



INTERNATIONAL ACADEMY
Initiative in Education & Lifelong Learning

Appreciation Programme

Participatory Enumeration and Mapping

Module - IV

The development of Appreciation Programmes has been made possible through the technical and financial support of DVV International, Ford Foundation, Rockefeller Foundation, Swiss Agency for Development & Corporation, University of Victoria (UVic) and PRIA

Participatory Enumeration and Mapping

©PRIA International Academy 2013

Table of Contents

S. No.	Topic	Pg. No.
	Introduction	3
Unit 1	Building a community organizational process	4
1.1	Building groups and networks	4
1.2	Exploring communication and leadership roles	4
1.3	Helping communities process data	5
1.4	Exploring what to do with the data	6
Unit 2	Challenges of community driven enumeration process	8
Unit 3	Detailed case studies	8
3.1	MUTP- Rehabilitation and Relocation project	8
3.2	Role of Enumeration in Uganda and Journey towards	12
	References	17

Introduction

On the onset of this module it is assumed that the exploration of facilitating participatory data collection has been completed; experiences of how the intervention was undertaken has been gained; people's responses have been taken into account; simple data and tables have been developed; registers have been prepared. In some instances, depending on the local context, processes will either emerge by themselves as a result of the intervention or they will need some facilitation.

This module helps to explore both the immediate and the long term possibilities that emerge as outputs and outcomes as a result of the process. In addition, two case studies are presented describing a few instances of what happened during the surveys and their outcomes. Eventually, the recipient is encouraged to write about their own experiences in a form of a case study.

Unit 1: Building a community organizational process

1.1 Building groups and networks:

- To avoid duplication while collecting information the clusters are demarcated; some clusters pre-exist while others are recognized through discussions during household surveys and numbering. By providing immediate feedback of clusters to each individual group and then bringing the groups together for further discussion helps to formulate geographic clusters. These cluster groups enjoy better communication and promote future actions.
- Another form of classification is to separate the community gender wise and/or age wise; such a distinction allows the communities to reflect on data about themselves and their settlement.
- If more than one settlement is surveyed then the clusters and groups can meet and exchange their information, aggregate the data to see what can be extrapolated.

1.2 Exploring communication and leadership roles:

Apart from traditional leaders, the activities of surveying itself produces volunteers who seek to learn these new techniques of collating data, sharing information and so on. In addition, the process recognizes a new set of people in the community that are willing to explore being part of a collective leadership. Since identifying leaders is initially linked as being part of the activity, it does not threaten the traditional leaders and it produces multiple facets of leadership forms in the community.

Those who assisted in collecting the data and collating the tables are invited to present the data to the cluster group. Through such meetings, those willing to participate in discussions are identified and women and young girls are encouraged to explore communication and leadership roles.

All of the volunteers are invited to form an association and the older traditional leaders are encouraged to support youth and women to explore these functional roles.

1.3 Helping communities process data

Registers and sign offs: the first activity is to prepare a register in which the house number and names of members of household is prepared. Corrections to the register are made when the information is displayed in the cluster groups; spellings or names may be written incorrectly and/or names may not appear or may have been duplicated. Maintaining this register up to date is a useful activity that the cluster leaders can continue to do.

a) Simple tables for aggregating variables: simple tables or cross tables done together is an excellent way to show residents how aggregation of the data is done. Age groups, employment incomes, migration history, language etc. when aggregated begin to develop the profile of the cluster and community.

b) Developing rituals of feedbacks to sub clusters about tables with simple aids:

Once the tables are formed, numerous innovative methods are applied to communicate the data within the group and with outsiders; for example, the data could be presented in the form of a play or a skit, enacting the finding of the

Participatory Enumeration and Mapping

survey and portraying the possible benefits. A story which features the community and is TOLD AS WE is powerful and reflects collective representation. Women and young people can weave their settlement history as narrated to them by the older members with what the data shows and the community's reflections of the data.

1.4 Exploring what to do with the data

a) Examine the documentation that the people already have:

Helping individuals, households and the community at large to collate their documents and understand the value of each of these documents is vital. Living in a city requires possessing some form of identity. The city may have provided the slum dwellers with documents at various times to get benefits or prove their identity in addition to their settlements names. A list or a table is prepared to identify which documents are present and which need to be acquired. Only after a person knows what documents are missing and its importance, can they start the process of obtaining it.

It is vital for a settlement as a whole to learn whose land they are on, the implications of that, and the status of the settlement in the registry of the city. In addition, it is important to know if the slum is notified in the eyes of the government. Each state will have a different nomenclature. Slums on private lands, municipal lands, and state and central lands have different levels of security.

b) Visiting the local political representative:

Assessing the relationship between the residents and the local politician has to be undertaken with the communities. Presenting the data and its usage to the government requires readiness, reflection and strategy which should be discussed with the group beforehand. The politicians can at times assist the settlements to find information they don't already have or represent their demands. However, it is also possible that there may be some adverse outcomes which need to be reviewed.

**c) Visiting the following departments of the local ward office and municipality:
some examples of how the data can be used**

- Education department: Based on information collected on the number of children attending school - discussions can be undertaken with the education department in the city.
- Birth and death certificate: It is vital for all citizens to have birth and death registered with the city and to obtain the certificates. Volunteers can fill these forms and get bulk registration done.
- Health department: Health checkups by primary health centres for TB, communicable disease, or preventive health are useful activities to be undertaken. In addition, camps such as immunisation camps, eye checkups for older people, diabetes and blood pressure checkups can be explored.
- Water and sanitation department: Water and sanitation is often lacking in the settlement. Documentation of the status of these services and their lack of access or availability can also be explored with the municipality.

Participatory Enumeration and Mapping

Unit 2: Challenges of community driven enumeration process

Community surveys are not always welcomed and may be violently rejected.

Understanding why the animosity exists can sometimes be explored, but otherwise it may be wise to take a break and return to the process later.

Unit 3: Detail case studies

Following are the few examples where enumeration and mapping has become an important instrument for community driven development.

3.1 MUTP- Rehabilitation and Relocation project

Introduction

The MUTP (Mumbai Urban Transport) project was designed to improve the railway traffic and transportation in the city of Mumbai. To make way for the new lines, to optimise the speed of the train, and to improve the road infrastructure



Railway slum

surrounding the tracks, 35,000 slum families living close to 10 feet from the railway lines were required to relocate. Earlier, such projects would have evicted rather than relocated the households, but because the World Bank was lending the state of Maharashtra funds for the project, the government agreed to a relocation and rehabilitation policy. As per the policy released under MUTP, each project affected

Participatory Enumeration and Mapping

family was to be allocated 225 sq. ft. tenement free of cost. In situations where the families were required to shift immediately, a transit accommodation measuring 120 sq. ft. with basic amenities was provided. The relocation and rehabilitation policy was implemented with the active involvement of NGOs and the full participation of affected communities.

Community driven survey

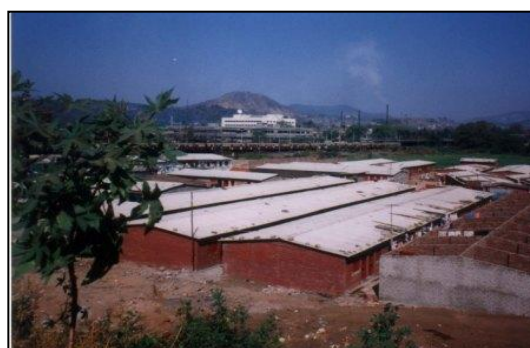
The house-model exhibition of the pavement dwellers in Byculla was one of the most important historical milestones for many slum dwellers, including the people living along the railway lines.

In 1988, after the success of the pavement dwellers survey, the government of Maharashtra contracted SPARC to survey the slums along the rail way track. In a report called, “beyond the beaten track” all of the railway slums up to 80 feet from the track were surveyed. As a result of the data collection, all the residents association and their leaders who had volunteered to participate in data collections formed the Railway Slums Dwellers Federation (RSDF), undertook formation for women collective, and began a dialogue to explore relocation away from the track.

Armed with the settlement data by the time the government policy came into being, the residents association demanded that the contract to develop the baseline survey to undertake entitlement for house be done by the federation (RSDF), with support from SPARC. In addition, they sought to design and execute their own relocation.

Organising the community:

The first step in organizing the communities was to break them into small informal groups of 50 headed by a leader; then using the registers, wherever the communities were willing, another round of data checking was undertaken. From this stage, the majority of the qualitative information collection and capacity building was done in these groups. Many female leaders also took part in the household and community surveys. The repeated interaction between the Alliance staff and the slum dwellers allowed a rapport to develop and the inhabitants of the settlement became more knowledgeable about the issues of community, control and management, and how to work in cooperation with the government agencies. The next step was hut counting, followed by the preparation of rough maps. The maps allowed each house to be identified and the earlier chalk numbers on each dwelling was re-done in permanent paint. Next, the cadastral surveys of the affected settlements were completed. The survey then began, using the painted house numbers as interview schedule numbers since these numbers are useful for household identification. The families were then regrouped to form cooperative societies. This regrouping had a critical role in organizing the move and the resettlement since the families were able to choose their neighbours. Lastly, the communities took family photos against their house and created identity cards.



Transit Housing

Participatory Enumeration and Mapping

Outcomes

The community driven process established by the railway slum residents set a precedent that any slum community could engage in to challenge the procurement norms of large infrastructure projects which usually utilize external professionals to undertake such activities.



Demolition along the railway tracks

The leadership that emerged when the first surveys were undertaken were the people who designed and managed the relocation and continued to support the activities of the post relocation households. The proactive involvement from the beginning of those who were to be relocated ensured that the project was able to proceed on schedule and avoided cost overruns due to delays and court cases. Finally, and most importantly, the infrastructure investments and the registers prepared by communities and signed off by the city ensured that there could be no name substitution, so that everyone got a house as proclaimed.



Shifting to new houses

3.2 Role of Enumeration in Uganda

Background

The Ugandan officials initially observed the SDI (Slum Dwellers International) at the UN-Habitat World Urban Forum held in Nairobi in June 2002. Subsequently, the Ugandan Ministry of Lands, Housing and Urban Development invited the SDI delegates to Uganda. In Sept. 2003, the



Slum of Uganda

SDI visited Kampala which led to two parallel processes; first was the development of Memorandum of Understanding (MOU) between National Ministry of Housing and Public Works and the SDI; second was mobilization of slum dwellers in the cities of Kampala and Jinja.

By the end of 2003, NSDF- Uganda, with support from SDI and with the partnership of national housing department, conducted its own enumeration and mapping of Kisenyi, one of largest and oldest settlement in the centre of Kampala.

Enumeration and mapping



Slum mapping and sharing

Participatory Enumeration and Mapping

In Kisenyi, first a survey team comprised of residents of settlement were trained to the conduct the surveys. Then the survey team systematically counted each household and shack to form an estimate of the population of the settlement. They also noted the infrastructure and services within the settlement. Manual mapping of the settlement, using methods such as “walking papers” were used to map the settlements.

The community led enumeration showed that the population of Kisenyi was determined to be approximately 27,000 households of which four-fifths moved to Kampala between



Survey

1985 and 1995. In addition, it showed the complex tenure arrangements within the community. The survey contributed to a greater level of awareness about infrastructure and services present in their settlement and provided possible paths towards upgrading. Lastly, the enumeration process led the community understand the

importance of community participation and the necessity of prioritizing their goals to achieve long lasting results.

Once the slums were mapped, leadership nominated from all the city slums met and presented this data to the city which are now officially accepted by



Community meeting

Participatory Enumeration and Mapping

the city. Savings groups were initiated and together with the city, a City Urban Poor fund was developed where every neighbourhood would apply for funds for slum improvement and build capacity to either undertake the task or supervise it.

The enumeration process introduced the following changes in Kisenyi: it supported the growth and fine tuning of NSDF-Uganda, allowing it to mature and build up internal resources of experience and knowledge; it led to a model house exhibition inaugurated by the Ministry which helped to mend the relationship between the communities and the national and the local officials; NSDF- Uganda negotiated with the local municipality for land on which to construct the first community toilet in Kisenyi, which included meeting facility.

Subsequently, household surveys were done and were entered into a computerised data base. Settlements used the data for other engagements with the city for services like health and other needs of the residents association. Together the city officials and slum federation of Uganda interacted with the national government to draw on national funds.



Community meeting under LSC

While this process was fraught with challenges and wastage, it set a precedent that showed government and communities that it was possible to turn their aspirations into concrete reality.

Participatory Enumeration and Mapping

Outcome

NSDF- Uganda continued to grow both in terms of its own capacity and internal processes and in consolidating government support. In 2010 the NSDF-Uganda partnered with Cities Alliance as part of the Transforming the Settlement of the Urban Poor in Uganda (TSUPU) project (This project is part of global programme called Land Services and Citizenship for the Urban Poor), funded by the Bill and Melinda Gates



Housing Exhibition

Foundation for five city enumeration. Uganda is one of the first countries where enumerations become part of a large scale international development project. The five-city enumeration focused on secondary cities of Uganda i.e.

Aura, Jinja, Kabale, Mbale and

Mbarara to prepare the cities to proactively manage their future growth of urbanisation.

This project has brought the academician and students into the planning and policy formation processes.

After the completion of the five-city enumeration, the community members began discussing their priorities and desires in terms of development project. Since the community had become part of the process, they wanted to continue playing the role. At present, NSDF-Uganda is pursuing water and sanitation projects in four cities based

Participatory Enumeration and Mapping

Cities alliance is an organisation created by multilateral and bilateral donors to explore innovative interventions to address the urbanisation challenges worldwide. Over a period of time the membership opened and countries like Brazil, South Africa, Nigeria Philippines and others joined.

upon needs identified during enumeration. The LSC (Land Services and Citizenship) project represents a huge leap forward in developing a country. It starts with intervention through a mode of partnerships with stake holders in which the country, its network of cities, donors and slum dwellers work to develop inclusive development.

4.5 References

- Patel, Sheela, d'Cruz, Celine & Burra, Sundar (2002, April) "Beyond evictions in a global city: people-managed resettlement in Mumbai" Environment and Urbanization 2002, Vol.14 No.1.
- "Demolition to development", a video by the alliance SPARC-NSDF-MM available for viewing at <https://www.youtube.com/watch?v=9ED1YktDd3g>.
- "Indian Enumeration Process", a video by the alliance SPARC-NSDF-MM available for viewing at: <https://www.youtube.com/watch?v=xNN2J6yoBfc>.
- <http://www.actogetherug.org/> - Website for Uganda.
- Makau, Jack, Dobson, Skye & Samia, Edith (2012, April) Editorial-"Five city enumeration: role of participatory enumerations in developing community capacity and partnership with government in Uganda", Environment and Urbanization, Vol. 24 No. 1.