

# CHANGE BY DESIGN

## Participatory Design and Planning

*How can neighbourhood planning bring about inclusive city-making in Freetown?*  
Workshop Report January 2018



SIERRA  
LEONE  
URBAN  
RESEARCH  
CENTRE





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Image 01 Credit Alexander Stone



Around 2.9 million out of nearly 7.1 million people in Sierra Leone live in urban areas. Almost 40 percent of this urban population live in Freetown with a significant proportion residing in informal settlements. While the Freetown population is anticipated to grow from nearly 1.1 million in 2015 to 1.9 million in 2028, a central problem to unlocking community capabilities as well as, improve the wellbeing of residents in informal settlements has been the lack of sound information on their living conditions and the inadequate capacity of the different actors to deal with the challenge. Moreover, even though the Freetown Structure Plan for 2013 – 2028 recognises the role of action area plans as a mechanism to enable planning processes to bring about improvements to neighbourhoods in Freetown including, balancing demand for land uses, it has not been given the desired attention in guiding the city's development process.

This report highlight the potential role that action area planning can play in bringing together a broader range of people to the planning process; generate new ideas about space and place, as well as; integrate the local level priorities of the people with the future growth of the city. The report is an output of a week-long Innovative training workshop organised and jointly facilitated by the Sierra Leone Urban Research Centre (SLURC) and the Bartlett Development Planning Unit (DPU), University College London and, facilitated by Architecture sans Frontières in the United Kingdom (ASF-UK). The workshop focused specifically on two thematic areas of SLURC's work – (i) Land and Housing and (ii) Urban Vulnerability and Resilience.

The ASF-UK Change by Design methodology used corresponds with SLURC's central assumption that knowledge and research capacity are essential enablers of positive changes in the lives of residents of informal settlements. Apart from increasing knowledge on urban informal settlements including, building capacity to meet the related urban development concerns for Freetown, a key feature of the workshop was to broker relationship between different actors to achieve more equitable and inclusive urban development in Freetown – three core SLURC objectives.

The report recognises that because urban problems are generally very complex, it is inconceivable for any one actor to bring about the desired outcome. It proposes a strategic shift whereby everyone is provided with the opportunity to become an agent of change and to plan the city in ways that meet everyone's needs.

Joseph M Macarthy  
(SLURC Co-director)

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Image 02 Credit Alexander Stone





This report captures the process and findings of a week-long participatory workshop facilitated by Architecture Sans Frontières-United Kingdom (ASF-UK), the Sierra Leone Urban Research Centre (SLURC) and The Bartlett Development Planning Unit of University College London (DPU) from 28th August - 2nd September 2017.

The workshop is part of an ongoing action research initiative in Freetown led by SLURC and the DPU to assess the role that 'action area planning' can have in the production of inclusive city-making. The Change by Design methodology was utilised to address how communities together with their support institutions could develop neighbourhood scale plans in ways that can help them in securing rights to the city.

The workshop participants included community representatives from informal neighbourhoods across Freetown, local built environment professionals, staff from the Ministry of Lands and Freetown City Council, as well as researchers and lecturers from Njala University. During the workshop, participants visited and worked with residents of Cackle Bay, which is one of the two case study areas for the research on action area planning.

Outputs of this week-long workshop, which include this report as well as the video produced from this experience (<https://youtu.be/5Bg2Kf0WzwE>), aim to help the development of the methodology of the SLURC/DPU action research project.

## Key Workshop Objectives

- To understand the meaning of participatory planning and design in the context of Freetown through the perspectives of different stakeholders.
- To expose participants to the role that participatory design and planning has contributed to change in other contexts
- To explore how participatory planning and design could contribute to inclusive neighbourhood transformation in Cackle Bay.

- To discuss together some of the challenges and opportunities of using a participatory design and planning approach to neighbourhood transformations in Freetown.

## Partners

The workshop was carried out as a partnership between the Development Planning Unit (DPU), University College London, ASF-UK, the Sierra Leone Urban Research Centre (SLURC) as well as the Federation of urban and rural poor of Sierra Leone (FEDURP-SL).

## Methodology

ASF-UK's Change by Design (CbD) series of workshops and seminars is an evolving, action research-led methodology which examines socio-spatial urban dynamics and uses participatory design and planning to support and advocate for more democratic forms of city-making.

The methodology is structured around four different scales; Policy and Planning, City, Neighbourhood and Home. Each of these scales examines a specific set of issues relative to the workshop theme through four stages; Diagnosis, Dreaming, Developing, and Defining.

This framework allows groups to comprehend complex urban situations and explore options that respond to the local issues with a view to challenging the wider instruments of power that contribute to meaningful change.

In this workshop, Policy and Planning was addressed in a day-long symposium that brought together key stakeholders from the city to discuss the concept of inclusive neighbourhoods, how participatory processes have worked in Freetown, and also the potential of Action Area Plans to be produced in a more democratic way.

For the following three days the group split into scales with representatives from community-based organisations, built environment professionals and government in each group, led by an ASF-UK and a SLURC facilitator. Each scale group used morning sessions to plan participatory activities which were then implemented with members of the community in

## WORKSHOP STRUCTURE

		Day 1	Day 2	Day 3	Day 4	Day 5	Day 6
		Monday 28th August	Tuesday 29th August	Wednesday 30th August	Thursday 31st August	Friday 1st September	Saturday 2nd September
Morning		<b>Introduction</b>	<b>DIAGNOSING the current context</b>	<b>DREAMING of a better future</b>	<b>DEVELOPING alternatives</b>	<b>Public holiday</b>	<b>DEFINING a way forward</b>
		Guest speakers and panel discussion	Preparation for fieldwork in groups	Preparation for fieldwork in groups	Preparation for fieldwork in groups		Reflection on findings and preparation for final presentation
Afternoon		LUNCH	LUNCH	LUNCH	LUNCH		LUNCH
		<b>Groupwork</b>	<b>Fieldwork in Cockle Bay</b>	<b>Fieldwork in Cockle Bay</b>	<b>Fieldwork in Cockle Bay</b>		<b>Final presentation</b>
			Group 1: Home				
			Group 2: Neighbourhood				
			Group 3: City				



Image 03.4.5 Credit Alexander Stone





Cockle Bay during the afternoon.

Prior to the workshop, personas were created based on the situation in Cockle Bay. The purpose of the persona is to provide a narrative of a place through the eyes of different residents/stakeholders. In the workshop these formed a base knowledge for each group to inform their understanding of the diversity of conditions and aspirations that different citizens face in Cockle Bay and relate this to their experience of home, neighbourhood and connections to the city.

This fast-paced and dynamic engagement concluded with a final event with workshop and community participants to share findings across scales and to evaluate the methods used. The final activity focussed on how participatory planning should be implemented in the city.

## Structure of the Report

Section one describes and evaluates the current policy and planning landscape of the city, and reflects on the current space for public participation and aspirations for change.

Section two outlines how participatory planning and design was defined by workshop participants. The section also includes examples of the process in practice and also evaluates the challenges and opportunities that this method of working brings.

The following three sections describe the implementation of the Change by Design multi-scalar methodology, breaking down the process into scales and stages and highlighting the key activities and outcomes with useful notes for facilitators to enable them to adapt the methods in different contexts. Also included are some key reflections on how this worked in Cockle Bay.

The final chapter documents the final event and defining stage where groups shared findings across scales and a facilitated session in which the group produced a set of parameters for inclusive city planning that will inform future approaches.

## Cockle Bay, Freetown

The informal neighbourhood of Cockle Bay was used as a case study to explore how this methodology could contribute to inclusive neighbourhood transformation in Freetown.

Cockle Bay is an informal settlement located along the Aberdeen Creek on the western coast of Freetown, 5km from the city centre. The community came to being as a result of displacement during the 11 years civil war. People started to reclaim the land and settle on the creek. They began to catch cockle from the creek and eventually the community became renowned for such produce and was named "Cockle Bay" (originally Hilet View) in 1998.

The settlement is divided into four zones – Jai Mata, Kola Tree, Mafengbeh and Hilet View. The land is owned mainly by the municipality and at present is home to an estimated 20,000 residents (0.11 people/square metre) in 540 households.

The settlement is characterised by poor infrastructure and lacks basic services (9% of households with access to electricity; poor waste management practices, healthcare, potable water and sanitation). There is no health facility within the community, only one communal toilet, two primary schools, two communal water collection points, two spring water wells and a host of individual water taps.

Although no extreme weather-related hazard has been reported in this community, its low altitude, poor drainage and weak infrastructure renders several areas and developments at risk from flooding associated with sea level rise, waterborne diseases such as cholera, and fires.

Residents are faced with persistent and long-standing threats of eviction on the basis of both a formal designation of the area as risk prone, and as an area earmarked for ecological conservation (International Wetland Conservation – Ramsar Site) by the National Protected Area Authority (NPAA). Residents are therefore wary of discussing risk openly with external agencies as these may further increase the threat of eviction. This blanket designation is applied without a systematic analysis of what parts of the settlement can be safe or unsafe for housing. The politics of using risk as a justification for evictions is a major contributor to the uncertainty, which



increases the vulnerability of the residents.

The economy of Cockle Bay depends primarily on sand mining, petty trading from self-owned micro and small enterprises within and outside the community, fishing and cockle production. In the 1990s - 2000s, the main livelihood activity of cockle production reduced considerably due to the overexploitation of mangroves. Today, sand mining is the main component of subsistence livelihoods in the area.

A number of community based organisations have been established, including the Disaster Management Committee (CDMC), Local Networks (through FEDURP) and a system of Community Health Workers (CHWs) to react to emerging crises. More proactive and coordinated collective action at community level regarding the management of risks and disasters have been supported by government agencies, municipal council authority, DFID Wash Consortium, YMCA and Restless. However, disaster risk prevention and community preparedness – is not yet fully in place.

Images 6-11 Credit Cockle Bay Participants





Central to discussion on Policy and Planning is The Freetown Structure Plan for 2013-2028. This comprehensive document recognises the role of action area plans as a mechanism to enable planning processes to bring about improvements to neighbourhoods in Freetown. However, in the current policy, it does not indicate the processes through which these plans are supposed to be implemented and by whom.

The symposium held as part of the workshop was an opportunity for key stakeholders from government, civil society and informal settlements to discuss the concept of inclusive city making and the potential of Action Area Plans to address the needs of informal communities in Freetown.

Panel Contributors;

Pious Sesay, Njala University  
Lahai Koroma, Cockle Bay  
Francis Refell, YMCA  
Vandi Nyallay, Ministry of Lands  
Abdul Karim Marah, Freetown City Council

## Key Questions

- What is the planning context and key issues affecting informal settlements in Freetown? What are the roles of the spacial development plan and action area plans in shaping the city?
- What are the existing mechanisms for public participation in planning in Freetown? What are the potential spaces for better participation to make processes more inclusive?
- What are the potential for collaborations between government institutions, third sector and communities?

## Planning Context and Key Policy Issues in Freetown

### Contribution by Pious Sesay

Probably the clearest mechanism put in place by government for public participation in planning in Freetown and the country in general is the ongoing decentralisation process. Within the decentralisation structures, there are ward committees at the lowest spatial level,

constituting of different local stakeholders within the communities. There is a democratically elected councillor within each ward that should work with the committee members to bring about desired changes for the community people. This means that the councillor (also a member of one of the communities within the ward) is the channel through which local development problems/challenges are communicated to the city councils and on the reverse, work with ward committee members to solve challenges facing the community.

This could be through dialogue, community/stakeholder engagement, sensitisation or by means of other appropriate participatory tools. As it is always the case that the city council has limited financial and technical capacity to meet the development needs of its citizens, the councillor should work with the ward committees to explore other avenues of opportunities with non-governmental organisations and other development partners to be able to respond to the development needs of the community. While this is what should be done in principle, the reality is different as was noted by the workshop participants.

Some of the concerns raised by members of the community during the first day of the workshop are as follows:

- **Their slum or informal communities were not recognised by the City Council, hence they face constant threats of eviction.** This is probably the most genuine concern to deal with if local communities should be provided the opportunity to participate in the planning and decision-making process of policies and interventions to shape their lives. Informal communities need to gain recognition and acceptance by the city's political and administrative arms before they can confidently pursue their rights to freedom of public participation. Participants noted that it is only during national election campaign periods that city authorities and politicians engage them, mainly to win their votes. As this is often the case, the workshop participants were encouraged to take advantage of this period to make a strong case for their inclusion and participation in the city's planning. In other empirical studies, fear of eviction at any given time has often caused people to be

reluctant to invest huge capital to upgrade their dwelling houses and basic community infrastructures.

- **Selection of ward committees is not done through a participatory process:** successive councillors have been only selecting their political party stalwarts for inclusion into the ward committees. This has the tendency of marginalising other people belonging to different political parties and with better initiatives to represent the community.
- **Lack of collaboration between relevant stakeholders:** while the community participants recognised the important roles different stakeholders within and outside the community could play in bringing about desired development initiatives, they noted that there have been frequent tensions between them. The participants indicated that stakeholders have not been working together, making it difficult to influence critical decisions in favour of their deprived and underprivileged communities.
- **Isolated and fragmented community-based organisations:** each of the communities seem to form and operate individual community-based organisations that need to unite into one powerful umbrella organisation that can push with a strong voice. This is particularly important as these different communities share to a considerable extent common development challenges, such as the lack of recognition by the city authorities, poor transportation and road network, lack of health and educational facilities and the lack of investment and job opportunities. The need for a strong community-based organisation with a very clear vision and common development goal came out clearly. Such an organisation and the ward communities should work together to complement each other rather than posing to be a parallel force.
- **Limited access to land:** people often choose to live in these so-called risky environments not necessary because they are unaware of the negative consequences, but rather, they are unable to afford the prohibitive cost of land elsewhere. Apart from the cost, the process of acquiring land in the city is also too complex for ordinary people.

Nonetheless, effective land distribution schemes go way beyond mere availability and affordability to include significant factors such as the livelihood options and other socio-cultural factors.



Participatory design and planning is an approach to urban planning and design which emphasises the involvement of the whole community in decision-making processes that affect their environment. Participation goes beyond simply consultation, to a situation where the community plays an active role in design and planning. This process can take different forms in practice, for example: community self-help, a partnership between the community and other organisations, or a state- or private-led process where the community is a key stakeholder. This workshop explored how participatory design and planning could work in Freetown.

According to participants in the workshop, participatory design and planning presents the following opportunities for improving the lives of communities:

- **Targeting specific needs:** taking a participatory approach to a project enables it to be more responsive to the actual needs of the community.
- **Ownership:** the community is able to take ownership over the process, helping to create a sense of empowerment.
- **Sustainability:** community ownership can help ensure a project is sustainable in the long-term.
- **Time:** strong community involvement can speed up implementation of a project.
- **Trust:** participatory processes help to build up trust between communities and external organisations/institutions.
- **Monitoring:** communities can take an active role in the monitoring and evaluation of a project.

However, there are also challenges in applying participatory design and planning in practice, which should be considered. Many of the opportunities also have a flip-side where the same issue could become a tension or limitation, for example:

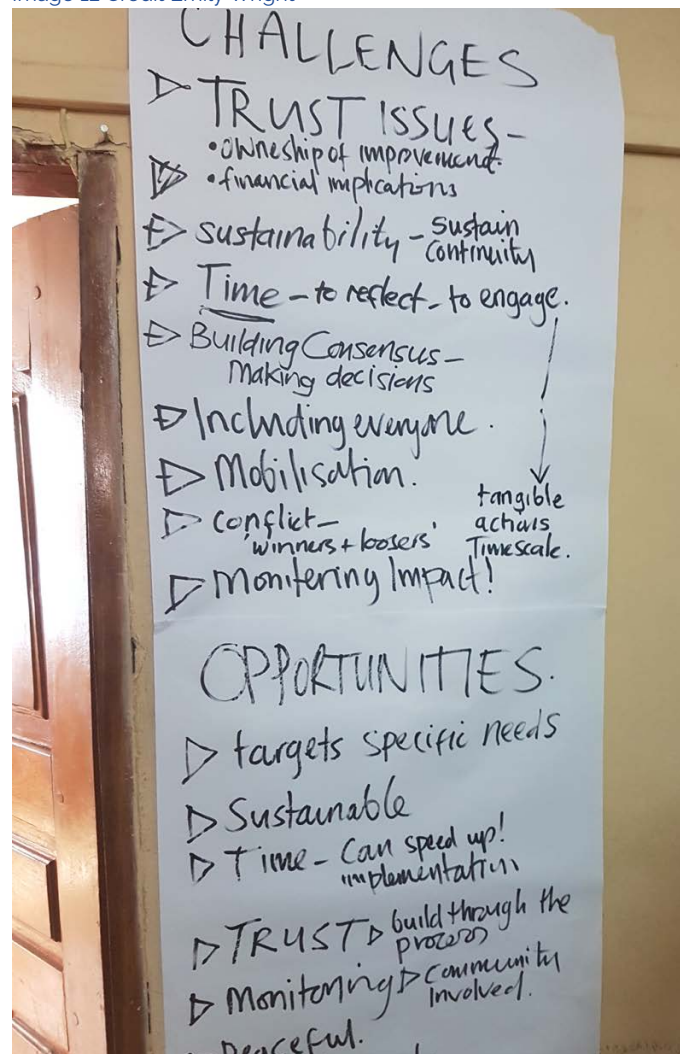
- **Trust:** there could be issues of trust between communities and external stakeholders.
- **Time:** participatory activities can be time-consuming and this needs to be considered when planning a project.
- **Representation:** how can we make sure that the diversity of the community is represented in participatory activities? Is it practical or

feasible to try and include everyone? What about those who are more vulnerable - how can their voices be heard so that no one is left behind?

- **Accessibility:** how to ensure that the process is accessible to all members of the community especially the most vulnerable groups.
- **Conflict:** how can disagreements be engaged with and managed during the process?
- **Consensus building:** there is a danger of participatory processes simply leading to consensus building around non-contentious issues, rather than dealing with more difficult but potentially more rewarding community problems.

The following pages present 9 case studies of projects from around the world where participatory planning and design has been a central feature. These showcase some different models of participatory development at the different scales of home, neighbourhood and city level.

Image 12 Credit Emily Wright



## Title

Monteagudo Housing Project

## Location

Buenos Aires, Argentina

## Key Words

Housing

## Further Information

[world-habitat.org/world-habitat-awards/winners-and-finalists/monteagudo-housing-project/](http://world-habitat.org/world-habitat-awards/winners-and-finalists/monteagudo-housing-project/)

## Description

Complejo Monteagudo is a community-initiated project involving the construction of 326 housing units for formerly homeless families that did not have access to credit.

The residents of Complejo Monetagudo were at the centre of the process, collaborating with the architects in the design and planning process, working in building construction and managing the government-

provided funds during the implementation phase, as well as being responsible for the ongoing management of the project.



## Title

Shack Dwellers Federation of Namibia (SDFN)

## Location

Namibia

## Key Words

Land Tenure, Housing

## Further Information

[world-habitat.org/world-habitat-awards/winners-and-finalists/shack-dwellers-federation-of-namibia/](http://world-habitat.org/world-habitat-awards/winners-and-finalists/shack-dwellers-federation-of-namibia/)

## Description

Twenty-two thousand households are currently participating in 434 saving groups across Namibia. Each group manages its own savings and when there are sufficient funds the group can put a deposit on a piece of land, of which each member has a plot. The land is provided by the government and repayments are made over a ten year period. Thus secure tenure is established and each household can begin building a permanent house when they can afford to.

To date, 3,200 households have secure tenure and 1,350 households have constructed brick houses at one-third the cost of conventional housing. Community management and household participation in production of building materials, is key to the success of the scheme.



## Title

RUSS Community Land Trust

## Location

London, UK

## Key Words

Community Land Trust, Housing, Sustainable neighbourhood

## Further Information

[www.theruss.org/about/](http://www.theruss.org/about/)

## Description

Community Land Trusts (CLTs) are a form of community-led housing, set up and run by local people to develop and manage affordable housing for the community.

The RUSS CLT has secured land in south London to develop 33 sustainable, high quality homes that are permanently affordable and partly self-built in order to reduce construction costs. The project will also provide opportunities for training in

construction for self-builders as well as volunteers from the wider community. The development will contain a range of houses and flats of different tenures, sizes and levels of self-build in order to create a mixed community made up of people from diverse backgrounds in the local area.





## Title

Upgrading of Audi União Shantytown

## Location

Curitiba, Brazil

## Key Words

Upgrading, Land Tenure

## Further Information

[world-habitat.org/world-habitat-awards/winners-and-finalists/upgrading-of-audi-uniao-shantytown-curitiba](http://world-habitat.org/world-habitat-awards/winners-and-finalists/upgrading-of-audi-uniao-shantytown-curitiba)

## Description

The main purpose of the project has been the protection of households living in high-risk areas on the banks of the Iguaçu river. The project has included improvement and/or provision of urban infrastructure (drainage systems, sanitation and flood control measures); housing within the local area for families living in high-risk areas; regularisation of land tenure; and social programmes contributing to safety and security, urban mobility, gender equality and social inclusion.

Residents have been involved throughout the process through partnerships established between government agencies and local residents' associations. The project has improved homes without resettlement and has only resettled those people who were at risk from flooding or landslides.



## Title

Relocation of Kamgur Putala

## Location

Pune, India

## Key Words

Community-led Resettlement

## Further Information

[shelter-associates.org/kamgar-putala.php](http://shelter-associates.org/kamgar-putala.php)

## Description

A community-based federation from the Kamgur Putala informal settlement, in partnership with a local NGO, negotiated with the city authorities for their own relocation plan to resettle the community away from a flood-prone location. The NGO worked closely with the community to identify a suitable site as well as on the design and construction of their new homes. Funds were secured from a government

housing scheme, as well as the community savings group. The project has created secure homes for the households most at risk of flooding, and a new neighbourhood where community links have been maintained.



## Title

Los Pinos Community Management Plan

## Location

Quito, Ecuador

## Key Words

Community-Led Housing, Upgrading, Land Tenure

## Further Information

Frediani, A. A., De Carli, B., Nunez Ferrera, I., Shinkins, N. (2014) *Change by Design: New Spatial Imaginations for Los Linos*. ASF-UK.

## Description

Los Pinos is a peri-urban settlement on the edge of Quito, which was occupied informally when over 300 people settled on the plot of unused public land at the same time. Instead of building shacks in a disorderly fashion, residents decided to plan the process of occupation. Firstly the area was divided into plots, and a small number of houses were built through collective self-help strategies. New houses were built progressively with the slow upgrading of services. For families to be able to stay living

there and to apply for tenure regularisation, they needed to generate a management plan to demonstrate to the authorities that the intended use of the area responds to the necessary land use regulations. ASF-UK worked with the community to support local residents in developing such a plan.



## Title

Domestic Solid Waste Management in Cerro el Pino

## Location

Lima, Peru

## Key Words

Waste Management

## Further Information

[world-habitat.org/world-habitat-awards/winners-and-finalists/an-alternative-approach-to-domestic-solid-waste-management-in-cerro-el-pino-lima](http://world-habitat.org/world-habitat-awards/winners-and-finalists/an-alternative-approach-to-domestic-solid-waste-management-in-cerro-el-pino-lima)

## Description

The Peruvian NGO Ciudad Saludable has developed an innovative community-based solid waste management programme in collaboration with the local government and a range of CBOs from the informal settlement of Cerro el Pino.

The key components of the programme include:

- Establishing micro-enterprises within the community to provide an innovative system of solid waste collection using motorbikes, as well as processing of organic waste and recycling services.

- Establishing a community-based monitoring committee to oversee the work of the waste collection services.
- Organising a system of door-to-door payment collection.
- Raising public awareness of health and environmental issues.

Residents have been involved in the implementation and development of all project activities, including through focus group discussions, participating in cleaning campaigns, painting murals, and separation of organic and inorganic waste in their homes.

## Title

Johannesburg Housing Company

## Location

Johannesburg, South Africa

## Key Words

Social housing, Regeneration

## Further Information

[world-habitat.org/world-habitat-awards/winners-and-finalists/johannesburg-housing-company/](http://world-habitat.org/world-habitat-awards/winners-and-finalists/johannesburg-housing-company/)

## Description

The work of Johannesburg Housing Company (JHC) involves the development and re-use of derelict city-centre buildings to deliver mixed-tenure, affordable rental housing whilst acting as a trigger for the regeneration of the surrounding area.

Pioneering participation and management processes have been instituted. Tenants committees are encouraged and community development

workers are employed to help build the capacity for community empowerment. Training programmes and social support are also provided.

The JHC vision of social housing includes encouraging tenants to participate in managing and maintaining their housing. Focus groups of tenants are brought together before any project to identify requirements, and JHC runs workshops to discuss the design and its impact on the long-term well-being of residents.

## Title

Impepho & Lime Market Infrastructure

## Location

Durban, South Africa

## Key Words

Informal livelihoods

## Further Information

*Asiye eTafuleni*: [aet.org.za](http://aet.org.za)

## Description

The Impepho and Lime Market is heavily affected by flooding which has a devastating effect on the informal sellers and their livelihoods.

Asiye eTafuleni (AeT) has been collaborating with the traders for infrastructural interventions to mitigate this challenge. Participatory research was carried out, including extensive and ongoing consultation,

which led to a sketch design for proposed infrastructure. AeT has since been trying to facilitate a partnership with various local government departments to realise the project.





# Home Scale

## Introduction

The Home scale focuses on housing conditions and experiences, including both the physical form of the house (spatial layout and use, thresholds, materials) as well as more intangible aspects of home (daily routine, support networks, power dynamics, tenure arrangement, service provision).

- **Understanding** the current housing conditions and experiences of residents in Cockle Bay.
- **Exploring** ideas for homes that reflect community/residents' collective values and aspirations.
- **Discussing** the challenges and opportunities to bring about change in the housing conditions in Cockle Bay.

## Framing

What does  
**Home** mean to  
you?

In order to frame the focus of the home scale activities, ask participants to collectively brainstorm key words and phrases they would use to describe 'home'. These words/values are reviewed throughout the process, finally informing the production of housing development principles drawing from the experience of Cockle Bay.

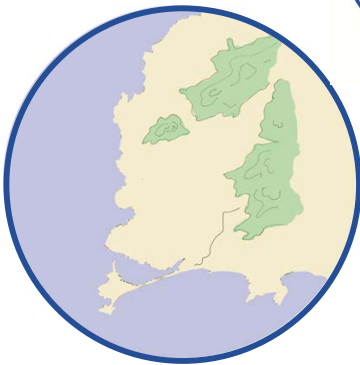


Image 13 Credit Emily Wright





Image 13 Credit Emily Wright





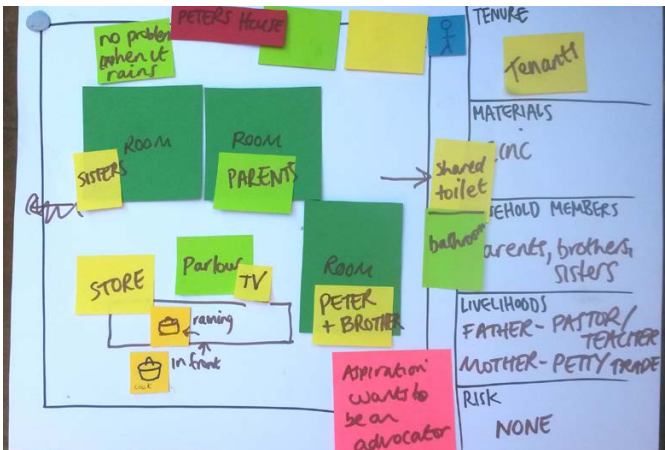


Image 16 Credit Emily Wright



Image 17 Credit Emily Wright



Image 18 Credit Emily Wright

## Outcomes

- Identification of different types of housing in Cockle Bay.
- Improved understanding of the different ways residents experience their homes.
- Prioritisation of key domestic challenges facing residents' of Cockle Bay.

## Reflections from Cockle Bay

The results of the mapping exercise were analysed to understand some of the diversity in housing situations in Cockle Bay. Some of the important variations that were found related to house size (one-room, two-room or larger dwellings), tenure arrangement (tenants, landowners and landlords), and access to sanitation facilities (use of shared toilets within a compound, public toilets, or private self-contained toilets).

## Facilitators Notes

Key to this stage is having a few people in the community who are willing to show others around their home in order to undertake the mapping exercise. These could either be organised in advance, or identified in a more spontaneous way as the activities unfold.

Ideally the resident of the home being mapped would take an active role in drawing their home. However participants might find it challenging to represent their home spatially, and the facilitator might need to start the process. Having pre-prepared icons representing different types of rooms and activities is helpful to allow participants to arrange them in a way that represents their home. It is important to think about the house in its wider context - is it part of a larger compound? Are there shared facilities with other households? The map can also be used as a springboard to engage residents in discussions about the more intangible aspects of their domestic environment, such as social relations, and how residents' experience of home changes over time.



This stage aims to discuss and articulate key values for housing that respond to the needs and aspirations of Cockle Bay residents.

## Key Questions

- How would residents like to see their housing conditions improve?
- What are residents' aspirations for tenure? What are the challenges / opportunities associated with different tenure arrangements?
- How should the process of housing delivery change?
- How can the community be supported to provide housing that meets their aspirations?
- What is a safe (resilient) house? How can houses be made more resilient?

## Activities

Dreaming activities aim to allow participants to dream about their future housing conditions, and to capture their aspirations for housing in the settlement.

### 1: 'Housing aspirations'

Ask participants to consider the type of house they would like to live in, and complete the sentence: 'I would like to live in a house that...'  
These could be aspirations for size, location, construction materials, type of tenure, external spaces, toilet facilities etc.



Image 19 Credit Emily Wright

### 2: 'Drawing the dream house'

This exercise is aimed at capturing and interpreting the 'dream house' of residents through the use of drawing. Each participant is asked to make a drawing of their ideas for their dream home. Facilitators should observe the drawing process and assist where necessary to enable participants to represent their aspirations in graphic form.

The drawing is followed by a series of questions investigating the motivation behind the spatial arrangement of the house and to understand further participants' needs and aspirations, referring to external space, construction material, room sizes and use, and other characteristics of dwelling.



Image 20 Credit Emily Wright

### 3: Collective aspirations

In this activity, participants are encouraged to think about and discuss barriers/obstacles to the realisation of their dream houses, for example by thinking about the houses of different residents in relation to each other and exploring compromises and trade-offs that might have to be made to create a neighbourhood.

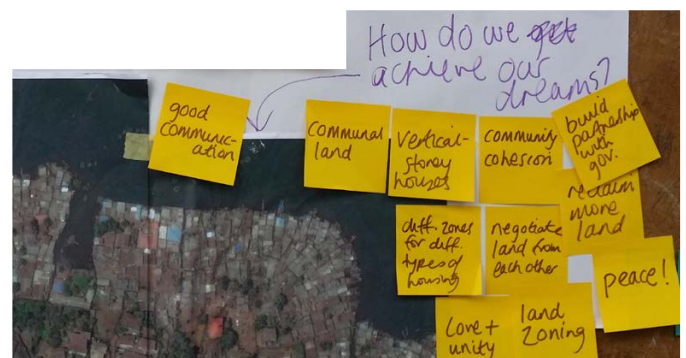


Image 21 Credit Emily Wright

## Outcomes

- Articulation and prioritisation of participants' aspirations for improved housing conditions.
- Identification of shared visions for future housing in the settlement, and also possible areas of contention.

## Reflections from Cockle Bay

Through the dream house exercise, several aspirations for improved housing in Cockle Bay were revealed, including:

- More private sanitation facilities;
- Homes that are large enough to comfortably accommodate the whole family;
- Green space near the houses;
- Easily accessible homes;
- Leisure and religious facilities close to homes.

## Facilitators Notes

In Cockle Bay, most participants found it relatively easy to draw their dream home, although in some cases facilitators might need to provide support - doing the drawing while participants describe their vision for their home.

It is important in the dreaming exercise to understand the values behind what has been drawn. Here the facilitator plays a critical role in helping participants to articulate the values underlying their housing aspirations by asking them why they have drawn certain elements, and what are the most important aspects of the dream houses.

It is more challenging for participants to think collectively about their housing aspirations, and how different people's aspirations might affect each other. For example in Cockle Bay, single plots were the preferred housing type, but it is important for participants to consider the what the implications of this would be for the wider neighbourhood.



Image 22 Credit Emily Wright



This stage focuses on developing and assessing several potential options for housing improvements in ways that draw on residents' aspirations and address issues revealed through the diagnosis activities. Options may concern the physical design of space (e.g. housing typologies, layout of public space and collective facilities) as well as issues of land ownership, project management, construction, and home ownership.

## Key Questions

- What are the different options for providing upgraded housing in the community?
- What are the options for providing secure tenure?
- How can members of the community work together to realise their aspirations for housing?

## Activities

### 1 'Develop a portfolio of options'

Facilitators gather and assess the information about residents' aspirations that was gathered from the dreaming exercises, and consolidate this into a set of options representing different ways that housing could be upgraded in Cockle Bay. Different aspects of housing should be considered, such as house type, tenure, sanitation, green spaces and water provision.

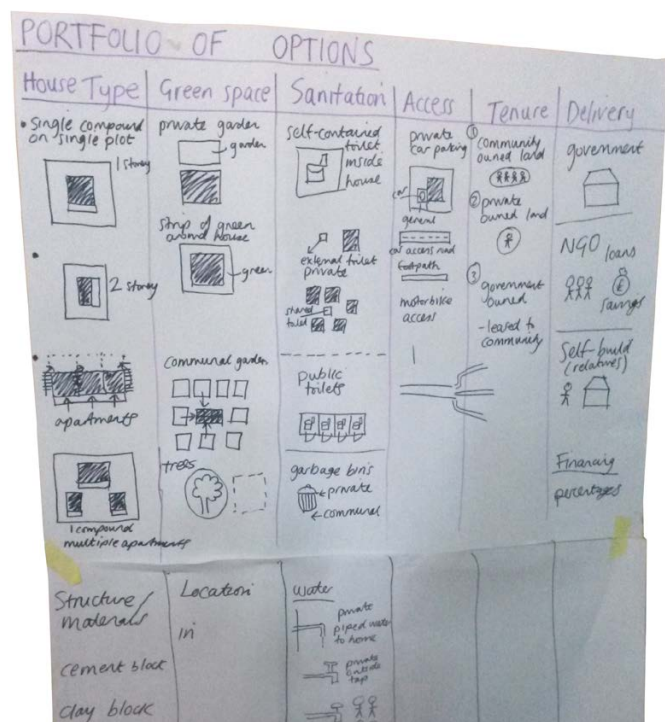


Image 23 Credit Emily Wright

### 2. 'Planning homes in the neighbourhood'

Building on the final dreaming exercise, ask participants to continue thinking collectively about how they could work together to realise aspirations for housing in the community.

Divide participants into groups of 4 or 5. Each group is provided with a pre-prepared toolkit of elements created from the portfolio of options. Then guide each group through an exercise of planning a portion of the neighbourhood, asking participants to consider in turn which options they would choose for each element of housing (house type, green space, access etc) to create a neighbourhood plan that is as inclusive as possible.

Encourage the groups to discuss different options to weigh up the benefits and limitations of each option, how long each would take to realise, and who would need to be involved in providing their chosen options.



Image 24/25 Credit Emily Wright

## Outcomes

- Development of possible strategies of neighbourhood planning that address resident's housing concerns and aspirations.
- Consideration and prioritisation of different types and ways of providing improved housing facilities in Cockle Bay.
- Understanding housing issues at the neighbourhood level rather than just the scale of the individual house.



Image 26/27 Credit Emily Wright

## Reflections from Cockle Bay

Each group of participants produced a map representing their neighbourhood planning options and presented back to the whole group highlighting the key points. Participants discussed questions such as how to improve access to their homes, how to incorporate green space into the settlement, and how to improve the water supply and sanitation facilities.

The main principles and options of interventions prioritised by the home group were:

1. Provide **secure land tenure**.
2. Improve household access to **water services** and **sanitation facilities**.
3. Provide a **range of different types** of housing to accommodate different needs and aspirations.
4. Promote **liveable communities** (communal facilities).
5. Improve **mobility** around homes and community.
6. Ensure household access to **green spaces / gardens**.

## Facilitators Notes

The neighbourhood mapping is a complex exercise, so it is important for facilitators to take participants through each set of options in stages.

As with the dream house exercise, it is also important to understand the motivations behind participants' choices of options and the values that these represent.



# Neighbourhood Scale <sup>23</sup>

## Introduction

The Neighbourhood scale focuses on community dynamics in relation to neighbourhood spaces (streets, community spaces and surrounding areas), social systems and physical infrastructure (transport, water, sanitation, energy, information).

- **Understanding** the current conditions of shared spaces and physical infrastructure and who has access to them.
- **Exploring** ideas for inclusive neighbourhood spaces that reflect community/residents collective values and aspirations.
- **Discussing** the challenges and opportunities to bring about change in the neighbourhood.

## Framing

What is an  
**Inclusive**  
Neighbourhood?

It is important to recognise the differences in what constitutes an 'inclusive neighbourhood' in different contexts. Framing activities aim to develop a common terminology within the group to reference throughout the process.

This can be done by collectively brainstorming key words that participants would use to describe 'inclusive neighbourhood'. These words/values will be reviewed throughout the process, and finally informing the production of neighbourhood development principles - in this case drawing from Cockle Bay's experience.



Image 28 Credit Alexander Stone









Diagnosis at the **neighbourhood** scale is concerned with understanding the current conditions of shared space and infrastructure in Cockle Bay. The focus is on the challenges that people experience, as well as identifying neighbourhood resources and opportunities.

This stage also unpacks and captures social and spatial diversity - how different people experience their neighbourhood (eg. women, men, young, old, people with disabilities), and revealing differences of experience which may not be immediately obvious.

## Key Questions

- What are the current conditions of neighbourhood spaces and physical infrastructure and who has access to them?
- What are the main resources and opportunities that exist? What are the main problems or hazards faced in the neighbourhood?
- What social structures exist in the neighbourhood? What is the heritage and identity associated with the area?

## Activities

### 1. Neighbourhood Spaces Terms and Language

The aim of this activity is to explore the different types of neighbourhood spaces and how they are perceived by residents. In this instance the workshop group used the personas to identify the locations that were important to the residents and analyse this in terms of social/cultural/environmental/physical/economic values.

A key was created with a colour for each category with a basic explanation about what these terms might mean in this context, the group considered how neighbourhood features could have multiple values, e.g a market was economic but also social. The group was also asked to identify hazards and assets in the built environment at the neighbourhood scale.

Note; These 'values' are not fixed and can be added to and changed for example health, wellbeing etc. This method allows a deeper analysis of the types of values/qualities neighbourhood spaces have that go beyond the physical building/construction. Using this terminology also introduces residents and other

groups to the type of terminology used in more formal planning in a tangible way which will build capacities when planning their communities and using the language needed for this.

### 2. Mapping the Neighbourhood

The aim of this activity is to map neighbourhood spaces with community members using the predefined values, as well as identifying assets and hazards.

The group used a large google earth map of the area with a plastic overlay to map the key features. 3 groups with workshop participants as facilitators mapped out different routes around the settlement. Coloured stickers and label were used as well as photography led by the community members. Dialogue around values of space as well as ownership.

### 3. Consolidating Findings

Each map was collected and overlaid to understand differences in labelling also different areas covered. The overlay allowed the group to identify neighbourhood spaces that had high importance and multiple values.



Image 29 Credit Sophie Morley

## Outcomes

- Providing a reading of the situation in order to understand the area of concern from the residents perspectives.
- Developing a spacial awareness using maps and planning terminology.
- Identifying either a common issue or specific area/areas on which to focus at the next stage.

## Reflections from Cockle Bay

The activities undertaken in Cockle Bay uncovered a number of emergent issues such as poor sanitation and water management; also the complexity of tenure with little community-owned infrastructure or land.

The mapping analysis uncovered two areas that were of high community value. These were the two bridges connecting different sides of the settlement. The bridges were also areas where a number of the community issues were present, in particular connectivity, neighbourhood facilities, public space and drainage.

The bridges themselves were built and maintained by the residents (different to some of the bridges implemented by INGO's) through the discussion participants identified these spaces could be seen as both hazard and asset..

## Facilitators Notes

Reading maps might be difficult for some participants, identify key locations to support people to understand this format. It is important to discuss the use of maps/plans in planning processes. Ask what information can we understand from this map – what is missing?

How can we add different levels of information on the map – refer back to the list of Neighbourhood spaces. What information do we want to uncover?

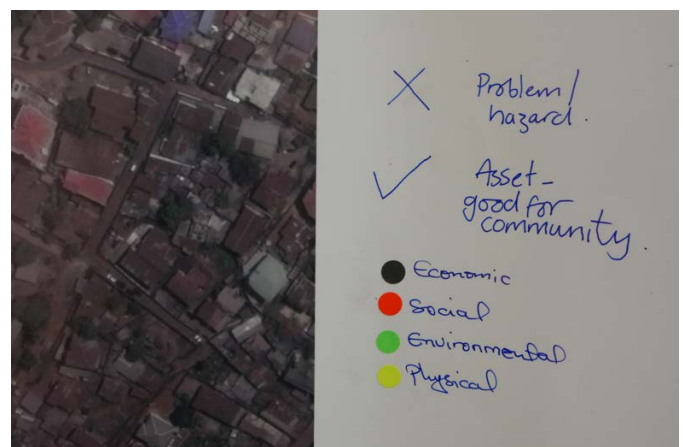


Image 30 Credit Sophie Morley



Image 31 Credit Alexander Stone



Image 32 Credit Alexander Stone



This stage aims to discuss and articulate key values and aspirations for the **neighbourhood**, in ways that respond to the needs and aspirations of residents of Cockle Bay.

## Key Questions

- What changes and improvements would the residents like to see in the neighbourhood?
- What services, facilities, infrastructure and space should be created or improved?
- What are the common aspirations identified in this process?
- What are the challenges and barriers to implementing these future scenarios?

## Activities

Focussing on a key location that is important to the neighbourhood

### 1. Dreaming Wall – Poster

The aim of this activity is to produce a collective vision for a neighbourhood location. Using the two bridges identified in the diagnosis exercise the group split into 4 sub groups with two groups for each site.

Using a detailed Google Earth plan of the location and pictures taken the day before the groups were asked to explore the improvements they would like to see in this location and reflect on how this might address the challenges in the neighbourhood. Each group had a large page to record their ideas

### 2. Dreaming Wall – Stakeholders

Having created a vision for the area the groups were asked to consider who will this benefit, also who might be involved.

### 3. Consolidating Findings

Each group shared their neighbourhood vision for improvements, articulating what problems they were responding to and key stakeholders.

The group reviewed each proposal identifying that even with common goals there were different ways to address these.

## Outcomes

- Address both the diversity and commonality in residents aspirations of the same space.
- An opportunity to explore aspirations in a structured way.
- Aspirations can be identified to analyse as options at the next stage.
- Introducing methods of self evaluation and terms of social/physical or small/large changes.

## Reflections from Cockle Bay

The four groups addressed the site challenges in different ways from small interventions such as improved lighting for security to some quite large projects like a health centre. The key improvements were consolidated into four themes;

- Infrastructure in the form of lighting, sanitation,
- Community Facilities such as a hall and health centre
- Public Space for people to congregate and children to play
- Drainage management including retaining wall and enforcing regulations



Image 33 Credit Alexander Stone

## Facilitators Notes

To manage the process of the dreaming exercise it is important for facilitators to identify the difference between aspirations and desires. Although the point is to 'dream' the role of the facilitator is to question the motivation for change particularly around who these changes will benefit and what challenges they are responding to. The personas can be utilised in this stage to access how their aspirations are being addressed.

It is also important to draw from existing

neighbourhood resources as the starting point to understand what can be built upon and improved, introducing external actors when necessary to overcome barriers to change.

The Dream Wall activity can be implemented in a variety of ways, in this instance a map was used and the responses were mainly noted however this also could be in the form of drawings or a series of icons developed that respond to the key themes. The scenarios developed for these spaces can also be thought about over time - improvements in 1,5 or 10 years.

Image XX Credit



Image 34/35 Credit Alexander Stone





This stage is concerned with developing and accessing a number of potential options for **neighbourhood** actions in ways that respond to community aspirations in Cockle bay and address issues revealed through the diagnosis activities.

These options refer to potential concrete social-spatial interventions as well as strategies to build necessary partnerships and alliances.

## Key Questions

- What are options for neighbourhood transformation in Cockle Bay emerging from the dreaming activity?
- How do we evaluate and prioritise these options?
- What are the enabling factors that could facilitate these changes?
- Who would be involved in change and what partnerships and lines of communication needed?

## Activities

### 1. Portfolio of Options

The aim of this activity is to consolidate the ideas and aspirations generated in the dreaming scale to options which can be analysed by the group.

Each group chose one of the themes identified in the dreaming exercise to explore further in their location. Within each group three options were developed ranging from small to large interventions.

A table was used to evaluate these options, with questions such as; who is it for? How much will it cost? How long will it take? Who will be involved?

The groups used this process to discuss the key challenges and opportunities with these options.

### 2. Stakeholder Analysis

The aim of this activity is to understand the stakeholders involved in a situation, using a diagram to represent power relations, lines of communication and of conflict.

The groups used this activity to develop a wider understanding of who was involved at different scales specific to their theme, identifying where alliances could be formed to support neighbourhood change.

### 3. Consolidating Findings and presentation

Each group presented their portfolio of options, and the wider group supported them to think strategically on how they might prioritise. The drainage group had started with improvements to a retaining wall and also considered a management committee.

The themes covered a comprehensive set of issues and formed a strategy from small scale low cost improvements to larger changes over a 5 year period. A number of challenges such as available land were consistent across groups.

## Outcomes

- Consolidating aspirations into options which are evaluated and prioritised
- Allows groups to unpack challenges and opportunities with proposed changes as well as identify the key stakeholders.
- Developing potential actions for neighbourhood planning that capture different issues and integrate these.
- Allows groups to understand the wider factors that contribute to change in an accessible way.

Image 36 Credit Alexander Stone



## Reflections from Cockle Bay

Building on the portfolio of options each group identified 3 key issues that the community wanted to address in the space. These were brought together and in a facilitated session condensed into 5 principles.

For an Inclusive Freetown there is a need to ..... at the **neighbourhood** scale.

1. Represent a diverse range of stakeholders in decision making
2. Improve, sustain and manage basic services and infrastructure for dignified living conditions
3. Provide community owned facilities that respond to local needs
4. Open access to resources (money/material/information) from different sources (public/private/charity)
5. Commitment to public space that work for all

Image 37 Credit Alexander Stone

## Facilitators Notes;

The portfolio of options exercise in this instance utilised a simple table to manage the information, the table allows options to be analysed and can be adapted to suit different contexts. It is important for the facilitator to interrogate the information produced to enable groups to produce realistic actions.

In this workshop the groups explored their theme in detail and the three options represented different scales of intervention, Another approach (requiring more time) would be to integrate these thematic groups across the locations to understand how changes to drainage could also influence public space and vice versa.

Key to the stakeholder analysis is to start with a general understanding of the wider city processes with the group and then to focus this to neighbourhood issues. This diagram can get quite complex so it is important to use distinct colours and symbols to differentiate actors, alliances and conflicts.





# City Scale

## Introduction

The City scale focuses on urban processes, conditions and experiences. These include issues that affect distribution of risks and opportunities in the city such as patterns of urban growth, access to infrastructure and the economy of the city. This scale reflects particularly how these processes affect residents of Cockle Bay and how city-wide actions can meet their needs and aspirations.

- **Understanding** the current city-wide processes and conditions through the experiences of residents of Cockle Bay with the rest of the city of Freetown.
- **Exploring** ideas for city-wide actions to make Freetown more inclusive and meeting needs and aspirations of residents of Cockle Bay.
- **Discussing** the challenges and opportunities to bring about a more inclusive and equitable Freetown.

## Framing

What are your  
visions for a  
**more just** City?

It is key to establish the linkages between city-wide processes and local conditions affecting neighbourhoods and dwellings. To do this, it is important for the participants of this group come from different locations from Freetown, and that they explore experiences of the city through the stories of personas from Cockle Bay.

Based on these personas and experiences, framing activities include brainstorming key values and aspirations of these personas from Cockle Bay have towards a more just city. These values and aspirations are reviewed throughout the process and linked to the conversations around issues and relevant places of Freetown.

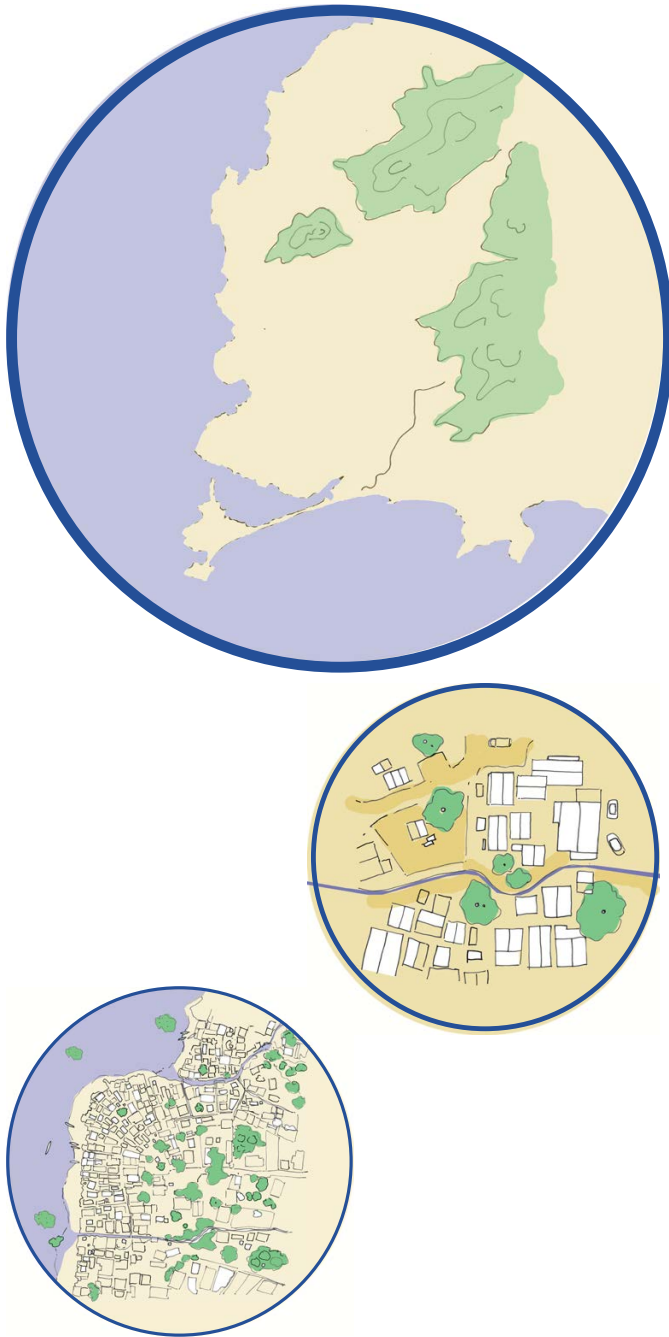
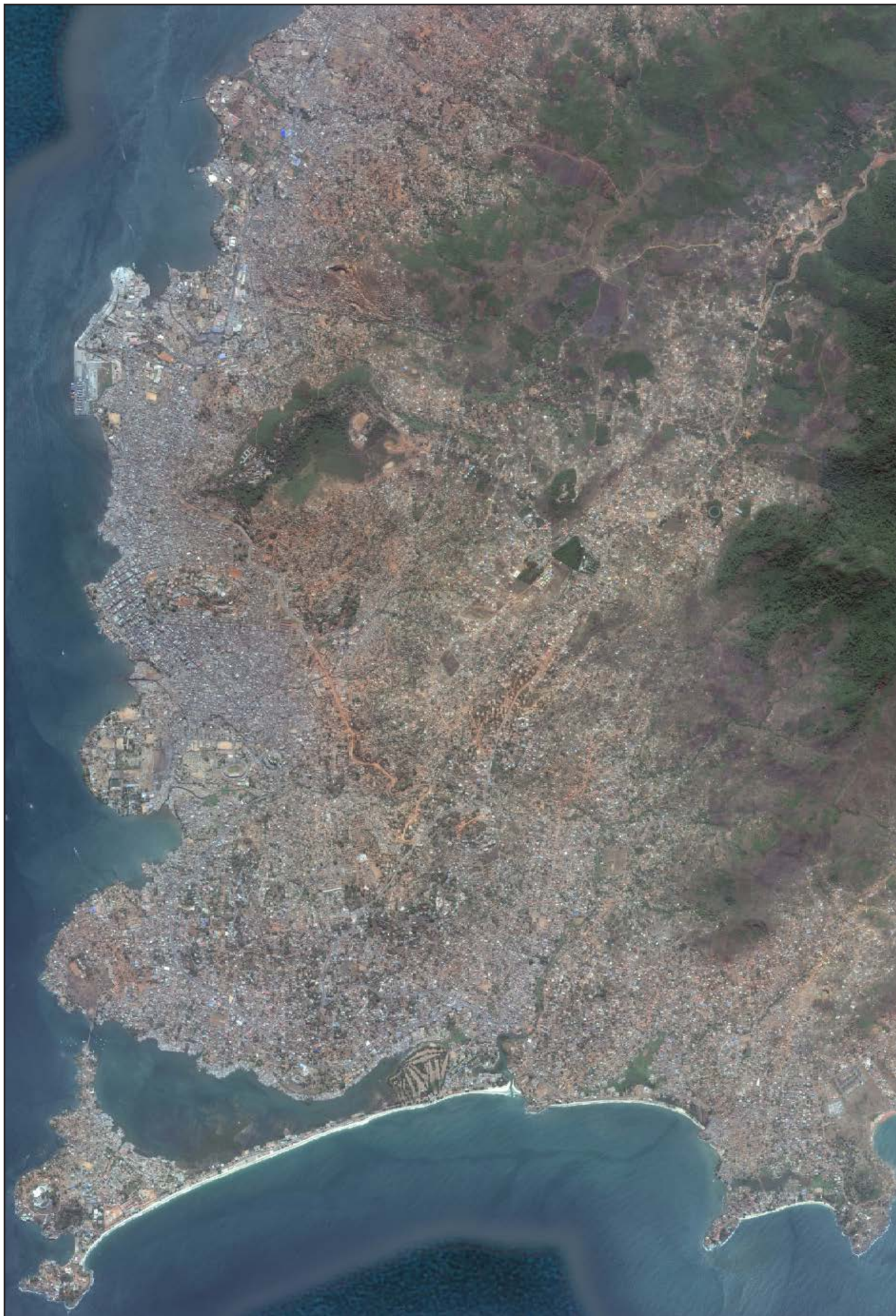


Image 38 Credit Alexandre Aspen Frediani







Diagnosis at the city scale focuses on revealing the urban pressures and processes affecting residents from Cockle Bay.

It unpacks how diverse set of residents from Cockle Bay are affected by threats and opportunities taking place at the city scale.

## Key Questions

- What are the key urban pressures affecting the residents from Cockle Bay?
- How do these pressures shape their access to opportunities in the city?
- Where are the places in the city that these urban pressures are produced?

## Activities

Mapping Urban Pressures exercise uses a map of the city to visualise and explore Cockle Bay's residents experience of the city and their interactions with urban pressures.

### Land marks in the city:

To help participants to familiarise themselves with the map, they are asked to identify key land marks that are important to them. These can be for example markets, religious buildings, transport junctions, important roads.

### Experiencing the city:

Introduce the story of two personas and ask participants if they know anybody with these characteristics. After a brief conversation about these personas, ask the group to draw in the map how they interact with the city. Using a different colour to each persona, identify places they go or key locations that affect their city experiences. After drawing these in the map, have a discussion on how the city affects the everyday lives of these personas.

### Urban challenges and opportunities:

Using the map, identify in the map the main challenges and opportunities affecting the city experiences of the personas. Encourage participants to draw arrows and barriers to illustrate the type of interactions that city processes and use post-it notes to explain them.

## Outcomes

- Improved abilities to read and interact with maps;
- Better understanding of the different ways residents of Cockle Bay experience the city;
- Prioritisation of key urban pressures affecting residents of Cockle Bay;

## Reflections from Cockle Bay

The group of 15 participants coming from different Freetown informal settlements were divided into three groups. In each group, two personas were prioritised. The maps below illustrate that there several ways that residents relate to the city. The maps show particularly the importance of access to the central area of Freetown to access markets, livelihood opportunities, as well as public authority buildings.

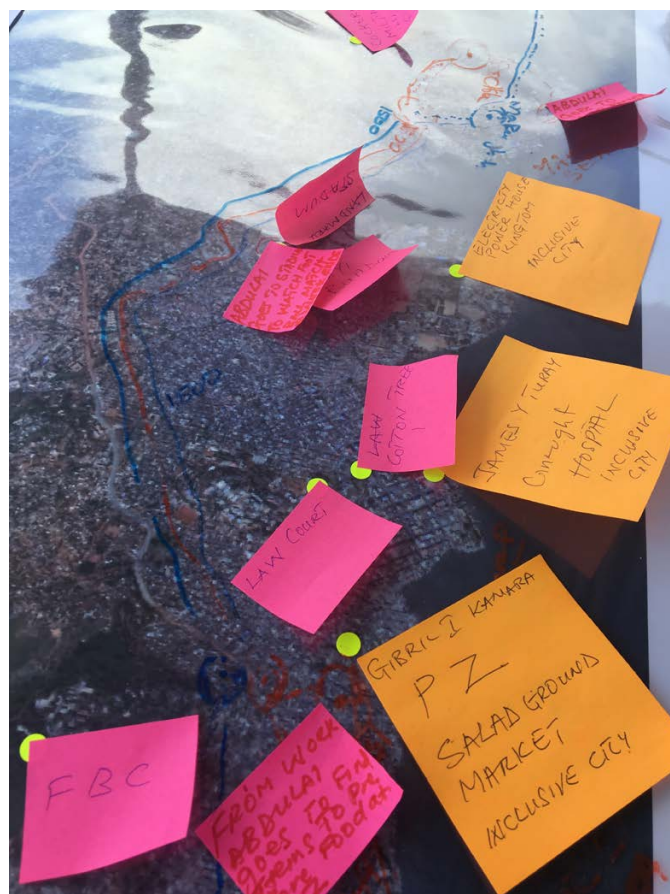


Image 39 Credit Alexandre Aspen Frediani

Some of the key urban pressures affecting residents of Cockle Bay discussed include:

- High price of rent from locations closer to the city centre, pushing people to look for cheaper as well as more vulnerable housing conditions;
- Urban mobility constraints, as residents of Cockle Bay need to get multiple sources of transport to access market and livelihoods opportunities, those being of poor quality as well as costly;
- Soil erosion from the hills behind Cockle Bay, pushing mud and waste down to the settlement, causing a series of hazards to residents of Cockle Bay.

## Facilitators Notes

It is important as well as challenging to get participants to use the map in an interactive way. It is important to think about the stages of participants' engagement with the map. Firstly asking participants to identify places, then asking them to visualise a point they were making, and finally using the map and visualisations to reveal issues and analyse a situation. Encourage as much as possible a direct engagement between participants and the map, giving out stickers and pens. There might be one or two people in the group that might take a leadership in actually interacting with the map, but it would be useful to try to get all participants to at some point draw and represent their points visually. In this way, participants are also building their abilities to think spatially, which is an important skill set to help in communicating urban issues to others, including government authorities.



Image 40-43 Credit Alexandre Aspen Frediani



This stage aims to discuss and articulate key values and aspirations for the city, in ways that respond to the needs and aspirations of residents of Cockle Bay.

## Key Questions

- What are participants values and aspirations to the city of Freetown?
- How can these values be grounded to particular places and processes in Freetown?
- In which ways city aspirations can support in the process of collectively imagining scenarios to what can take place to particular places in the city?

## Activities

Dreaming activities builds on the map produced in the previous stage and asks participants to articulate their aspirations in relation to particular places in the city.

### Identifying urban hot-spots:

Based on the discussions and illustrations from the previous stage, ask participants to identify two places in the city that are the most meaningful for the two personas. Meaningful here means where there are many things taking place, such as interactions, opportunities and/or challenges.

### Visualising city imaginaries:

After the prioritising two hot-spots, participants should reflect what they think that the personas from Cockle Bay would like to see happening in those locations. Ideas should be drawn on the map and explained in post-it notes. At this stage, the group might want to prioritise the type of action it is focusing on, for example it is transport, education or housing related. Focusing on a particular theme will help the group to develop options for city actions.

### Grounding city aspirations:

Once ideas for hot-spots are visualised in the map, participants are asked to articulate how these visualisations contribute to advance the values for the just city identified in the framing stage.

## Outcomes

- Prioritization of spaces and theme of intervention at the city scale;
- Articulation of values and aspirations associated to the future of Freetown;
- Identification and formulation of a common visions, drawing on values and diagnosis.

## Reflections from Cockle Bay

Based on the personas experiences of the city, each group prioritised a different hot-spot as well as theme of intervention. Based on the discussions around aspirations to these places, each group developed their own overarching goal. These included:

- To improve accessibility, affordability and distribution in the city by improving transport connections in Freetown;
- To improve well-being of residents of Cockle bay by securing access to affordable rental housing;
- To Improve provision and access to good quality education;

Image 44 Credit Alexandre Aspen Frediani



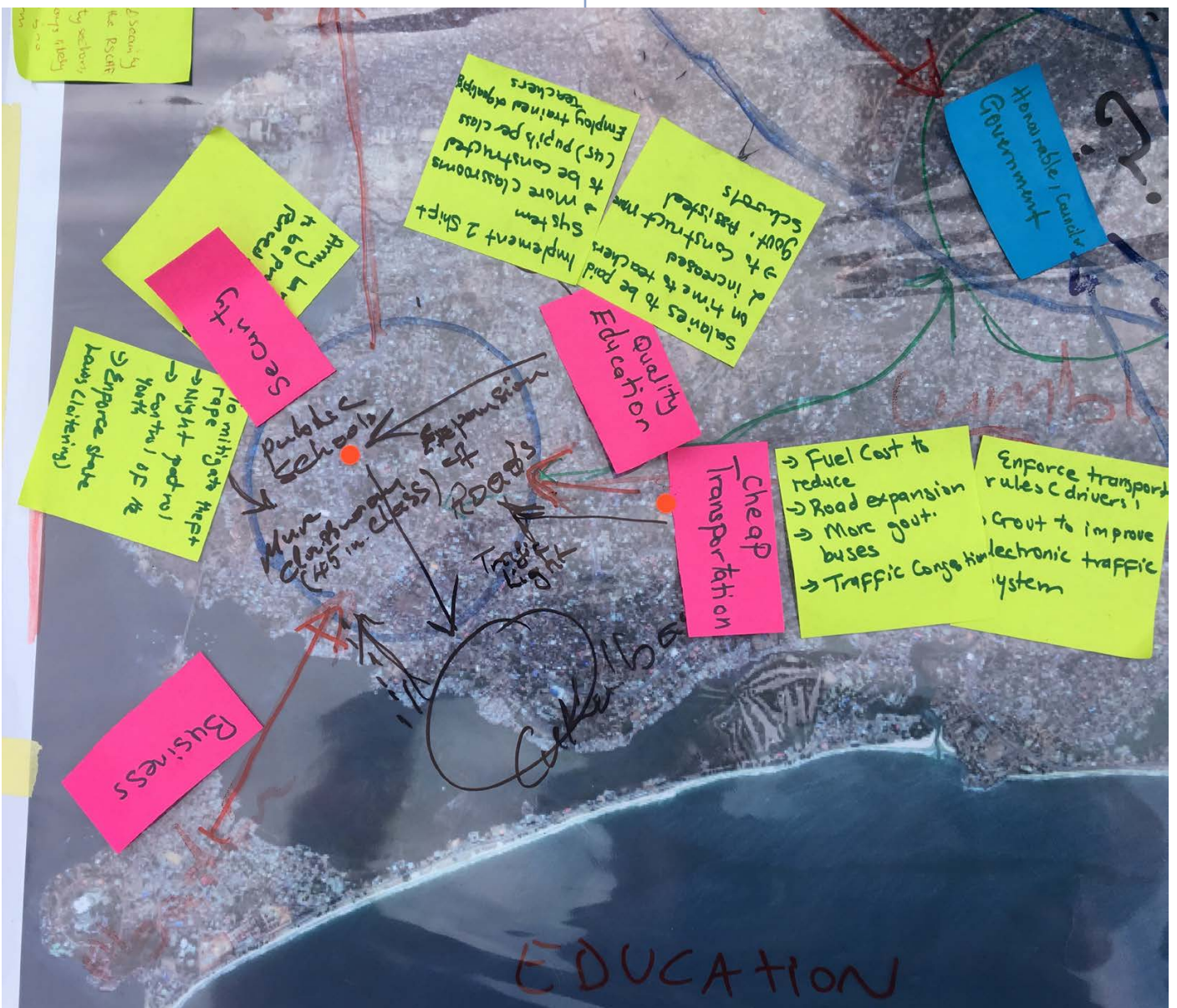
## Facilitators Notes

It is difficult for citizens to articulate their dreams for the city. Therefore, these exercises are aimed to facilitate this process by starting from a concrete place, then asking participants to think about different scenarios to the future of these places, and from there identify some underpinning values associated to these visions.

Here the facilitator plays a critical role in helping participants to link their ideas for a particular place and values by asking them why they think these ideas are important. Furthermore, it is critical to also continue working through the perspective of the

personas. This helps participants to see the city from a particular perspective, allowing them to reflect about social diversity in the city as well as approaching dreams and experiences from a more open and critical perspective.

Image 45 Credit Alexandre Aspen Frediani





This stage focuses in planning options for city actions in ways that draws on city aspirations and addresses issues revealed through the diagnosis activities.

These options refer to potential concrete social-spatial interventions as well as strategies to build necessary partnerships and alliances.

## Key Questions;

- What are the potential social-spatial options articulated to hot-spots of the city?
- What the relevant stakeholders needed to advance on those?
- How can the necessary partnerships and alliances be built to advance options in ways that safeguards underpinning the prioritised city aspirations?

## Activities;

### Stakeholder analysis:

For each hot-spot, participants will identify the relevant stakeholders that will need to be involved to advance in the options discussed. After identifying them, participants will draw lines between them that represent the quality or type of their relationship.

### Navigating Power:

After mapping out the actors and their relations, participants will have a discussion on where is power located in this map. Who are the most important and who are the most powerful actors? Based on this analysis, participants will develop a strategy to build partnerships and alliances needed to advance on the options for city-actions discussed. What is the route to influence those with power and involving the important stakeholders? This route will then be visualised in the stakeholder map, illustrating the steps needed to implement the strategy.

### Developing options:

Drawing on the visualisations and findings from the previous exercises, different types of interventions to address the concern of the group are collated to be discussed within groups. Options are articulated according to different themes of intervention. For example, in the group discussing urban mobility, transport

infrastructure was a theme identified, and options included small interchanges, bus stops, traffic lights. After prioritising options and placing them on the map, participants talked about potentials and limitations of options, their timeframes of actions (short, medium and long term) and actors needed to be involved.

### Consolidating options:

Drawing on the information generated through the mapping exercises, each of the three city groups prioritised their main findings by writing up 5 ways of completing the following sentence: 'For an inclusive Freetown, there is a need to...'. These findings were then shared with the other groups, and the team consolidated into city principles and options of interventions.

## Outcomes;

- Shared understanding of the role and power of stake-holders associated to the topic of engagement;
- Development of collective strategy to build partnerships and alliances;
- Detailed analysis of potentials and limitations of potential options of interventions;
- Articulation of common principles across groups, focusing on city wide concerns and aspirations.

Image 46 Credit Alexandre Aspen Frediani



## Reflections from Cockle Bay

The main principles and options of interventions prioritised by the city group were:

### 1) Improve linkages between Cockle Bay community and the city by improving:

- transport connections;
- quality of education facilities;
- quality of housing;

### 2) Reduce city wide inequalities by improving:

- road networks across the city;
- distribution of education facilities;
- distribution of affordable housing across the city;
- distribution of livelihoods opportunities across the city;

### 3) Establish alliances to influence powerful stakeholders by improving:

- linkages between community actors and government authorities;
- opportunities to build city wide partnerships;

### 4) Build capacities of citizens to engage in processes of service delivery especially by improving:

- capacities of community actors to engage in housing processes;
- capacities of teachers to foster more inclusive learning environments;
- capacities of transport service providers to enhance transport coverage in the city.

### 5) Build and improve city-wide infrastructure, such as:

- low cost housing;
- schools;
- public transport

### 6) Have and enforce regulations on:

- quality of houses and price of rent;
- monitoring and evaluation of education services;
- fair price for transport fares and vehicles reaching destinations.

## Facilitators Notes

It is useful to draw lines of different colours and thickness to visualise relationship between stakeholders. For example, green for relations of cooperation, and red for relations of conflict; thicker lines can mean stronger while thinner could mean weaker quality of relations. Then, for the strategy to navigate power, a third and visually strong colour is useful to help in communicating key findings.

Through such representation, the diagram can become a useful instrument to discuss strategies with other actors and build commitments for future actions.

On the 'developing options' mapping exercise, it is good to have each theme of options associated to different colour, in this way visualisation can be more effective. Arrows and drawings are also useful to clarify focus of interventions, and to link relevant actors and policies to particular physical and social actions.

Image 47 Credit Alexandre Aspen Frediani





FOR AN INCLUSIVE FREETOWN, THERE IS  
A NEED TO..... AT THE CITY SCALE

- 1) IMPROVE LINKAGES BETWEEN THE  
COMMUNITY AND THE CITY BY:
  - IMPROVE TRANSPORT CONNECTIVITY
  - IMPROVE QUALITY OF EDUCATION FACILITIES
  - ~~ESTABLISH~~ IMPROVE STANDARD HOUSING
- 2) REDUCE CITY WIDE INEQUALITIES BY:
  - ROAD NETWORKS ACROSS THE CITY
  - ~~BETTER~~ DISTRIBUTION OF EDUCATION FACILITIES
  - PROVIDING AFFORDABLE HOUSING ACROSS THE CITY
  - <sup>CITY</sup> DISTRIBUTING LIVELIHOOD OPPORTUNITIES ACROSS THE CITY
- 3) ESTABLISH ALLIANCES TO INFLUENCE POWERFUL  
STAKE HOLDERS.
  - IMPROVING LINKAGES BETWEEN COMMUNITY + GOV
  - BUILD CITY WIDE PARTNERSHIPS
- 4) BUILD CAPACITIES OF:
  - COMMUNITY - housing
  - TEACHERS
  - ~~SEE~~ TRANSPORT SERVICE PROVIDERS
- 5) BUILD + IMPROVE CITY WIDE INFRASTRUCTURE, SUCH AS:
  - LOW COST HOUSING
  - SCHOOLS
  - PUBLIC TRANSPORT
- 6) HAVE AND ENFORCE REGULATIONS
  - ON QUALITY + PRICE OF RENT
  - ON MONITORING + EVALUATION OF EDUCATION SERVICES
  - ON ~~FAIR~~ PRICE OF TRANSPORT FARES + ON VEHICLE RATCHING DESTINATION
  - ON ~~FAIR~~ FAIR

- 1) IMPROVE LINKAGES between the COMMUNITY AND the CITY by:
  - IMPROVE TRANSPORT CONNECTION
  - IMPROVE QUALITY OF EDUCATION FACILITIES
  - IMPROVE STANDARD HOUSING
- 2) REDUCE CITY WIDE INEQUALITIES by:
  - ROAD NETWORKS ACROSS THE CITY
  - BETTER DISTRIBUTION OF EDUCATION FACILITIES
  - PROVIDING AFFORDABLE HOUSING ACROSS THE CITY
  - DISTRIBUTING LIVELIHOODS OPPORTUNITIES ACROSS THE CITY
- 3) ESTABLISH ALLIANCES TO INFLUENCE POWERFUL STAKE HOLDERS.
  - IMPROVING LINKAGES BETWEEN COMMUNITY & GOV
  - BUILD CITY WIDE PARTNERSHIPS
- 4) BUILD CAPACITIES OF:
  - COMMUNITY — HOUSING
  - TEACHERS
  - ~~SEE~~ TRANSPORT SERVICE PROVIDERS
- 5) BUILD + IMPROVE CITY WIDE INFRASTRUCTURE, SUCH AS:
  - LOW COST HOUSING
  - SCHOOLS
  - PUBLIC TRANSPORT
- 6) HAVE AND ENFORCE REGULATIONS
  - ON QUALITY & PRICE OF RENT
  - ON MONITORING + EVALUATION OF EDUCATION SERVICES
  - ON ~~RATE~~ PRICE OF TRANSPORT FARES + ON VEHICLE REACHING DESTINATION
  - ON FAIR

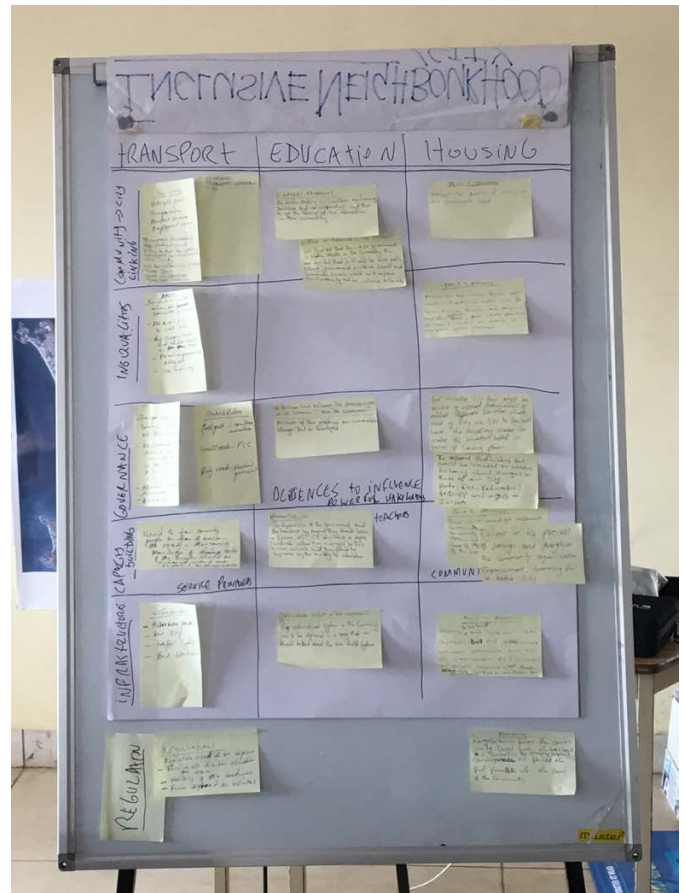
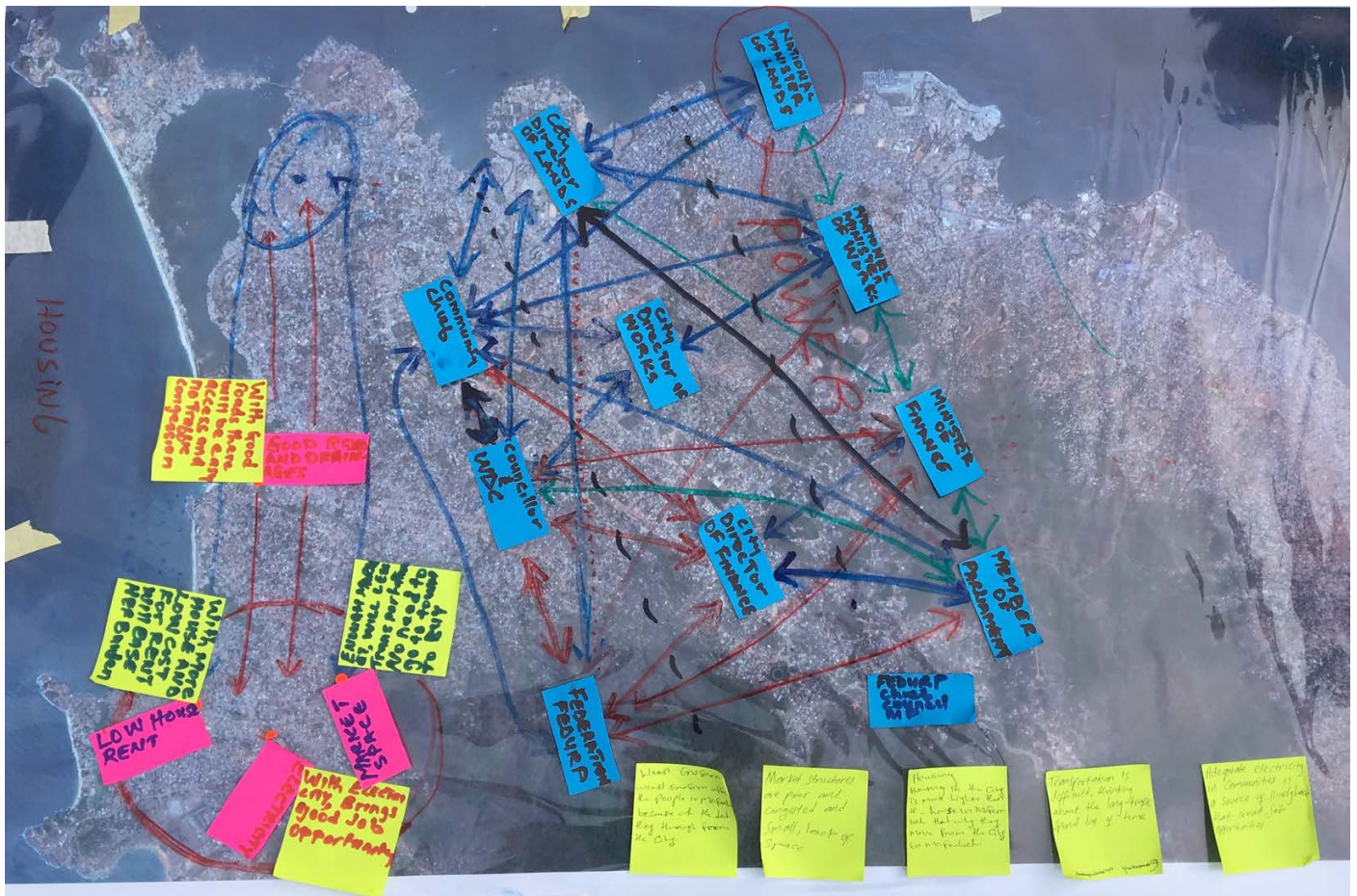


Image 48-50 Credit Alexandre Aspen Frediani





# Defining

This stage focuses on consolidating findings across scales, identifying common themes and discussing priorities for action. This process will reveal the challenges and opportunities for implementing actions.

The defining stage in the workshop was carried out in a session involving workshop and community participants, scale groups shared findings across scales in a facilitated session in which the group produced a set of parameters for participatory neighbourhood planning that will inform future approaches.

## Key Questions

- How do the principles developed in the last stage relate across scales?
- What are the emerging themes and issues?
- How can this method/process be applied in Freetown?

## Activities

### 1. Integrated Scales

The aim of this activity was to explore the connections between the principles produced at each scale in an interactive and visual way. Also for participants from each scale group to understand the findings from the other scales.

A circular board was created for each scale with a graphical icon. Groups were provided with cards to fill with their priorities and arrange them on the corresponding scale

The groups were reorganised, with each new group having representatives from each scale. Starting by taking one priority from one scale, the group then used string to connect this to related priorities at the other scales, as well as thinking about actions that would need to happen at the other scales for the original priority to become a reality. This process was repeated until several linkages had been made across the three scales. For example providing basic infrastructures was a strong theme at all scales.

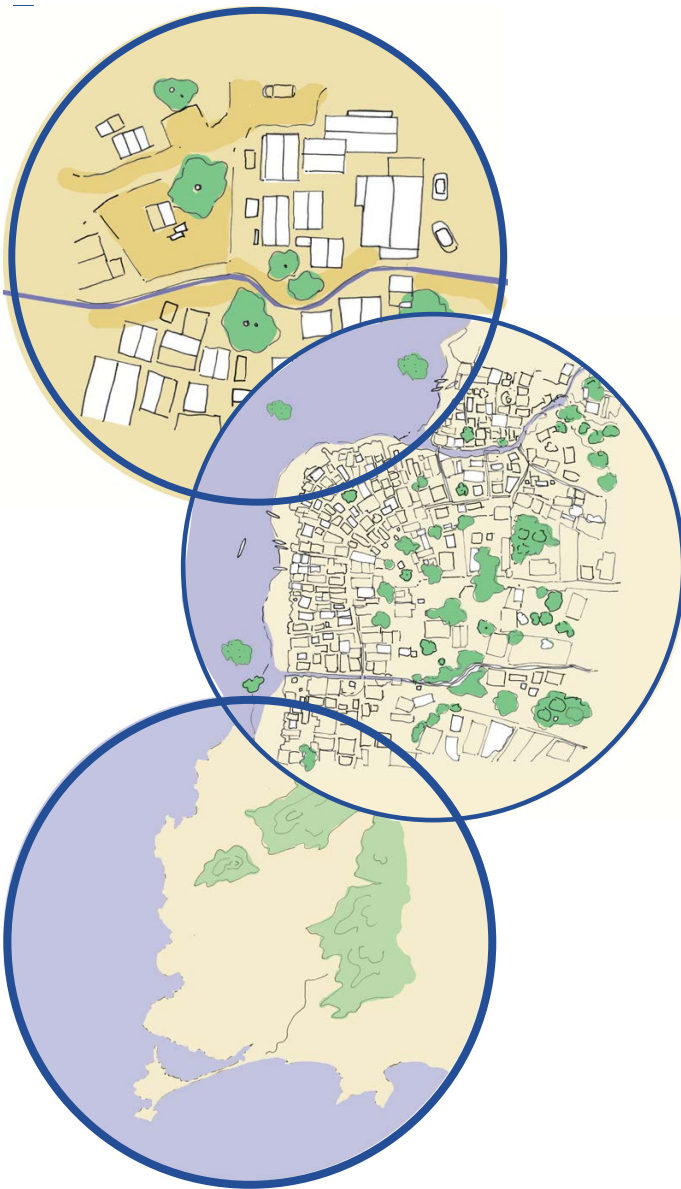


Image 51 Credit Alexandre Aspen Frediani





## 2. Inclusive Planning Manifesto

The aim of this activity was to develop a set of criteria in which participatory planning should happen in Freetown, reflecting on the workshop process.

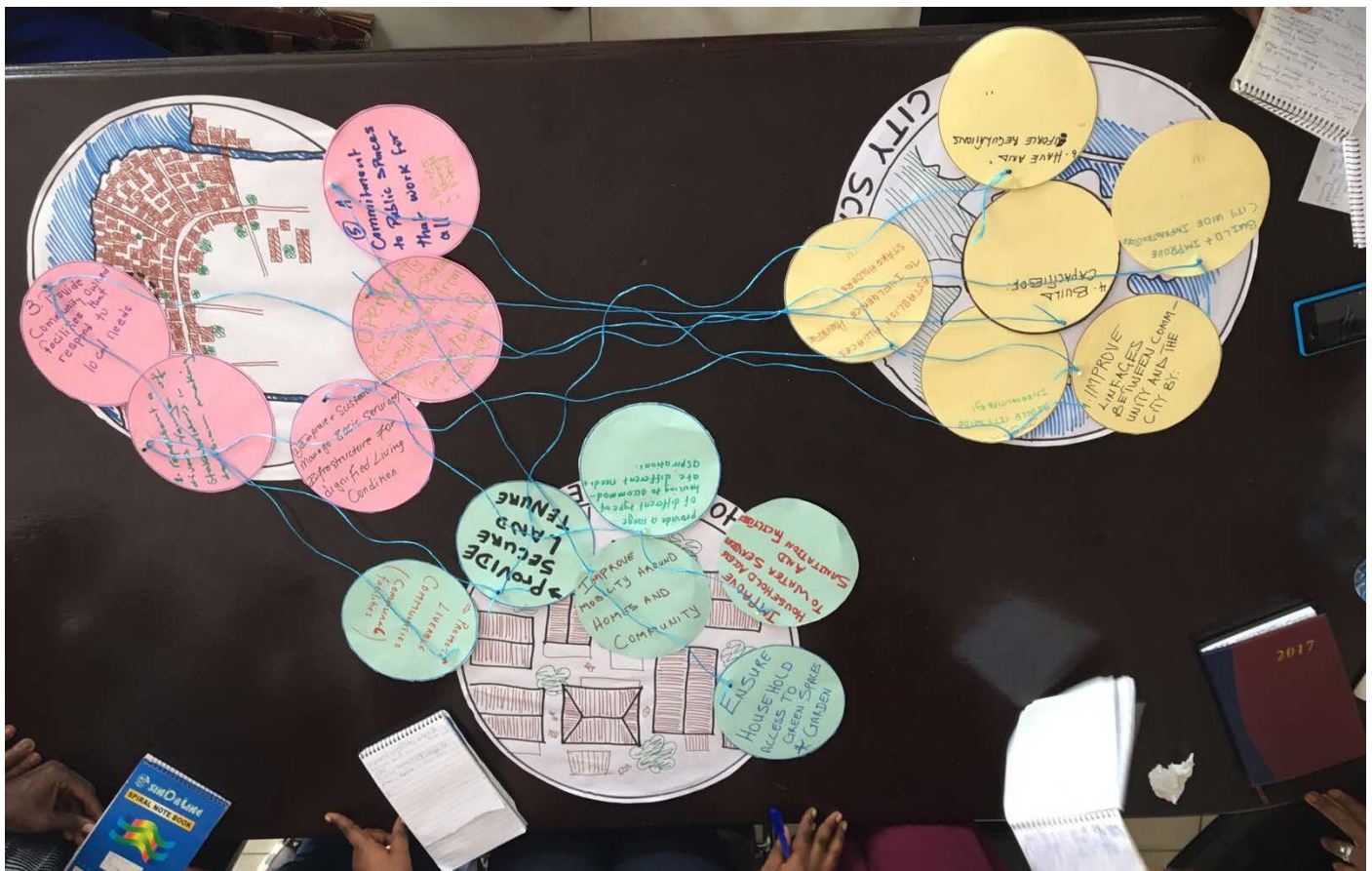
Working in groups participants were asked to consider 'To move towards an inclusive Freetown we demand Participatory Planning that includes...'. Each group identified different demands and wrote these down. These were presented back and pinned to the wall, these were aggregated into 9 bullet points.

## Outcomes

- Build a comprehensive understanding of issues across scales
- Understand that actions need to happen across scales to produce meaningful long lasting changes
- Production of a collective manifesto for participatory planning



Image 52-4 Credit Alexander Stone



## Reflections from Cockle Bay

To move towards an Inclusive Freetown we **demand** participatory planning that includes;

### 1. Accessible Methods of Communication

This point refers to not only the accessibility of planning documentation but the lines of communication between groups.

### 2. Democratic Decision making

This responds to the need for transparency in the decision making process and exploring new ways of decision making at neighbourhood and city level.

### 3. Bringing everyone 'on board'

This responds to the need to include all stakeholders, 'leaving nobody behind', how to include the voices of the most vulnerable.

### 4. Training and Capacity Building

This responds to the need for more opportunities for community level training in participatory design and planning, enabling residents and groups to build the skills required to be part of the process of change.

### 5. Committees for Neighbourhood Planning

This responds to the need for a new neighbourhood level committee that could be responsible to carrying out the activities needed to inform the planning process, this should be representative of the whole community.

### 6. Alliances with different stakeholders at different scales

Participants recognised the need for multi-scale partnerships that would respond to different

requirements such as; funding, advocacy, capacity building, regulations and information.

### 7. Common Vision/Goals

This responds to the need to develop a common vision that reflects the aspirations of the community, something to work towards throughout the process and on which everyone can agree.

### 8. Technical Support

This responds to the need for technical support in the planning process also to develop realistic strategies for issues such as housing and water management.

### 9. Timescales for interventions

This responds to the need for realistic timescales for change, recognising that actions could be short, medium or long term.

### Facilitators Notes;

Participants spent the duration of the workshop focussed at a particular scale, enabling then to gain a detailed understanding of the challenges and opportunities at that level. During the defining stage these expand and provide opportunities for participants to develop strategies recognising that actions needs to happen across scales to produce meaningful change.

The role of the facilitator here is to guide participants through this process and help to systematise issues, creating key links that could inform future actions but at the same time being wary not to lose the richness and details from different groups.

The final event involved large groups and many different voices. Facilitators should consider how to record these discussions through different mediums as in this case trajectories were useful but it was difficult to capture everything.



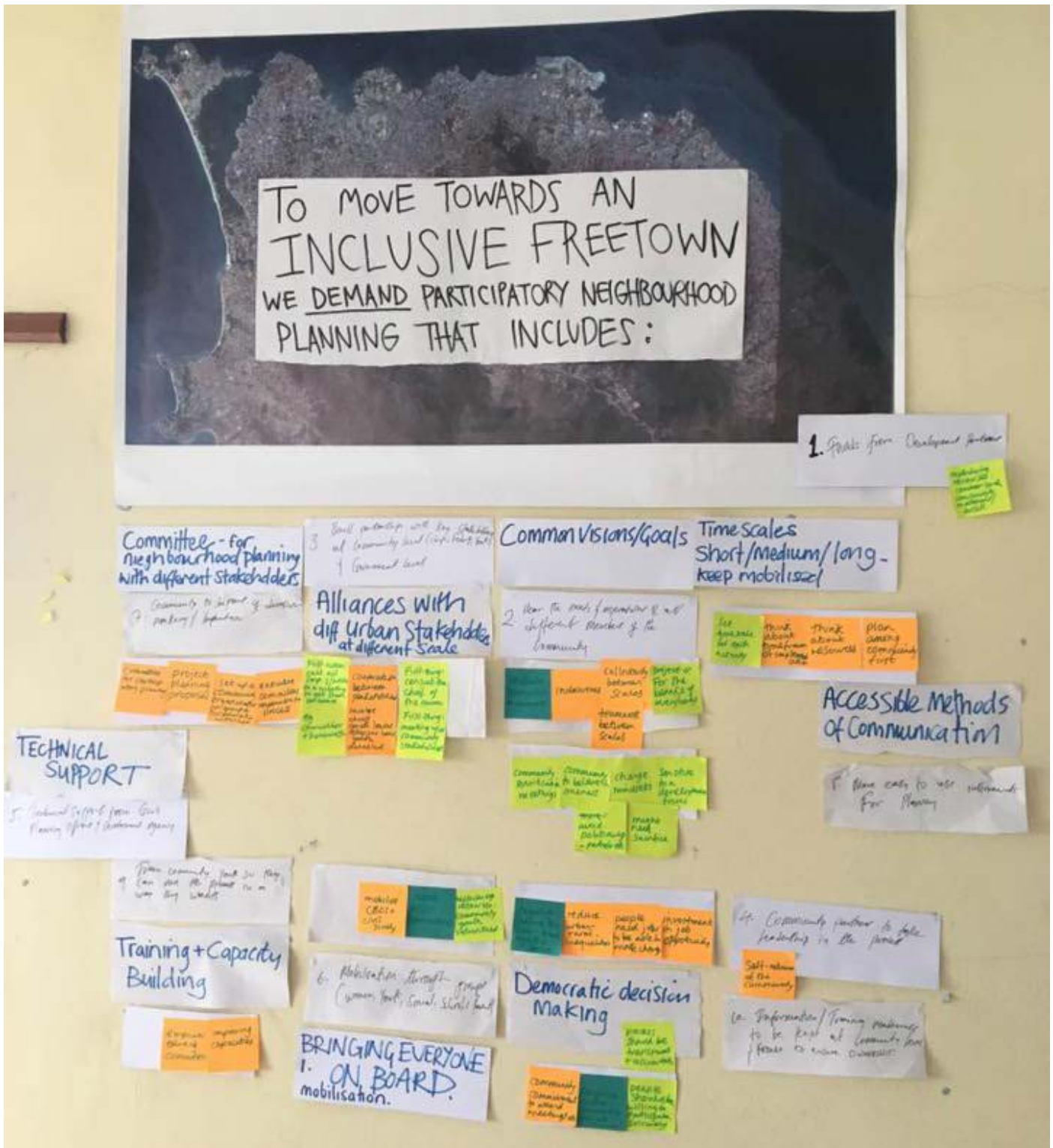


Image 55 Credit Alexandre Aspen Frediani

This report outlines the process and findings from a collaborative multi-stakeholder action research workshop in Freetown, designed as part of a wider initiative with SLURC and DPU to assess the role that 'action area planning' can have in the production of inclusive city-making. The workshop was conceived as a space to test how the Change by Design participatory methodology could contribute to the process of creating localised action area (or neighbourhood) plans that involve communities from informal settlements as well as civil society and government actors.

The week-long workshop condensed theory and practice with site visits to engage community participants in Cockle Bay. Given the timescale the priority was not to develop an action area plan for Cockle Bay but test the tools and processes as well as reflecting on the delivery.

The activities were implemented quite rapidly but proved to be engaging and successful in unlocking the challenges and aspirations of the community. The principles that emerged from the process were collectively produced and provided a powerful statement for change.

Challenges identified by participants included;

- How to leave no one behind: it was noted that the community participants were generally between 20-40, how to engage the young and old as some activities were fast paced and this made it difficult to follow.
- Engaging across tenures: land ownership is very complex in Freetown and there was a sense that a broader section of the community in terms of tenure is needed to make change.
- Local political affiliations and power relations in communities could destabilise the process of change.
- Need for technical support to establish plans that are in a format accessible to all stakeholders.

The symposium on the first day of the workshop identified a willingness of local government and ministries to consider and work with community-led plans with a recognition that people need to be involved in the process of change, have options to meet their needs and be part of the future vision for the city.

The next phase of research conducted by DPU SLURC and supported by ASF-UK will engage two informal settlements in a longer process to provide an example of how participatory design and planning can inform the production of an inclusive action area plan in Freetown.

The team would finally like to thank the community participants and residents from Cockle Bay for hosting the team and engaging in this research.



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## Useful Links:

[www.asf-uk.org](http://www.asf-uk.org)

<http://www.asfparticipate.org/>

[www.world-habitat.org/world-habitat-awards](http://www.world-habitat.org/world-habitat-awards)

<http://www.slurc.org/>