

ENVIRONMENT AND THE CHALLENGE OF SUSTAINABLE DEVELOPMENT



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Chapter 26

Participatory Slum Appraisal as a Strategy for Sustainable Urban Development

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Introduction

Slums are captured generally as settlements outside the planned cities and their inhabitants as outside the society. Francoise (2006) describes the slum as a place of lawlessness and illegality. He identified four phases in the approach to slums. The first phase (1950s-1970s) identified slums as being the result of a transitional process generated by a strong rural exodus. The second phase which started from 1970s witnessed the upgrading of slums as strategies towards uplifting the standards of these precarious neighbourhoods. However, these promotions were spearheaded by international organizations like UNICEF and World Bank. The third phase from 1990s focused on strategies towards slum rehabilitation and resettlement. This concern emerges from the growing consciousness of the extreme environmental degradation in slums and the resulting risks for residents. The fourth was summarized in the UN-HABITAT Declaration, 2004/2005 which aims to combat poverty and improve the housing conditions of at least 100 million slum dwellers by 2020.

The term 'slum' is given various meanings across different geographical areas. Some of these are: favelas of Brazil, chawls of Mumbai, (India), the bustees of Kolkata (India), the colonias populares of Mexico City, the intra-muros of Rabat (Morocco), the katchiabadis of Karachi (Pakistan), the

bidonvilles of Abidjan (Cote D'Ivoire) and baladis of Cairo, Egypt (UN-HABITAT, 2003).

The slums of the world especially in developing countries are manifestations of spatial and environmental inequalities with features of deprivation, unemployment, social exclusion, disease, crime and insecurity. However, they are also centres of economic and social opportunities through the provision of low-cost labour for the public and private production of goods and services as well as providing a social network of support for migrants (Francoise 2006). Hence, the UN-HABITAT proposes a dual classification of slums. These are: classification linking it to neighbourhood suffering a process of degeneration and as settlements undergoing transformation and improvement.

The process of transformation and improvement of slums take the form of complete demolition or upgrading which are collectively referred to as urban renewal. Urban renewal is a comprehensive community redevelopment programme (Agbola, 1987) through which a particular section of a settlement is upgraded with a view to making it a new through modernization (Olawepo, 2010). One common method adopted by developing countries including Nigeria to upgrade the infrastructural deficiencies in the slums is participatory development through Participatory Slum Appraisal (PSA).

Concept of Participatory Development

Participatory development is a process through which stakeholders can influence and share control over development initiative, and over the decision and resources that affect themselves (ADB, 1996). Japan International Cooperation Agency [JICA] (1995) sees Participatory development as the development within a developing society aims at building into the society mechanisms that will ultimately permit self-reliant growth without foreign assistance at

able growth patterns for economic development in harmony with the environment, and at providing equal and appropriate opportunities to take part in development to overcome income gaps, regional disparities, and inequalities between men and women. Participatory development seeks to engage local population in development projects, most manifestation of it seeks to give the poor a part in the initiative designed for their benefit in the hopes that development projects will be more sustainable and successful if local population are engaged in development process (Cornwall, 2002). According to Ray (2000), participatory development is the involvement by a local population and additional stakeholders in the creation, contents and conduct of an intervention designed to change their lives.

Participatory Slum Appraisal: A case Study of Upgraded Slums in Lagos State

Participatory slum appraisal is an approach adopted to involve the slum residents in the planning and implementation of providing infrastructural upgrading to the slum communities. The public-private intervention of slum upgrading in Lagos started with pilot upgrading at the cost of N314 million (US\$ 2.0 million) in Badia under the 1995 Lagos Drainage and Sanitation project (Cr 2517). This served as a feasibility test of developing an upgrading program in Lagos State. However, the results of the feasibility test in Badia with support from Norwegian Government in 2001 showed that construction and rehabilitation of drains and community facilities had greatly improved the living conditions of the residents in Badia community. The success recorded in Badia propelled the Lagos State Government and Lagos State Urban Renewal Board in 2002 to select nine (9) more slums for infrastructural upgrading.

However, Lagos State Government embarked upon intense participatory process to identify community needs and priorities. The interactive process involved the full participation of all the

necessary stakeholders in the slum upgrading programmes including the slum residents, planners, government agencies among others. In all, eighty-three (83) stakeholders consultative, nineteen (19) community level meetings, sixteen (16) working sessions with local governments, two urban fora in addition to various meetings with senior state officials were conducted before the subprojects proposals for the selected slums were finalized. The community demands were further turned to plans by local engineers and planners which were shared with the state, local government and the slum communities to ensure a clear and shared understanding among the different stakeholders. This implied that the final proposal reflect a clear agreement between the slum communities preferences, feasible options in terms of availability of land, financial constraints and the adoption of standards that is contiguous to each slum area, that is local government standard. The required infrastructure for each slum communities is summarized in Table 1 below:

Slum Upgrading Programmes of Lagos State Government in each slum

Slum Areas	Upgrading Programmes
Agege	Roads: New construction, 20 streets (4.4km), rehabilitation: 2 streets (0.6km). Water supply: 12 boreholes. Health centre: 1 (to be located). Street lighting: 6 streets, 4.3km. Public toilets (3). Box culverts (4).
Ajegunle	Roads: New construction, 54 streets (12.1km), rehabilitation: 3 streets (1.8km). Water supply: 12 boreholes. Health centre: 2 (to be located). Street lighting: 4.0km (to be located). Public toilets (5). Schools: 2 new primary schools, rehabilitation of 3 schools, 2 primary, 1 secondary. Market stalls (1), community hall (1), electric transformers (5).
Amukoko	Roads: New construction, 12 streets (4.4km). Water supply: 1.5km pipes. Health centre: 1 (to be located). Street lighting: 8 streets, 3.9km. Public telephones (4). Electric transformers (4), market (1).
Badia	Roads: New construction, 25 streets (6.6km), rehabilitation: 1 street (0.4km). Water supply: 13 boreholes. Health centre: 2 for rehabilitation. Street lighting: 29 streets, 6.6km. Public toilets (2). Schools: 4 schools for rehabilitation. Market stalls (2), public telephones (5), box culverts (35).
Bariga	Roads: New construction, 8 streets (2.5km). Water supply: 2.3km water pipes, 19 streets, 5km. Health centre: 2 for rehabilitation. Street lighting: 46 streets, 9km. Public toilets (2). Schools: 4 schools for rehabilitation. School construction (1). Dredging of canals to be done under the drainage component.
Ilaje	Roads: New construction, 6 streets (2.2km), rehabilitation: 1 street (0.4km). Water supply: 8 streets, 5km pipes. Health centre: 1 for rehabilitation. Street lighting: 46 streets, 12km. Electric transformers (2). Schools: 4 schools for rehabilitation, school construction (1). Market stalls (1). Fish smoking facilities (2), box culverts (22). Dredging of canals will be done under the drainage component.
Itire/Ijeshatedo	Roads: New construction, 24 streets (5.1km), rehabilitation: 8 streets (3.6km). Water supply: 20 boreholes. Health centre: 1 (to be located). Street lighting: 17 streets 5.2km. Public toilets (5). Schools: 2 new primary school. Market stalls (1), public telephones (5), Box culverts (10).
Iwaya	Roads: New construction, 18 streets (3.7km), rehabilitation: 1 street (0.4km). Water supply: 2.5km water pipes. Health centre: 2 for rehabilitation. Street lighting: 18 streets, 3.9km. Electric transformers (2). Schools: 4 schools for rehabilitation, school. Market stalls (2), community hall (1), box culverts (10). Postal agency.
Makoko	Roads: New construction, 14 streets (3.7km), rehabilitation: 1 street (0.4km). Water supply: 6 boreholes. Health centre: 1 new and 1 for rehabilitation. Street lighting: 14 streets, 3.7km. Electric transformers (2). Schools: 2 schools for rehabilitation. Public toilet/bathrooms (2), refuse truck (1), box culverts (10), community hall (1), cold rooms (2) for fish storage, postal agency, fish smoking facility, floating jetty. Dredging of canals will be done under the drainage component but secondary and tertiary drains are included.

Source: Study of nine slums by Stoveland Consultant, 2002.

Impact of Participatory Slum Appraisal in Lagos state

In order to assess the impact of participatory slum appraisal in Lagos State, data from Lagos State Urban Renewal Authority (LASURA) on the basic requirements in each slum areas and the level of

implementation were computed for the analysis. This is necessary because the level of implementation of the slum upgrading programmes is an important determinant of the impacts of these programmes on the residents. The facilities examined were: construction of roads/rehabilitation, provision of health centres/hospital, provision of pipe borne water (tap water and borehole), construction of school/rehabilitation, and construction of modern market/community hall and provision of transformers to improve electricity.

Based on the information extracted from the records of Lagos State Urban Renewal Authority (LASURA), out of the total 51.3km length of road required in the nine (9) upgraded slum areas, 31.58km representing 61.56% had been completed (see Table 2). Table 2 further revealed that the level of implementation at Bariga and Itire/Ijeshatedo and Amukoko slum areas were 100% while it was 92.2% at Iwaya. However, the lowest level of implementation was at Ajegunle with only 3.62km length of roads representing 26.04% completed.

Table 2: Level of Implementation on Road construction and Rehabilitation

Slum Areas	Required (Km)	Constructed (Km)	% Level of Implementation
Agege	5.0	Na	Na
Ajegunle	13.9	3.62	26.04
Amukoko	4.4	4.4	100
Badia	6.0	3.64	60.6
Bariga	2.5	2.5	100
Ilaje	2.6	1.37	54.8
Itire/Ijeshatedo	8.7	8.7	100
Iwaya	4.1	3.78	92.2
Makoko	4.1	3.59	87.6
Total	51.3	31.58	

Source: Lagos State Urban Renewal Authority (LASURA), 2011
Na: Not available

provision of health centres/hospital is important to safeguard health during sickness. Research has established that many health centres were traced to the housing and environmental conditions in slums. Table 3 revealed that out of proposed eleven (11) health centres either to be constructed or rehabilitated, six (6) representing 54.5% had been completed. These include two health centres rehabilitated each in the slum areas of Badia and Makoko while a new health centre each was constructed at Ilaje and Itire/Ijeshatedo.

Table 3: Level of Implementation for provision of Health Centre

Slum Areas	Required	Implemented	% Level of Implementation
Agege	Na	Na	Na
Ajegunle	2	0	0
Amukoko	1	0	0
Badia	2	2	100
Bariga	Nr	Nr	Nr
Ilaje	1	1	100
Itire/Ijeshatedo	1	1	100
Iwaya	2	0	0
Makoko	2	2	100
Total	11	6	

Source: Lagos State Urban Renewal Authority (LASURA), 2011 Na: Not available; Nr: Not required

The provision of improved source of water through tap water and borehole to slum residents in the slum areas involved the provision of sixty-nine (69) borehole points and pipes which covers 11.3km. In all the slum areas, fourty-three (43) borehole points representing 62.3% had been provided to increase residents' access to improved water source. Table 4 further revealed that the level of implementation for various slum areas was: Amukoko (100%), Badia (61.54%), Itire/Ijeshatedo (100%), Iwaya (100%) and Makoko (100%).

Table 4: Level of Implementation on Provision of Improved Water source

Slum Areas	Required	Implemented	% Level of implementation
Agege	12	Na	Na
Ajegunle	12	3	25
Amukoko	1.5km pipe	1.5km pipe	100
Badia	13	8	61.5
Bariga	2.3km pipe	Na	Na
Ilaje	5km pipe	Na	Na
Itire/Ijeshatedo	20	20	100
Iwaya	6	6	100
Makoko	6	6	100
Total	69	43	

Source: Lagos State Urban Renewal Authority (LASURA), 2011
Na: Not available

Public primary and secondary schools had existed in the slum areas prior to the intervention of slum upgrading programmes. In addition to the existing ones, six (6) newly constructed schools and twenty-one (21) are targeted for rehabilitation. Three (3) new schools had been constructed and eleven (11) schools rehabilitated representing 50% and 52.38% level of implementation respectively (see Table 5)

Table 5: Level of Implementation for School construction/rehabilitation

Slum Areas	Required new rehabilitated	Implemented new rehabilitated	% Level of implementation
Agege	Nr	Nr	Nr
Ajegunle	2	3	60
Amukoko	Nr	Nr	Nr
Badia	4	4	100
Bariga	1	4	80
Ilaje	1	1	20
Itire/Ijeshatedo	2	2	100
Iwaya	Nr	4	0
Makoko	Nr	2	0
Total	6	21	11

Source: Lagos State Urban Renewal Authority (LASURA), 2011
Nr: Not required

level of implementation for the provision of public toilet was 43%. This is because three (3) toilets had been completed from the total of seventeen (17) toilets to be constructed in the slum areas of Agege, Ajegunle, Badia, Itire/Ijeshatedo and Makoko (see Table 6). Furthermore, a total of four (4) markets and a community hall had been constructed representing 50% and 33.33% level of implementation respectively.

Table 6: Level of Implementation of Toilet, Market/ Community Hall and Electric Transformers

Slum areas	Toilet Required	Implemented	Market/hall Required	Implemented	Transformers Required	Implemented
Agege	3	Na	Nr		Nr	
Ajegunle	5	0	2	0	5	4
Amukoko	Nr	Nr	1	1	4	0
Badia	2	0	2	2	Nr	Nr
Bariga	Nr	Nr	Nr	Nr	Nr	Nr
Ilafe	Nr	Nr	1	1	2	0
Itire/Ijeshatedo	5	1	1	1	Nr	Nr
Iwaja	Nr	Nr	3	-	Nr	Nr
Makoko	2	2	1 hall	1	2	Nr
Total	17	3	8 market; 3 hall	4 market; 1 hall	13	4

Source: Lagos State Urban Renewal Authority (LASURA), 2011
Nr: Not required Na: Not available

However, as revealed further in Table 6, Ajegunle was the only slum areas where 80% of the transformers required had been provided. In all, the level of implementation for the provision of this facility was 30.77%.

Conclusion

This study has demonstrated the need for the involvement of local people and community in slum planning process. This is reflected on the impacts of the slum upgrading programmes on the residents. The impacts on road construction, provision of pipe borne water, prevention and reduction of crimes, construction of schools and creation of open space/playground were felt mostly across the slum areas. It has also showed that slum upgrading and not slum

demolition is a better option which should be encouraged.

The policy of slum upgrading rather than its total demolition should be encouraged and incorporated into urban planning and policy. Agencies such as Lagos State Urban Renewal Authority (LASURA), Lagos Metropolitan Development and Governance Project (LMDGP) among others should be charged with the responsibility for the sustainability of the renewal programmes. Public-private partnership in slum upgrading being implemented should be sustained and even replicated in other urban renewal programmes.

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