planning) processes. This is perhaps the challenge with the widest set of implications for (potential) beneficiaries of migration governance, policy making and implementation. This impression was communicated by a county official, who concisely underlined the importance of fostering inclusive programming and planning processes: “...at the end of the day, if you plan without the support of who you are planning for, planning is miserable”<sup>81</sup>

Ensuring participation and inclusion of the perspectives of refugees, migrants, and displaced persons on urban migration governance in the context of Garissa town is all but a simple task. Overcoming this challenge, therefore, is clearly a long-term objective requiring sustained cooperation, coordination, and fundamental shifts in the migration governance

79 KII 1

80 KII 1

81 KII 3

landscape currently in place in Garissa town. As argued above, the past three years (2019 - 2023) have witnessed various changes to the legal frameworks, along with the distribution of responsibilities and avenues for cooperation in the realm of (urban) migration governance. These are particularly evident in such documents/programmes as the Refugee Act, 2021, the new CIDP, and in particular the GISED. Accordingly, while plenty of challenges and obstacles to cooperative and inclusive approaches to migration governance still exist, recent developments nonetheless offer a promising outlook for the future.

# 5

## *Conclusion and recommendations*

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### **5.1** *Conclusions*

#### **5.1.1** *Mixed migration as a spectrum*

In terms of partnerships for urban migration governance, it is crucial to think of migration in Garissa town as a spectrum. As indicated by various stakeholders and actors, questions and mechanisms are involved in dealing with visible and invisible refugees, IDPs/pastoral drop-outs, economic migrants, and internal or external migration. This should be a key consideration factoring into any analytical and policy approach on issues of migration and displacement in urban settings.

#### **5.1.2** *There is relatively little migration-related tension and conflict in Garissa town*

As a result of strong social ties, there is arguably less tensions and conflicts associated with immigrants in Garissa town. Most migrants (both cross-border and IDPs) carry similar social and cultural beliefs and practices. This has largely resulted in harmonious interaction and easy integration. At the same time, there is evidence in Garissa of significant numbers of economic immigrants from other parts of Kenya who do not necessarily share similar socio-cultural practices and beliefs with the Garissa locals. They include mainly civil servants and people working in the service industry like taxi businesses and in hotels. Our observations suggests that Garissa residents are tolerant and live harmoniously with this set of economic migrants. Garissa town also hosts the University of Garissa as well as a TVET - among three other TVETs that are located within Garissa County. The academic institutions contribute to the socio-cultural diversity of Garissa town because they enrol students from other regions of Kenya.

#### **5.1.3** *Partnerships are already in place*

Before addressing the question of equality, partnerships at the county and municipal level for urban migration governance are already in place in Garissa. The interview respondents and workshop participants reported that they regularly work with one another, and that this cooperation enhances their ability to act upon several issues stemming from human mobility. Each actor involved brings specific skills and expertise to the table. Partnerships on urban

migration governance in Garissa can therefore be described in terms of complementarity, whereby cooperation improves the capacity and qualities of each partner in terms of dealing with migration issues.

It is nonetheless important to keep in mind that none of these partnerships are built exclusively, or explicitly around urban migration governance. Rather, they touch upon a number of issues related to, and exacerbated by migration and displacement in and around Garissa town. Nonetheless, stakeholders in Garissa acknowledge that urban migration governance will become increasingly significant owing to policy changes promoting increased integration of refugees with host communities, and the increasing climate-related mobility in the region. Accordingly, increased attention needs to be given to urban migration governance deliberations among the relevant stakeholders.

#### 5.1.4

#### *Partnership platforms exist*

This study found that institutionalization of partnerships at the county and city levels in Garissa has already been established. These existing institutions - for example the County Steering Group - can be leveraged for increased engagement with urban migration governance issues among the stakeholders.

#### 5.1.5

#### *National level actors are not engaging adequately with county level counterparts*

The main form of inequality underlined was between, on the one hand, those operating at the county level and, on the other, the national government, particularly the relevant government offices based in Nairobi. This inequality materialises in terms of policy-making power, but also in terms of resource allocation when it comes to dealing with migration: while policies are enacted at the national level, counties bear the brunt of human mobility-related issues. Resources were significantly absent in terms of dealing with ecological/climate change/drought driven mobility, identified by participants as constituting the most significant driver of migration currently toward Garissa town.

#### 5.1.6

#### *Gender-Based Violence (GBV) requires more attention*

Key informants interviewed, as well as participants in the workshop, underlined a wide range of problems with the way GBV is addressed at the county level. These included: (1) the absence of resources and the slow judicialization process at the county level, leading to cases being dealt with through the Maslaha system; (2) the absence of mental health support services for victims of GBV; (3) fees being imposed to victims for reporting at both hospitals and police stations. Nonetheless, it is important to underline the efforts made at the county level to deal with GBV, notably in the form of the gender technical working group.

## 5.2 *Recommendations*

### 5.2.1

#### *Increase advocacy on human mobility*

A key partnership agenda on urban migration governance in Garissa town is the formulation of strategies aiming to increase visibility and inclusion of the diverse forms of human mobility in multi-stakeholder engagements. In particular, accounting for ‘invisible’ refugees, as well as new arrivals displaced by climate change would be crucial to effective policy making on urban migration governance. This can be achieved through training on urban migration dynamics targeting all relevant stakeholders ranging from community representatives to county government staff. Such trainings will help reveal the challenges and prospects of human mobility for the city, create interest on the topic and bestow the trained individuals with skills to advocate for urban migration governance issues in policy and service provision circles.

### 5.2.2

#### *Strengthen existing institutions*

Entrenching an urban migration governance agenda in already existing institutions provides for better chances of sustainability rather than establishing completely new platforms solely for the urban migration governance agenda. This study has highlighted that mixed migration and urban migration issues are multi-dimensional in nature and as such, they should be discussed within the realm of other societal issues such as food security, basic service provision, gender, etc. An area requiring support and strengthening relates to basic service provision. Irrespective of their legal status, migrants should be able to interact freely with public servants such as the police, labour inspectors, social workers, school personnel and health care professionals, as well as courts, tribunals, and national human rights institutions. Furthermore, migrants need to have the possibility to report discrimination, violence, hate crimes, and other abuse without fear of repercussions, such as being arrested, detained, and deported. Migration governance stakeholders in Garissa town should advocate for the adoption and operationalisation of human rights approaches to migration governance by all relevant stakeholders.

### 5.2.3

#### *Develop a shared roadmap on urban migration governance*

To improve coordination among actors, the design of an ecosystem strategy on urban migration governance could help steer the processes. This will facilitate agreeing on a common strategy and having a clear vision of what migration governance means for Garissa. It will also help identifying joint understandings of progress and success on urban migration governance as well as respective capacities and contributions of each stakeholder. A common strategy could also provide guidance for harmonizing work schedules for planning and implementation. The county department for coordination and partnerships could collaborate with the university in this endeavour.

### 5.2.4

#### *Facilitate representation of migrants*

Crucial to managing urban migration is ensuring migrants are represented and included in the decision-making processes. Engaging with migrants themselves will enable stakeholders to effectively respond to their needs while empowering them as transnational development actors.<sup>82</sup> In this sense, the county government should explore effective ways of engaging diverse types of migrants. Consultations held by UN Habitat with leaders of refugee and host communities in the context of urban planning efforts in Garissa, Kakuma and the Kalobeyei settlement may offer promising templates for the creation of inclusive planning processes appropriate in the mobility context of Garissa town.

### 5.2.5

#### *Support the engagement of private sector actors*

Private sector actors have a significant role to play on urban migration governance – particularly in aspects related to the economic integration of refugee, migrant, host, and displaced communities. A previous study points to the potential of private sector engagement not only in boosting the local economy, but also in propelling self-reliance among local communities.<sup>83</sup> The study highlighted the following barriers to private-sector engagements in contexts like Garissa town: poor infrastructural conditions, market distortion as an effect of free goods, product price points matching local incomes, uncertainties in policy and legal environment, and information gaps on how to engage. A multi-stakeholder engagement could result in alleviating these challenges through development of inclusive policies and strategies.

### 5.2.6

#### *Facilitate cooperation between national and county government*

Cooperation between the national and county governments can be established by setting up intergovernmental consultative sectoral forums on the theme of urban migration governance. The forum would provide a platform for national government actors (such as the department of refugee affairs and policy makers) to engage with officials in the county government working on migration and mobility issues. The forum will also facilitate knowledge sharing between the two levels of governance. Lessons on setting up such a forum effectively can be garnered from several of already existing consultative forums.<sup>84</sup>

<sup>82</sup> Cécile Riallant, Migration: An overlooked tool for local development. Available at: <https://oecd-development-matters.org/2017/01/10/migration-an-overlooked-tool-for-local-development/> Accessed: 21 May 202

<sup>83</sup> Asati, B., Chakravarti, A., David, L., and Owiso, M. Mapping the refugee journey towards employment and entrepreneurship Obstacles and opportunities for private sector engagement in refugee-hosting areas in Kenya (2020)

<sup>84</sup> The following fora have so far been established: Development; Environment & Natural Resources; Water and Irrigation; Lands and Physical Planning; Energy and Petroleum; Agriculture, Livestock and Fisheries; Mining; Public Service and Youth Affairs; Gender Affairs; The National Treasury been established and operationalized: Industry, Trade and Cooperatives; Information Communication and Technology; Devolution and Planning; Sports, Culture and the Arts; Education; Health; East African Community (EAC) Labour and Social Protection; Tourism; Transport, Infrastructure, Housing and Urban.

### 5.2.7

#### ***Enable closer cooperation between academic institutions and the county government***

Local institutions of higher learning such as universities and TVETs could play a more proactive role in the processes for partnership building. They could provide more stable local research partnerships to complement the county government counterparts where staff turnovers are common, thus risking the research partnership processes. The Institute for Peace and Security Studies at Garissa University could provide coordination support to the Department of Partnerships and Donor Coordination of Garissa County.

### 5.2.8

#### ***Establish memoranda of understanding***

Multi-stakeholder cooperation on development and humanitarian interventions requires drafting of cooperation agreements that can withstand changes in political administrations. To mitigate the possibility of partnerships (and related projects/services) falling apart following elections/changes to the county administration, the county could consider signing a Memorandum of Understanding which will see partnerships being upheld even after changes in government happens.

### 5.2.9

#### ***Join city networks for knowledge sharing, mentoring and capacity building***

Garissa County and municipality could explore joining municipal networks or entering into partnerships with cities in other regions within and outside Kenya for knowledge sharing, mentoring, and capacity and institutional building. Garissa County had in 2014 attempted establishing a twin sister city relationship with Sanliurfa metropolitan city in Turkey. A scoping can be done to establish potential cities or existing networks (e.g., UCLG Africa, UCLG, Mayors' Migration Council, Global Alliance for Urban Crises, etc) where establishing partnerships could benefit the urban migration governance agenda for Garissa town.

# Annexes

## 1. Actor mapping Garissa

Table 3. Actor mapping Garissa

Name	Level of governance	Topic	Target groups	Partners
<b>Public Actors</b>				
<b>County Directorate of Physical Planning</b>	Local / County	Relieve stresses on existing infrastructure caused by expansion of Garissa town population	Other county departments, local community representatives	UNHCR, UN Habitat
<b>Department of Partnerships and Donor Coordination</b>	Local / County-level	Promotes, coordinates and facilitates effective partnerships among state and non-state stakeholders	All state and non-state stakeholders operating in Garissa County	County departments, donors, private and public investors, (i)NGOs, CBOs, CSOs, Dadaab Refugee Complex
<b>Department of Refugee Affairs</b>	National	Entity entrusted with the responsibility of refugee management in Kenya	Refugees, asylum seekers	UNHCR, IOM, other government departments, e.g. labour, bureau of statistics
<b>Frontier County Development Council</b>	Regional	Promotes cooperation, coordination and information sharing between counties in view of strengthening devolution, enhancing socio economic development, and promoting peaceful coexistence	FCDC county governments	(i)NGOs, CBOs, CSOs, county governments, government departments, Institute of Peace and Security Studies

<b>Garissa Municipal Board</b>	Local / County-level	Provision of basic services, participate in land management	Other county departments, local community representatives	County departments, donors, private and public investors, (i)NGOs (World Bank), CBOs, CSOs, Dadaab Refugee Complex, neighbourhood councils, national governments.
<b>National Department of Social Protection and Children's Services</b>	National	Child protection	Children, NGOs and CSOs providing assistance to children	(i)NGOs, CSOs, CBOs, national, regional, local and judicial authorities, law enforcement, social workers, UNICEF, governments of border countries
<b>National Drought Management Authority</b>	National	Coordinate responses to the consequences of drought throughout Kenya	IDPs, host communities, NGOs and CSOs providing assistance to IDPs	(i)NGOs, CBOs, CSOs, county governments, other government departments
<b>National Gender Equality Commission</b>	National	Gender issues	Vulnerable individuals, NGOs and CSOs providing assistance to vulnerable groups	(i)NGOs, CSOs, CBOs, national, regional, local and judicial authorities, law enforcement, social workers, UNICEF, governments of border countries

NGOs / CSOs / CBOs				
<b>Haki Na Sheria</b>	Local	Community and gender advocacy, seeks to end discrimination and address the history of gross human rights violations	Persons working in the fishing industry	UNHCR, county and national governments, legal agencies, children's departments
<b>Muslims for Human Rights</b>	Local	Promoting citizen participation in good governance and social accountability	County government, refugee and host community	Haki Na Sheria Initiative, FCDC county governments
<b>RDDO</b>	Local	Support refugee and host communities to facilitate peaceful co-existence: cash transfer & socio-economic empowerment	Refugee and host communities	UNHCR, ACT-ED, national authorities, county governments, WFP
<b>Refugee Consortium of Kenya</b>	Local	Advocacy work and awareness raising surrounding issues and obstacles affecting refugees in Kenya, incl. GBV	Refugee and host communities, county and national governments	UN Women, UNHCR, the Swiss Confederation (i.e. CH), GIZ, the American Fund, Haki Na Sheria

Academic actors				
<b>Garissa University (Institute of Peace and Security Studies)</b>	Local	Conflict management trainings among stakeholders, production of academic research outputs on peace and security, developing sector expertise through bachelor, master, PhD programs	Students, Garissa County Government and FCDC county governments	County and national governments, FCDC, Swiss Embassy, IOM

International Actors (IOs & INGOs)				
<b>UNHCR &amp; IOM</b>	International	Direct operational support, capacity building, and technical advice to the Kenyan authorities on migrant and refugee-related issues. UNHCR leads in coordinating efforts of UN agencies and partners in the management of refugee conditions in Kenya - including in Dadaab refugee complex and the surrounding areas	National Government, County Governments, other UN agencies	National Government, County Governments, other UN agencies, NGOs, CBOs, camp-residing refugees
<b>UN Habitat</b>	International	Urban planning in the context of refugee camps and surrounding communities	Refugee and host communities, county government, national government	County government, EU, UNHCR, WFP, FAO, DRS, IOM, REACH, Cities Alliance
<b>World Bank</b>	International	Urban development (expansion of basic service infrastructure through the urban support program	County Government of Garissa, including Garissa Municipal Board	County Government of Garissa, including Garissa Municipal Board

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# Equal Partnerships

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