

The Spatial Justice of Slum Upgrading Game

Game time: 1,5 hours.

How to play

1. Print SHEET A (Canvas) in A1 format. Print one for each group.
2. Print SHEET B (Cards) in A3 format. Cut the cards. Make a set of cards for each group.
3. Print SHEET C (Background story) in A4. Print one background sheet per participant.
4. **GROUP FORMATION:** Before the game starts, divide the groups. Method: Ask people to stand up. Ask members of (i) civil society (ii) public sector (iii) private sector (iv) academia, to go to different corners of the room. Promote small discussion on the main goals of each group. Divide the participants into groups of 5, distributing members of each sector proportionally.
5. **DISTRIBUTE MATERIALS:** Distribute one canvas (A) and a set of cards (B) per group. Distribute background story (C) (one sheet per participant). Distribute sets of stickers (red, yellow and blue).
6. **CONTEXT:** Tell the story of the slum in question in a summarised way. Ask participants to look for details in SHEET C (Background story).
7. **FIRST STEP:** Participants agree on the main **CHALLENGES** in the slum according to each dimension of sustainability. Participants have to agree on one or two keywords per sector.
8. **SECOND STEP:** Participants agree on **VALUES** for each sustainability dimension. The values here relate to (i) the values of the inhabitants (which we need to imagine for the sake of the game), (ii) the values participants want to promote in the slum upgrading strategy. Values here do not refer to monetary values!
9. **EVALUATION:** Ask participants to vote using the coloured stickers. If each individual agrees with each value identified, they use a green sticker. If not, a red sticker. More or less, a yellow sticker. The result is a bunch of stickers next to each value identified. Participants are encouraged to re-discuss if there are too many yellow or red stickers.
10. **THIRD STEP:** Participants choose a **STRATEGY** card. In order to do that, they need to read and discuss the cards. It is possible to modify the strategy slightly by writing amendments in the space reserved for amendments on the canvas. The group places the strategy card chosen in the space reserved.
11. **EVALUATION:** Participants vote using the coloured stickers. If each individual agrees with strategy chosen, they use a green sticker. If not, a red sticker. More or less, a yellow sticker. The result is a bunch of stickers next to the strategy chosen. Participants are encouraged to re-discuss if there are too many yellow or red stickers.
12. **FOURTH STEP:** Participants write a small vision for each sustainability dimension. A vision here refers to a shared vision for a desirable and possible future. The group decides the time horizon (10-20-30 years in the future). The vision is a short sentence (very summarised).
13. **FIFTH STEP:** Participants summarise their vision and strategy in a **VISION STATEMENT** that needs to be cross-sectoral, participatory and evidence based. This vision must be shared, and must represent a desirable, possible, and inclusive future.

14. EVALUATION: Participants vote using the coloured stickers. If each individual agrees with vision statement, they use a green sticker. If not, a red sticker. More or less, a yellow sticker. The result is a bunch of stickers next to the vision statement.
Participants are encouraged to re-discuss if there are too many yellow or red stickers
15. ALTERNATIVE SIXTH STEP (if time allows): Participants decide on one project per sustainability dimension. The objective here is to encourage participants to find projects that address all dimensions simultaneously.
16. FEED-BACK: One representative of each group communicates the strategy chosen and the VISION STATEMENT.
17. Open discussion and summary.

The “Paradise City” Informal Community*

*Based on a real case.

Area: 798,695 m²

Inhabitants 65.000 (2010 Census)

The Paradise City neighbourhood originated from an illegal allotment in a semi-rural area of Capital City, a metropolis in the Global South, in farmland disputed by two families. The allotment began in 1945, with a former farm being divided into 2,200 lots with regular blocks of 10m x 50m and 10m wide streets. From the 1950s, illegal and informal occupation of land by low-income families migrating from rural areas began. Soon, the structure of plots was lost, although streets remained.

Due to public neglect and difficulties in regularizing the land, the area was never provided with public services (water and sanitation). In the 1970s, the country where Paradise City is located experienced rapid industrialization and cities swelled. In 1975, 20.000 inhabitants already resided there informally. At the same time, a new upscale neighbourhood and luxurious condominiums were created around the area occupied by the community. These condos were often built using the labour of Paradise City residents. Land value skyrocketed in the following decades. Many Paradise City residents found employment as maids and security guards in the luxury condos.

There was an attempt to remove the Paradise City community, by means of construction of a new avenue cutting through the area, developed under the management of a populist mayor in the early 1980s. A large area of low-income housing would be removed. Inhabitants of Paradise City first organised themselves to resist removal and successfully avoided being evicted by getting the City to change the design of the avenue. Since then, community organisation has gotten steadily stronger.

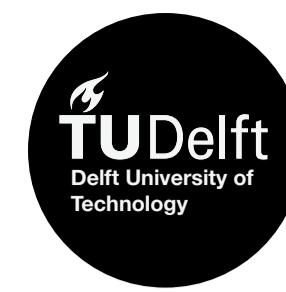
At the beginning of the 21st century, Paradise City was already the second largest slum in Capital City and the city decided to provide water and limited sanitation (public latrines). Electricity was also regularised, in order to prevent inhabitants from illegally tapping into electrical power cables, which resulted in frequent fires. Not all inhabitants got access to electricity, however.

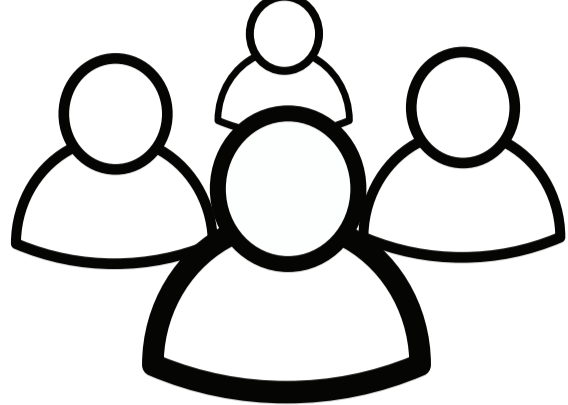

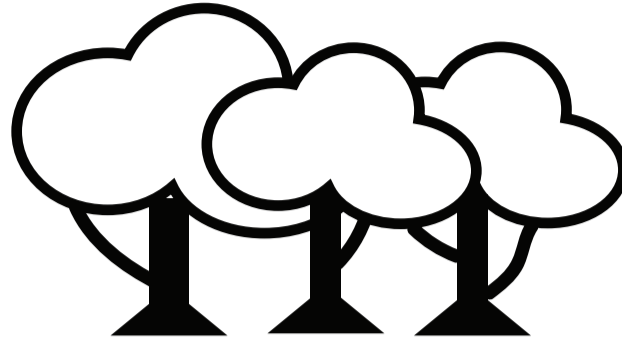
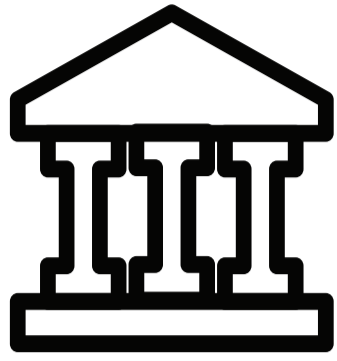
Currently, Paradise City has a population density of one thousand inhabitants per hectare. Of this population, only 25% live in homes served by the sewerage network, half of the streets are not paved and 60% still use irregular means to obtain electricity. Fires are frequent and endanger the lives of inhabitants. The community is served by several public schools and a prestigious hospital has opened a little branch in the community, catering for the health of children and the elderly. There is a community centre, where ballet, modern dance and Zumba are taught. There are several churches in the community, 80% are evangelical churches.

The community has been dominated by drug traffic since the 1980s, and police avoids patrolling the area. Drug lords provide protection for a price, and pay for some social services. Recently, drug lords opened a new football field in the slum. Only their allies are allowed to play there. Despite drug dealing, violence in the community is contained by the drug lords' iron fist. More recently, because of rising land values, slum lords have bought hundreds of shacks, which are rented out to recent immigrants from the countryside.

In 2020, the future of Paradise City is uncertain, with land value sky-rocketing, and the old land-owners reaching an agreement with the local mayor to recover their land. Inhabitants of Paradise City start to organise again, but everyone is uncertain about what path to take. Is consensus possible? Are there win-win situations? Or will someone inevitably loose? What's the degree of public accountability? Is this a true democracy where citizens (even the most vulnerable) have a voice? Or is corruption rampant and the interests of citizens are endangered by the interests of rich elites?

The Spatial Justice Game



| | Social  | Economic  | Environmental  | Governance  |
|-------------------|--|--|---|--|
| Challenges | | | | |
| Values | | | | |

Draft Space

| Strategy Card | Strategy Addaptation |
|------------------------|---|
| <p>Place card here</p> | <hr/> <hr/> <hr/> <hr/> <hr/> <hr/> <hr/> <hr/> |

Draft Space

| Vision | | | | |
|---------------|--|--|--|--|
|---------------|--|--|--|--|

Statement

SHEET B. GAME CARDS (print and cut the cards individually)

On-site Slum Upgrading (only public spaces and services)

Organised community gets city to redesign and upgrade public spaces, including paving of roads. City agrees to provide water and electricity, but not sewerage system. Inhabitants are responsible for upgrading own dwellings.

Land value: High (privately owned/central area).

City: Leases land to community for 50 years.

Private: Private bus companies agree to establish bus lines from and to the site. Private water company agrees to lower fees for vulnerable households.

Civil: Organises pressure group on city officials for land lease, organises co-design workshops, organises consultation processes.

PPP (Public Private Partnership)

City leases half of the plot where informal settlement is located to developers. Developers are allowed to build 10 times the floor area ratio (FAR, 6 times higher than the zoning regulation allows). In exchange, developers must provide 25m² apartments to households, independently of number of people. No public space is provided. Sewerage is provided.

Land value: High (private/central area)

City: Owns plot, negotiates with private party to develop half of the plot, city officials are bribed to allow higher floor ratio.

Private: Develops part of the land into office buildings.

Civil: Organises community to allow part of land occupied to be sold to developers. Community leaders get bonus apartments in new development.

Zoning: Zone of Special Social Interest

Whole informal settlement is included in new special zoning that allows for temporary suspension of building regulations. Public spaces are upgraded, houses are upgraded individually (self-help). Land is leased to the community.

Land value: High (private/central area).

City: Establishes new zoning/ leases land/ organises legal security of tenure (no ownership).

Private: Slum lords buy hundreds of shacks to rent to newcomers.

Civil: Community organisers clash with slum lords/ organise inhabitants to ask for security of tenure/ German NGO pays for school/ religious leaders pay for school connected to evangelical church.

Community Land Trust

Organised community of inhabitants buys land from private owners/ negotiates with the city in case of public land. Land is owned collectively and managed by a community land trust board elected directly by community.

Land value: High (privately owned/central area).

City: Provides legal assistance to community organisers. Facilitates land sale.

Private: Does not accept price offered by community leaders/ accepts higher compensation from city

Civil: Community organisers mobilise the community to pressure city to contribute to compensation to land owner and to organise legal aspects of CLT/ organise inhabitant around the idea of common ownership and stewardship of land.

On site collective self-help (mutirão)

Community organisers team up with young architects to co-design safer homes. Building happens during weekends, mostly by women. The city supports the initiative by paying young architects and providing part of materials.

Land value: High (private/central area).

City: Organises expropriation, pays young architectural office for consultancy, provides part of construction materials.

Private: Fights expropriation of land, leading to a protracted dispute./ Young architectural offices work with community, provide consultancy.

Civil: Organises negotiation with city, engages with young architects, organises the community and the buying of materials.

Mixed development

Most houses not in hazardous areas are upgraded. Inhabitants in hazardous areas are removed and given new housing (30 m²) only 2km from the site.

Land value: High (private/central area).

City: Organises removal from hazardous areas, finances upgrading of remaining houses, builds social housing 2km from the site (social rent).

Private: No action.

Civil: Organises community, clarifies why areas are hazardous/ German NGO finances park in hazardous area.

On site land ownership

Inhabitants are given ownership of the land. They must upgrade their dwellings themselves (individual self-help). Public spaces and facilities are managed by the city (no guarantee of upgrade).

Land value: High (privately owned/central area)

City: Expropriates private land/ does legal procedures to transfer ownership.

Private: Land owner disagrees with value of expropriation compensation/ goes to court.

Civil: Organises inhabitants/ makes sure current inhabitants are not bought out by slum lords/ organises pressure groups. Slum lords seek to acquire as many houses as possible before upgrading.

New social housing (35m² per household)

Inhabitants are transferred to newly built social housing (rental) 50 km from original site.

Land value: Low (distant periphery)

City: Buys cheap plot in periphery. Designs and builds standard apartments, designs standard public space, roads are paved, sewerage system in place.

Private: Gets public tender to build two hundred units.

Civil: Organises pressure group to include services and facilities on site (a primary school and a small medical centre, a room for community meetings). Fails to convince city to provide transport.

Removal with land ownership & self-help

Inhabitants are convinced to abandon informal settlement in exchange of land ownership in plot 40 km from original, no housing or services provided.

Land value: Low (40 km from original site).

City: Buys land in distant periphery. Organises land titles.

Private: Recovers land that was originally theirs.

Civil: No action. Inhabitants are not organised.