Training Module
DESIGNING AND IMPLEMENTING STREET-LED CITYWIDE SLUMUPGRADING PROGRAMMES

Slum upgrading game:
Upgrading Ambedkar Nagar through the street led approach, a negotiation exercise

Objectives:

The simulation game has the objectives to:

- Improve understanding of negotiation processes and the capacity to negotiate;
- Bring together the ideas of the training event in a practical context;
- Improve understanding of the complexities of upgrading and the different and sometimes even conflicting interest of inhabitants;
- To illustrate the tension between the public and the collective and the public and the private;
- To reach an agreement that is acceptable for everyone and where in the best scenario everyone benefits or at least does not loose.

When the government reaches an overall agreement, it will invest and start the upgrading, if not it will pull out and the project will not take place.

Input:

- Introductory lectures on the street led approach
- Background reading
- Team role descriptions
- Maps of the area: one map prepared by the government and one blank map for each group to be filled in by them, and one blank map to present the final proposal
- Colour markers for all groups (red, yellow, blue, purple, brown, orange, grey pink, dark and light-green)
- Creativity of participants to play their role

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Negotiated upgrading proposal to be presented to plenary session and discussed.

The players/stakeholders:

- Deputy Head of the Municipality (representing the Mayor) and assistants
- Residents of Ambedkar Nagar
- Private sector in Ambedkar Nagar
- A women's group from Ambedkar Nagar
- Inhabitants from neighbouring areas
- Environmental group from Ambedkar Nagar
- Observer(s)

Instructions:

The coordinator will divide you into groups to form negotiating teams. There are 5 different teams plus a chairman and observers.

You will be assigned roles by the coordinator which may not in any way your official position or normal job.

Each team has a separate role, which they should not share with other groups, but within the teams there are also different roles, so keep your role description to yourself!

The negotiation process will have a chairman (the Deputy Head of the Municipality) who has to see that the negotiation meetings will reach an agreement on which streets to be selected and which interventions to make. (S)he will be assisted by at least one assistant.

Each team first meets separately for 15 minutes. In this meeting the team has to:
1. Study the proposal of the government as they selected the roads to be widened and upgraded and open spaces and waste collection points leading to demolition and resettlement:
   - Street lighting will be provided in the selected streets;
   - The selected streets will be widened and paved, thereby stimulating mixed use along the streets.
   - The selected streets will be connected and integrated with the neighbouring areas.
   - Some opens spaces have to be created, leading to some demolition and resettlement;
   - Some waste collection points have been selected, also leading to some demolition and resettlement
2. Discuss whether you agree with the selection of roads, the widening, paving, open spaces and waste collection points and connection to the neighbouring area and the consequences that has for houses and shops.
3. If you agree you have to decide where those displaced will be resettled within Ambedkar Nagar
4. If not you will bring in different options in terms of alternative streets to be selected and other interventions to be made, when leading to displacement finding alternative sites for

resettlement, and try to find as many arguments as possible in favour of your proposal. This proposal will be presented in the first round of negotiation.

5. If an agreement is not reached during this first round of negotiation the chairperson will call for a break where the different teams can negotiate with others to try and make a deal with them.

6. In the second round of negotiations an overall agreement has to be reached otherwise the government will pull out and no intervention will take place.

Each team should appoint a leader for the negotiation. This is important, because during the negotiation (s)he can ask the other team members for additional information, or to make a point - but the leader is the only one that is actively debating during the negotiation rounds. During the break the other team members can bring in new points.

The assigned observers assist the teams during the preparation for the negotiations. During the negotiations they will monitor the negotiation process, and the arguments brought forward by the different team (what they say and how they react). The observers are invited after the negotiations to make comments in the plenary sessions where the results will be reviewed.

The Mayor's representative will report the negotiation results in the plenary sessions.

The Mayor's representative may introduce, during the negotiations, new information into the process if (s)he considers it appropriate. The Mayor's representative will introduce the breaks in the meeting to allow the different teams to discuss internally, revise their positions, and also, if required discuss/negotiate with other teams. The timing and number of breaks is at the discretion of the Mayor's representative.

The case:

The municipality wants to implement a citywide upgrading programme through a street-led approach.

The mayor and his team of experts have selected the slum Ambedkar Nagar for implementation of a pilot project. The pilot project entails:

1. They have prioritized a few streets in that area where the upgrading will start;
2. Street lighting will be provided in the selected streets;
3. The selected streets will be widened and paved, thereby stimulating mixed use along the streets;
4. Some opens spaces have to be created, leading to some demolition and resettlement;
5. Some waste collection points have been selected, also leading to some demolition and resettlement;
6. The selected streets will be connected and integrated with the neighbouring areas.

Before they started they have first done a mapping exercise where they mapped the area including identifying the types of shops and locations in Ambedkar Nagar, the existing roads, unoccupied spaces in the area etc.

The Mayor and his team have studied the map and based on that have identified where to intervene and start with the upgrading. The municipality has called a meeting where they will

now present this map to the community and the different stakeholders are invited to reflect on the municipal proposal, and if necessary come up with alternatives.

Each team will be given three maps:

1. The existing map of Ambedkar Nagar

2. The Map of the Municipality's proposals

3. Blank map for the stakeholder group's proposals

Background information about the street led upgrading approach:

The street led approach consists of physical, social, economic, organisational and environmental improvements undertaken in slums cooperatively and locally among citizens, community groups, businesses and local authorities by taking the street pattern and the area-based plan that defines the future urban configuration of the settlements as starting point for interventions.

Streets are proposed as the starting point of settlement upgrading and the link for integration with the city and its development plan. Street led approaches take streets as entry point as play the pivotal role in urban transformation and regeneration of slum settlements. The aim is to regularize and transform these informal settlements into residential areas that are spatially, legally, socially and economically integrated into the cities where they are located and form part of the official planning and urban management systems.

The multiple functions of streets in urban life can be summarized as follows: the street is the channel of movement, a communication space, a public space, a place of social and commercial encounter and exchange, a place to do business, a political space, and also a symbolic and ceremonial space in the city. Streets are regarded as a public good, the space that is collectively used by residents but not appropriated individually by anyone.

Implementation:

Street led upgrading is implemented at a citywide scale, thereby shifting from the project to programme approach. It is a policy and a practical approach that recognized incremental development, engages and empowers participation and lends itself to the alignment of local and national political will, all towards the physical, social and economic integration of these settlements aiming at the improvement of quality of life of people. Street led city wide slum upgrading produces urban layout of settlements and generates spatial urban patterns that essentially reconnect slums-changed into neighbourhoods, barrios and districts through a process of physical integration with the larger metropolis. Integration approaches focus on physical plans and citizen's voice, and radical transformation of residential spaces through redevelopment.

The public policy actions underpinning a street led approach include: installing or improving basic infrastructure, water reticulation, sanitation/waste collection, rehabilitation of circulation, storm drainage and flood prevention, electricity, security lighting, and mobile networks, providing incentives for community management and maintenance, regularizing security of tenure, home

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improvement, relocating/compensating the small number of residents dislocated by the improvements constructing or rehabilitating community open space, promoting small business, supporting local economic development etc.

By upgrading this will generate revenues for the city. This tax base should be the fund from which further improvements can be generated.

Condition for success:

For city wide slum upgrading local governments and other implementing agencies must be well equipped in terms of human resources and be empowered by institutionally and legally protected mandates to intervene within the domain of slums. So staff needs to know what they are doing, what for and be able to work with slum inhabitants, be patient and speak the same language.

After upgrading slum dwellers will have to pay taxes. This tax base should be the fund from which further improvements can be generated. So there needs to be a direct benefit or a system that shows the direct benefit of paying tax. Savings need to be promoted in the community.

Slum upgrading will also increase land prices with people selling off illegally, middle income groups trying to buy in. The community needs to manage this (Community titling for instance, so then the community controls the illegal selling off).

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