

Towards collaborative approaches in urban regeneration

A case study in the Latin American context



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CONTENT

- Research Background
- Problem Statement
- Theoretical Framework
- Bogotá and the city center
- The Fenicia Triangle
- Conclusions

BACKGROUND

- Why do cities grow the way they do?
 - (Sub)Urban sprawl
 - Urban decay
 - Gentrification
- Who is involved in this growth?
 - Public policy
 - Private-Public associations
 - Market dynamics
 - Public participation

BACKGROUND

- Top-down is not an answer
 - What about social strategies?
- Bottom-up is not an answer
 - Urban decay is usually extensive
- What is there in between?
 - *A sort of middle point in which urban area regeneration programs can be carried out while fostering social inclusion and financial profit*

PROBLEM STATEMENT

- Urban regeneration is a complex process involving diverse groups of actors that collaborate striving for change (Desfor & Jørgensen, 2004)
 - Urban decay is solved with built interventions & social strategies (Jauhiainen, 1995)
- Changing governance systems & power structures (Sehested, 2009)
 - Public & private (horizontal)
 - Across levels of decision making (vertical)
- Medium to long term projects with dynamic relations (Healey, 2003)

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RESEARCH QUESTIONS

How is collaboration achieved in urban regeneration projects?

What factors bring about collaboration in urban regeneration projects in Colombia?

RESEARCH QUESTIONS

Theoretical Background

- What is collaborative planning and how does it relate to public participation?
- What actors are involved in collaborative urban regeneration project and what roles do they play in the process?
- How do these actors relate to each other?
- How is power distributed among stakeholders in collaborative or networked organisations?

RESEARCH QUESTIONS

Empirical Study

- How is urban planning executed in Bogotá and which instruments can be identified?
- What phases can be identified in the process?
- What actors are involved in the process and what roles do they play?
- How do these actors relate to each other?
- How is power distributed between the different actors involved and how does this relate to collaborative planning?
- How does the context influence the application of collaborative planning in practice?

THEORETICAL BACKGROUND

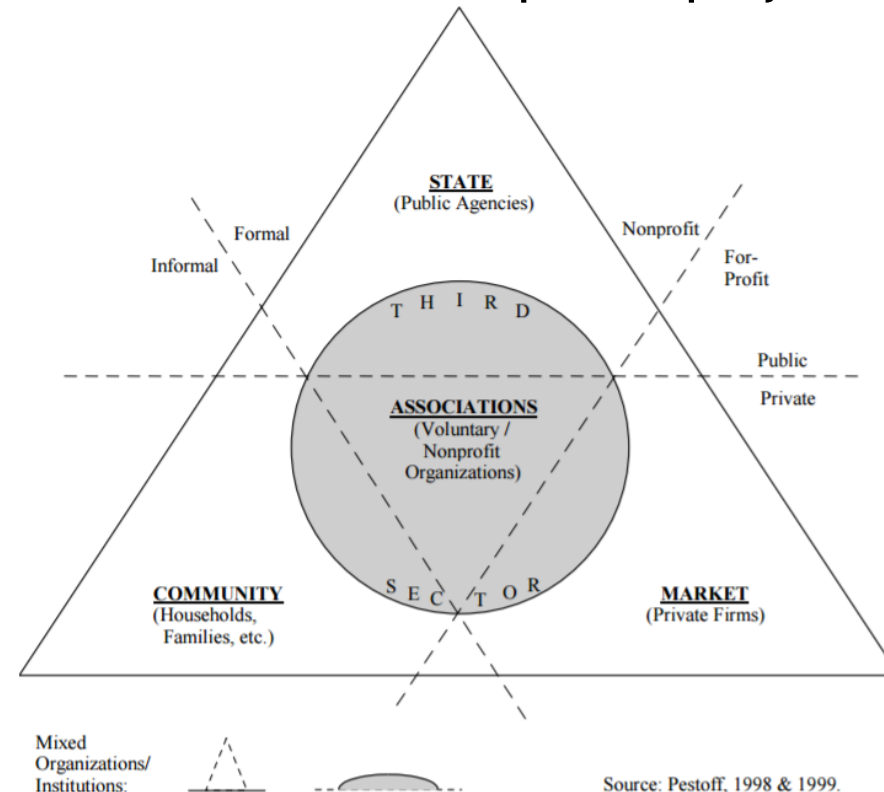


THEORETICAL BACKGROUND

- What is collaborative planning?
 - Urban planning theories
 - Increase in public participation over time
 - Communicative theories (Giddens, Healey, Hillier)
 - “a governance activity occurring in *complex and dynamic institutional environments*, shaped by wider economic, social and environmental forces that structure, but do not determine, specific interactions” (Healey, 2003, p. 104)
 - “issue of interaction, where the *actors with a stake in the problem* must manage to coordinate their perceptions, activities and institutional arrangements” (Koppenjan & Klijn, 2004, p. 9)

THEORETICAL BACKGROUND

- What actors are involved in collaborative urban regeneration projects?
 - Individual or organization *actively* involved in an urban development project (Heurkens, 2012)
 - Classification into *social orders*

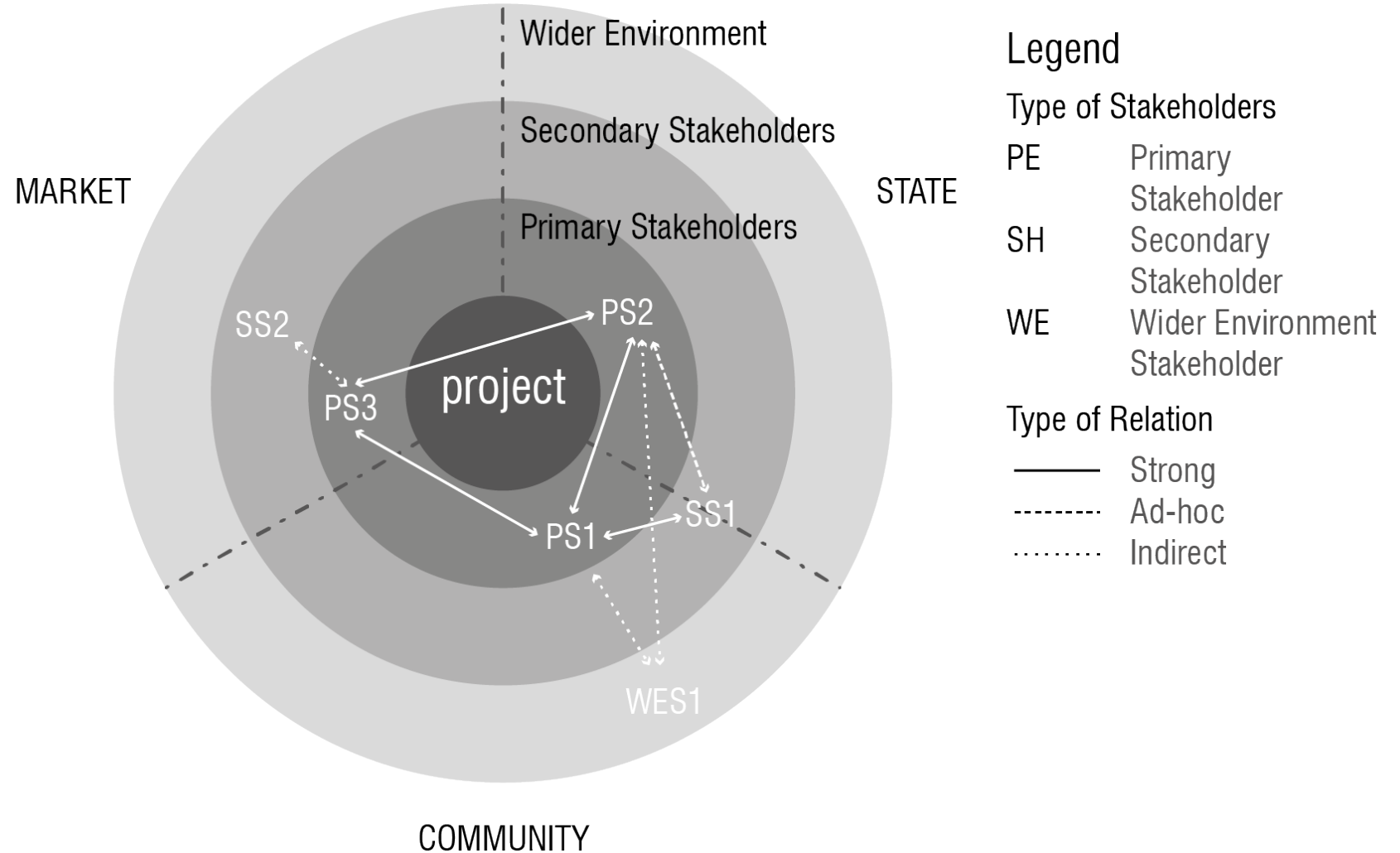


THEORETICAL BACKGROUND

- How do these actors relate to each other?
 - Networks Theory
 - *“governments, businesses and civil society are unable to tackle these issues by themselves” (Klijn, 2008)*
 - ‘structures involving multiple nodes – individuals, agencies, or organizations – with multiple linkages’
 - Intersectoral, intergovernmental, and based functionally in a specific policy or policy area (McGuire 2006)

THEORETICAL BACKGROUND

- Analysis tools



RESEARCH DESIGN

- Comparative case studies
 - CASE STUDIES
 - Deal with contemporary issues, in depth and within its context, in which the phenomenon and the context are not clearly divided (Yin, 2014)
 - SINGLE CASE (With additional reference cases in other countries)
 - Understand the influence of the context
 - SCOPE vs. DEPTH
 - Limit cases to 1

RESEARCH METHODS

- Literature review
 - General concepts
 - Tools to analyze the gathered data
- Primary data collection
 - Semi-structured interviews
 - Unstructured interview
- Secondary data collection
 - Document analysis

CASE STUDY

- What actors are involved in collaborative urban regeneration projects?
- How do these actors relate to each other?
- What roles do they play in the process?
- What is the institutional change that can be seen in collaborative urban regeneration projects?
- What phases can be identified in these projects?
- How do these relations change over time?

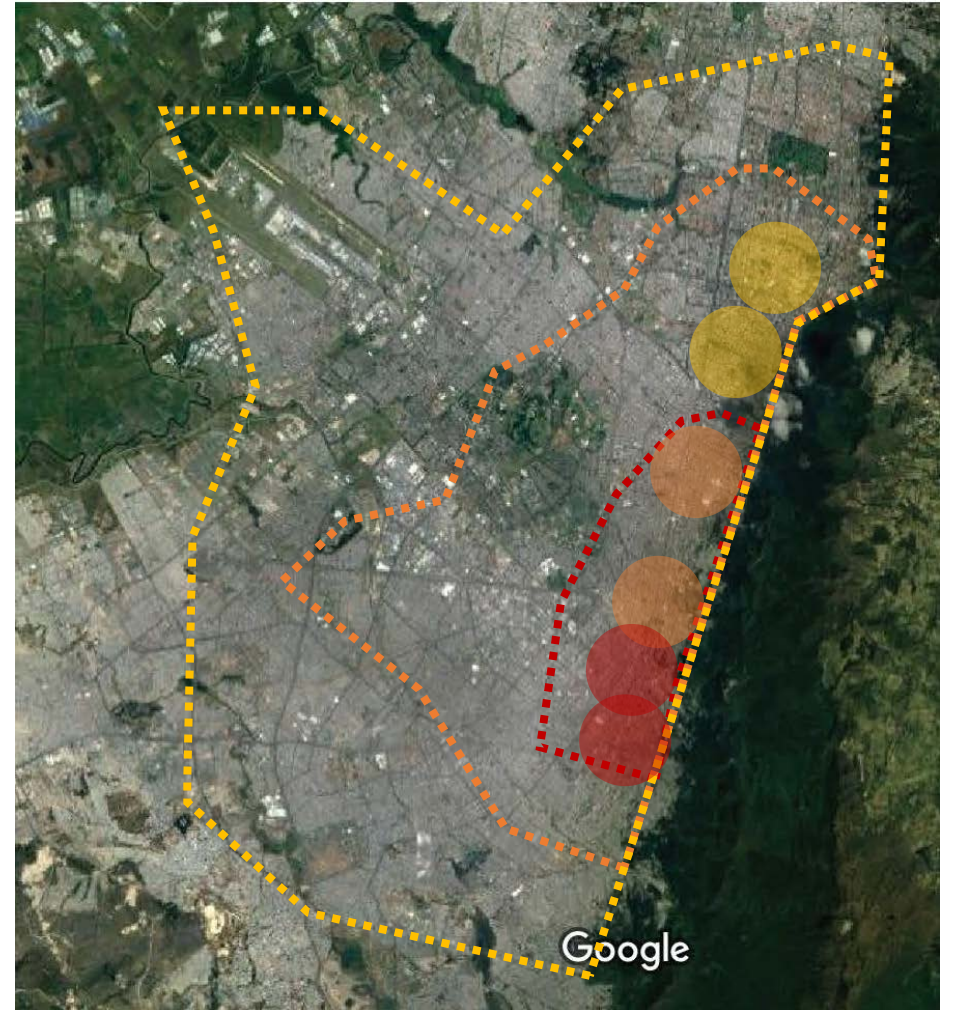
BOGOTÁ: A CONVOLUTED DEVELOPMENT



FROM SMALL TOWN TO URBAN SPRAWL

Population Growth

- 1940s -> 300,000
- 1960s -> 1,5 million
- 1990s -> 5 million
- Today -> 9 million



PLANNING INSTRUMENTS

Manage the problem at different scales

- City scale
 - Territorial Arrangement Planning (POT - Plan de Ordenamiento Territorial)
- District scale
 - Urban Plans (Plan Urbano)
- Area / Neighbourhood scale
 - Partial Plans (Plan Parcial)

PLANNING INSTRUMENTS

City scale

- Territorial Arrangement Planning (POT - Plan de Ordenamiento Territorial)
 - Renewed every 10-12 years (3-4 governmental periods)
 - General guidelines for the development of the city
 - Identifies areas for (re)development
 - Set goals for new infrastructure and public services

District scale

- Urban Plans (Plan Urbano)
 - Broad regulations for large areas of the city
 - Areas that share common characteristics
 - Renewed when deemed obsolete

PLANNING INSTRUMENTS

Area / Neighbourhood scale

- Partial Plans (Plan Parcial)
 - Produced for new (re)developments only
 - Specific regulation for an area
 - Changes from the Master Plan (POT)
 - Construction and occupation indexes
 - Volumes
 - Setbacks
 - Proposed by privates or the local government

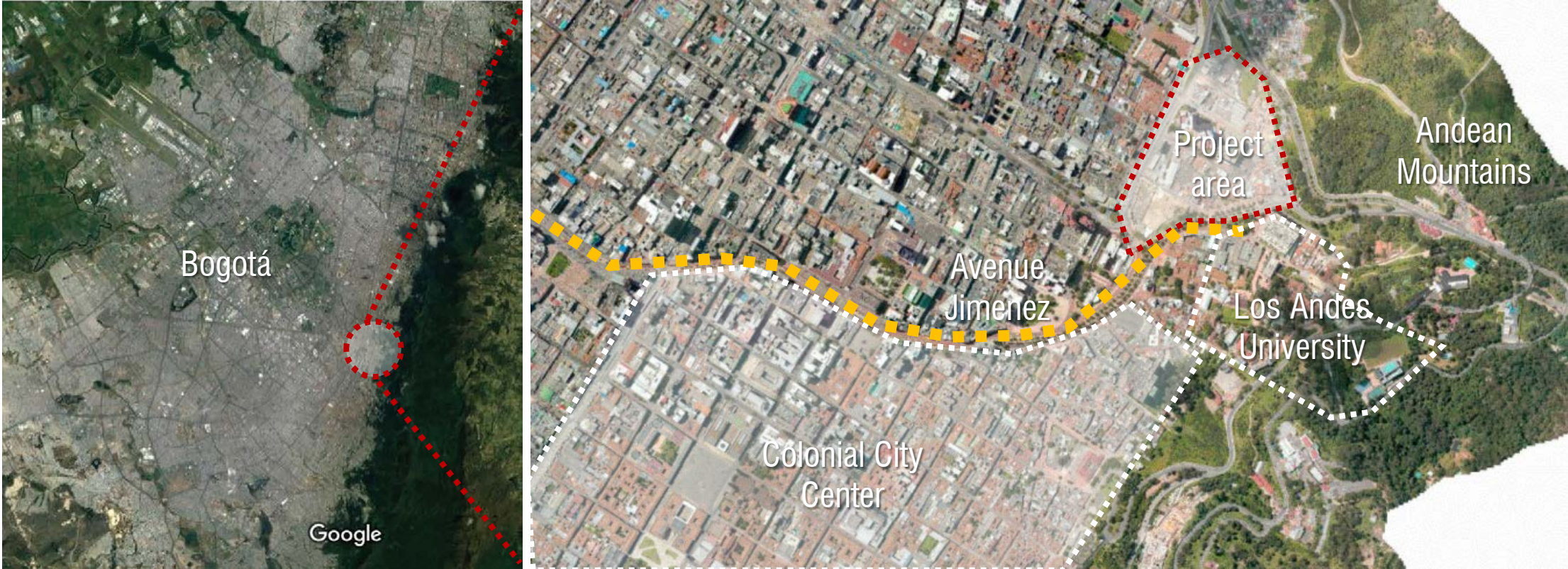
PLANNING INSTRUMENTS AND THE PROJECT

- POT of 2004 (Modification of the 2000 decree)
 - Urban Plan (Plan Zonal Centro)
- POT of 2012
 - New Urban Plan (Extended City Centre Plan)
 - Overruled in 2014
 - Back to previous master plan *with modifications*
- *4 different mayors (7 including acting mayors)*
 - *Different political inclinations*

THE FENICIA TRIANGLE



A STARTING POINT: LAS AGUAS NEIGHBOURHOOD



LAS AGUAS

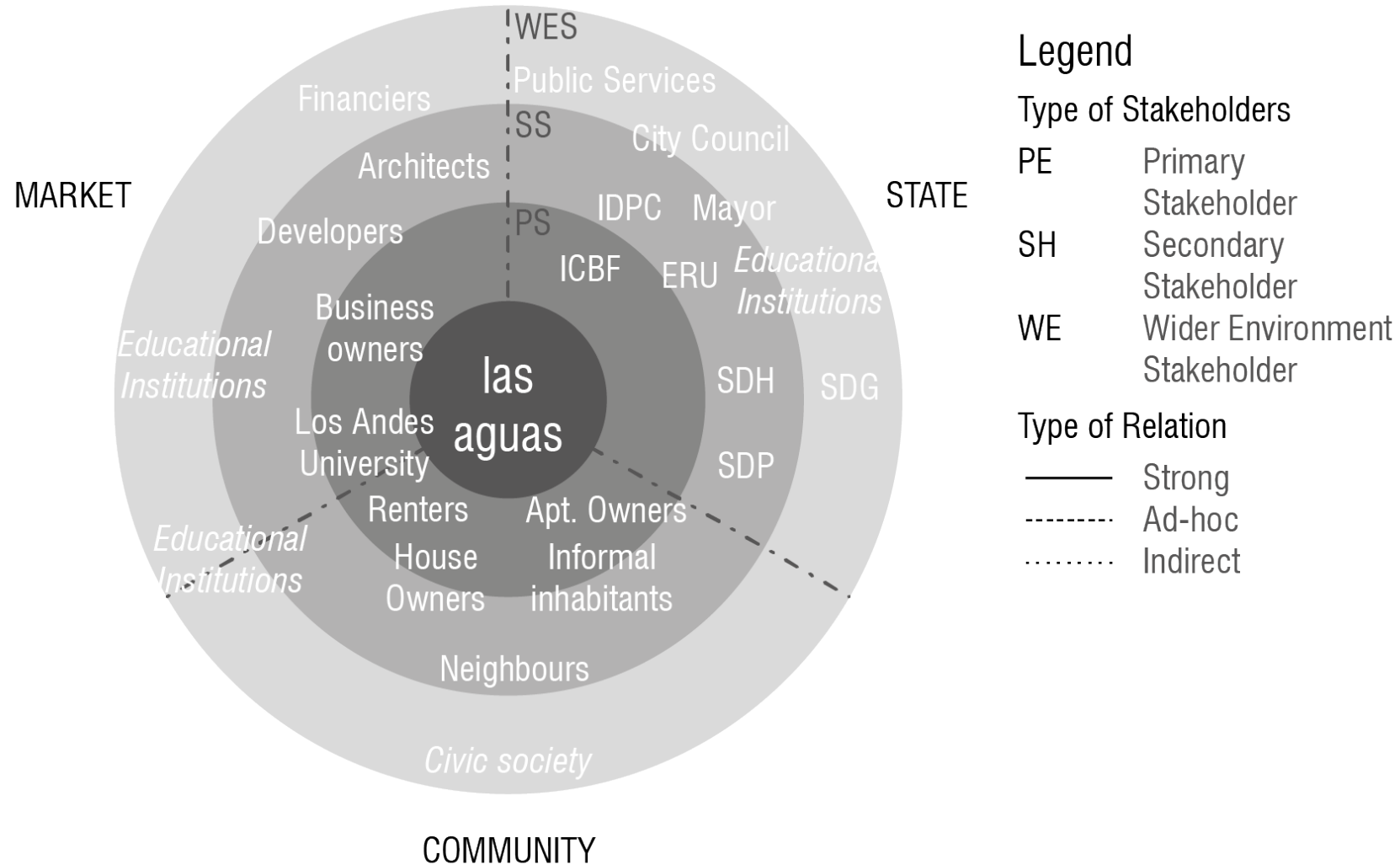
- Educational institutions
- Commercial areas
- Offices
- Housing

- Close to the Government
 - Colonial city center

LAS AGUAS

- First commercial area
- Obsolete buildings
- Good public transport connections
- Large floating population
- Commercial activities focused on floating population

LAS AGUAS: STAKEHOLDERS



LAS AGUAS: RELATIONS

- Community doesn't trust Los Andes University
- Community doesn't trust the Government
- Los Andes University has lose ties with the government

FIRST PHASE: A ROUGH START

2000s Start of area regeneration

- Change of regulation
- BRT system
- Av. Jimenez
- New Buildings in the area
- *Initiative for a public building*

FIRST PHASE: A ROUGH START



FIRST PHASE: A ROUGH START

2006 Spanish cultural center

- PPP
- AECID Spanish Agency for International Development Cooperation)
 - Build and operate for 65 years
- Government would provide the land
- Architectural competition

FIRST PHASE: A ROUGH START



FIRST PHASE: A ROUGH START

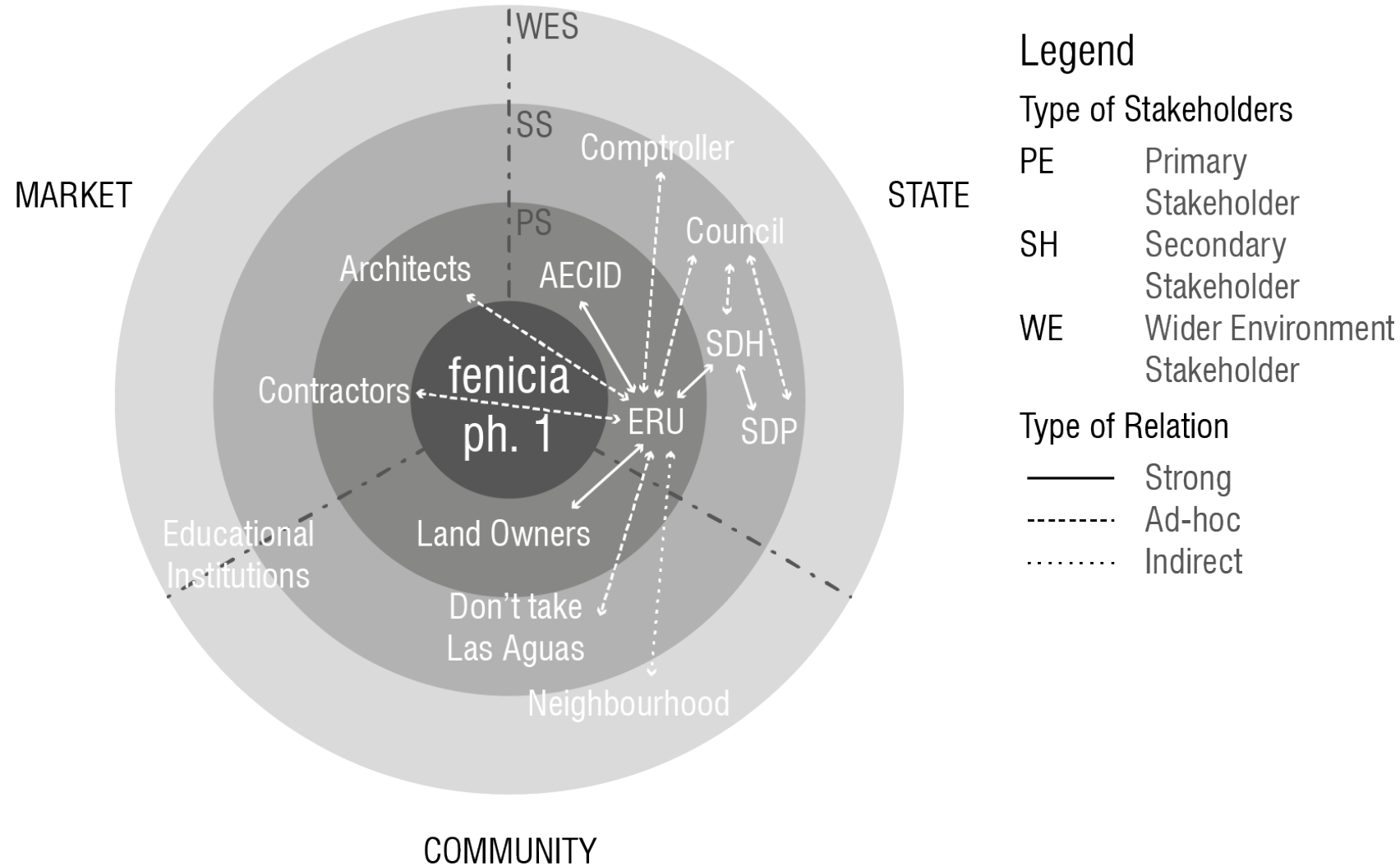
2006 Spanish cultural center

- Government used regulation to speed the process
- Use of expropriation to acquire the land
 - Very low valuation – Large investment
- 2008 Crisis
- Stall in bureaucracy
 - Comptroller investigation
- Corruption scandals

FIRST PHASE: A ROUGH START



FIRST PHASE: A ROUGH START



FIRST PHASE: A ROUGH START

Stakeholder	Interests	Resources	Legitimacy	Veto
ERU	Impulse regeneration projects in the area	Legal power (<i>Expropr.</i>) Technical knowledge Financing	High	Yes
SDH	Impulse regeneration projects in the area, Manage housing provision	Legal power Technical knowledge Financing	Medium-High	Yes
SDP	Impulse regeneration projects in the area	Technical knowledge Legal power	Medium	Yes
City Council	Issue regulations	Legal power	Low	No
Comptroller	Audit governmental operations		Low	Yes
AECID	Impulse projects that foster development abroad	Financing	High	Yes
Architects	Gain recognition, Produce high quality design, Economic interest	Technical knowledge	Medium-High	No
Contractors	Economic interest	Technical capacity	Low	No
Land Owners	Keep own houses Have a liveable neighbourhood	Land Ownership	High	Limited
Don't take Las Aguas	Stop new developments in the area, Create a social movement	Legal knowledge Social support	Medium	Limited
Neighbourhood	Keep own houses Have a liveable neighbourhood	Land Ownership	Medium	Limited
Educational Institutions	Improve their campus' surroundings	Close relationship with the government Technical knowledge	Low	No

SECOND PHASE: A FALSE STEP

2007 Los Andes University starts a Partial Plan for the area

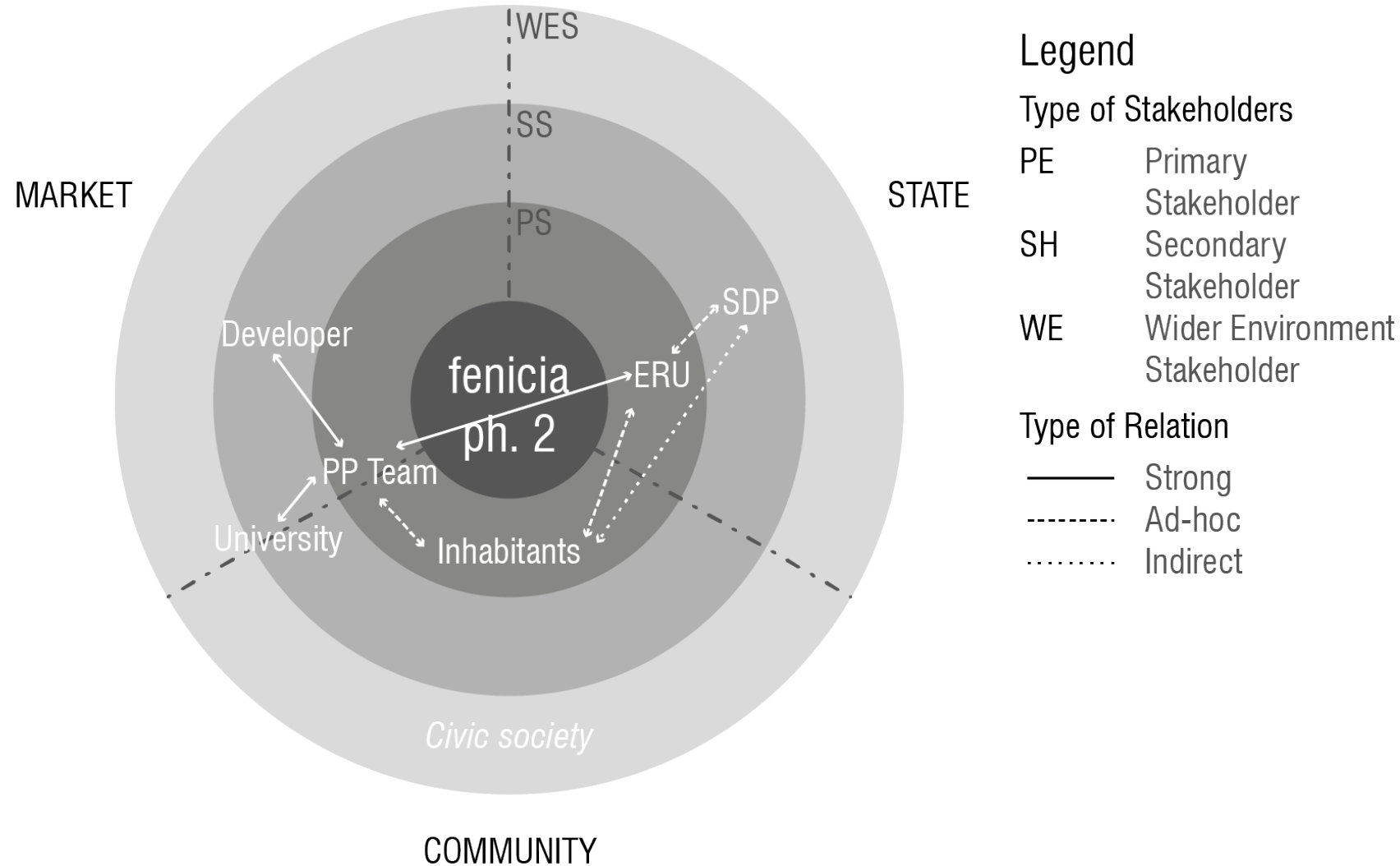
- Increase of students
- Renewal of physical infrastructure
- New buildings
 - Engineering Faculty
 - Management Faculty
- Technical team in association with Developer

SECOND PHASE: A FALSE STEP

Partial Plan process according to regulation

- Development of documentation
- Approval by the local government
- *Consultation phase*
- *Execution*
 - Complaints of the community
 - Project stuck in bureaucracy

SECOND PHASE: A FALSE STEP



SECOND PHASE: A FALSE STEP

Stakeholder	Interests	Resources	Legitimacy	Veto
ERU	Impulse regeneration projects in the area	Legal power Technical knowledge	Medium	Yes
SDP	Impulse regeneration projects in the area	Technical knowledge Legal power	High	Yes
Inhabitants	Keep their houses Have a liveable neighbourhood	Land Ownership	High	Limited
Los Andes University	Expand campus Improve its surroundings	Technical knowledge Contacts Land Ownership (2%)	High	Yes
Los Andes PP development team	Develop a Partial Plan according to the University requirements	Technical knowledge	Medium	No
Developer	Assist university	Knowledge Contacts	Low	No

A CHANGE OF PLANS



THIRD PHASE: A NEW BEGINNING

2010 A new initiative from Los Andes University

- Management faculty led by a professor
 - Previous experience
- *achieve regeneration and revitalisation of city centres by having productive units close to housing units*
- *maintain a flow of people inside the city centres, while making them attractive to the rest of the city*

THIRD PHASE: A NEW BEGINNING

Progesa Fenicia

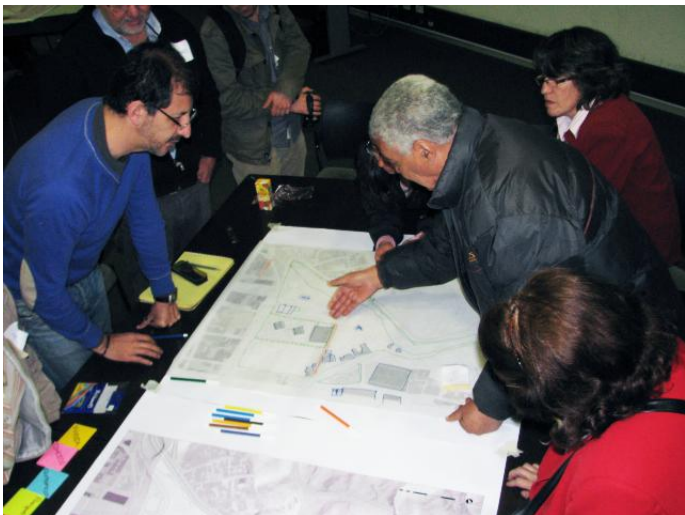
- An office from the university
- Components
 - Social (Led by a professor of Social Responsibility of the Management Faculty)
 - Financial (Led by a finance professor, now the dean of the Management Faculty)
 - Legal and Public Management (Led by a professor of the Law Faculty)
 - Technical and Urban (Led by the Campus Manager)
 - Pedagogic component (Coordination)

THIRD PHASE: A NEW BEGINNING

Building trust

- Plenary Sessions
 - Focus groups
 - Individual meetings
-
- Inform
 - Discuss
 - Reach agreements

THIRD PHASE: A NEW BEGINNING



THIRD PHASE: A NEW BEGINNING

Building Trust

- Communication was an issue
- Participation was limited
- The community is not *one* community
- The University is not *one* institution
- The government is not *one* institution

THIRD PHASE: A NEW BEGINNING

Going beyond urban planning

- Social programs
 - School Aid
 - Foundation for a Job
 - Fenicia Entrepreneurship
 - IT education for older people.
- Create informal connections to facilitate formal discussions
- Formal Discussions bring forward necessities
- Government can act as a mediator (through the Overseer)

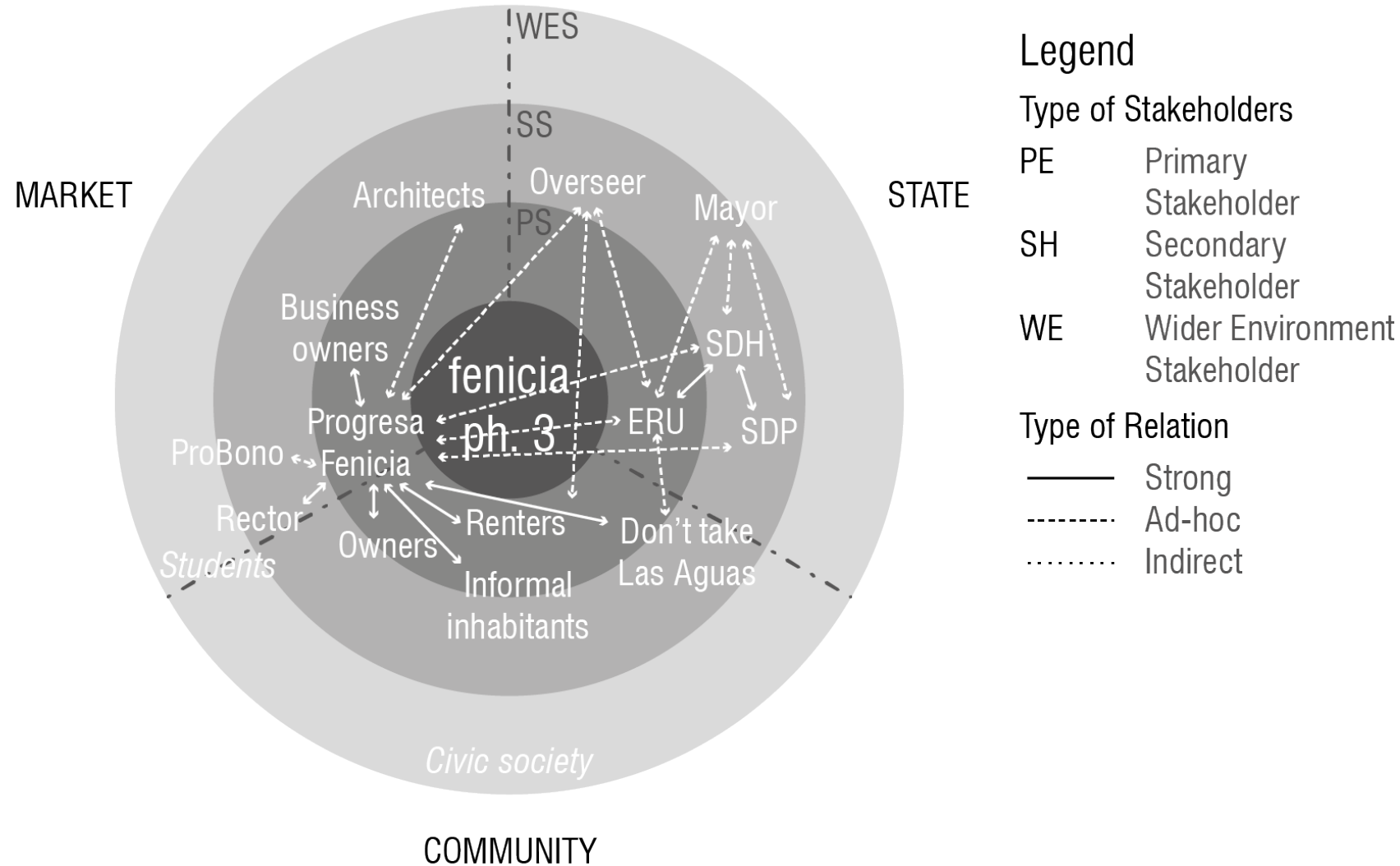
THIRD PHASE: A NEW BEGINNING

Adoption of Decree 420 of 2015

- Regulation for the area
- Legal instruments to protect the community

- Decree 448 of 2015
 - Area exchange 1:1
 - Keep socioeconomic classification for 10 years

THIRD PHASE: A NEW BEGINNING



THIRD PHASE: A NEW BEGINNING

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SDP	Impulse regeneration projects in the area	Technical knowledge Legal power	Medium	Yes
Mayor	Execute gov. program Show results	Influence Legal power	Medium-Low	Limited
Overseer Agency	Guarantee the legitimacy of the processes Guarantee participation	Mediator	Medium	Yes
House owners	Improve living conditions Profit from project	Land Ownership Context knowledge	High	Yes
Apartment owners	Improve living conditions Profit from project	Land Ownership Context knowledge	High	Yes
House or Apartment renters	Secure housing situation	Context knowledge	Medium-High	Limited
Tenement house renters	Improve living conditions	Context knowledge	Medium-High	Limited
Informal inhabitants	Legalize their situation Improve living conditions	Context knowledge	Medium-High	Limited

THIRD PHASE: A NEW BEGINNING

Stakeholder	Interests	Resources	Legitimacy	Veto
Don't take Las Aguas	Stop urban projects in the area Maintain and improve current living standards	Context knowledge Social influence	High	Yes
Business owners	Improve profit	Land Ownership Context knowledge	High	Yes
Architects	Improve city through design Gain recognition	Technical knowledge	Medium	No
Los Andes University	Improve surroundings Expand campus	Knowledge Financing Management capacity Land ownership	High	Yes
Progresa Fenicia	Create an equitable project Create a liveable urban area	Knowledge Management capacity Social influence	High	Yes
Rector	Manage the university	Decision power	Medium	Limited
Students involved	Have liveable campus and surroundings Social involvement	Context knowledge Social influence	Medium	No
Students (Gen.)	Have liveable campus and surroundings	Social influence	Low	No
ProBono	Solve ownership issues Defend the rights of minorities	Technical knowledge	Medium	No

FOURTH PHASE: FROM THE PAPER TO THE PRACTICE

2015 New structure for the project

- Bring the broad regulation to detailed designs
 - New round of participative planning (design)
 - Test fits and volume proposals
- Market the project for developers
- Start a trust to manage the land
 - Landowners
 - Promoter
 - Investors
 - Government

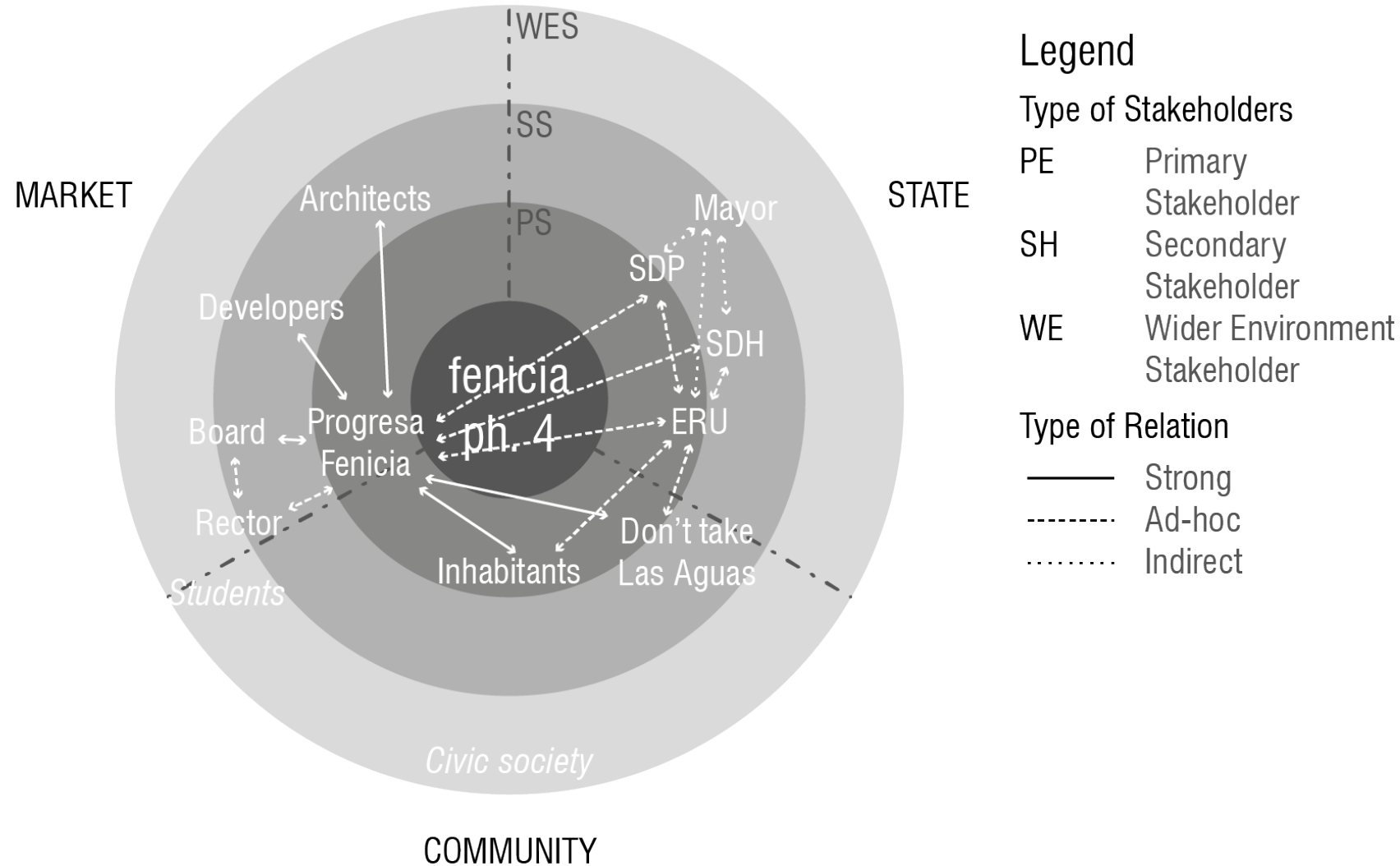
FOURTH PHASE: FROM THE PAPER TO THE PRACTICE



FOURTH PHASE: FROM THE PAPER TO THE PRACTICE

- First Urban Action Unit was approved on 2016
- Trust is yet to be formed
 - University has to sign
- Social projects keep going on
- Stall is starting to harm the trust that was already built

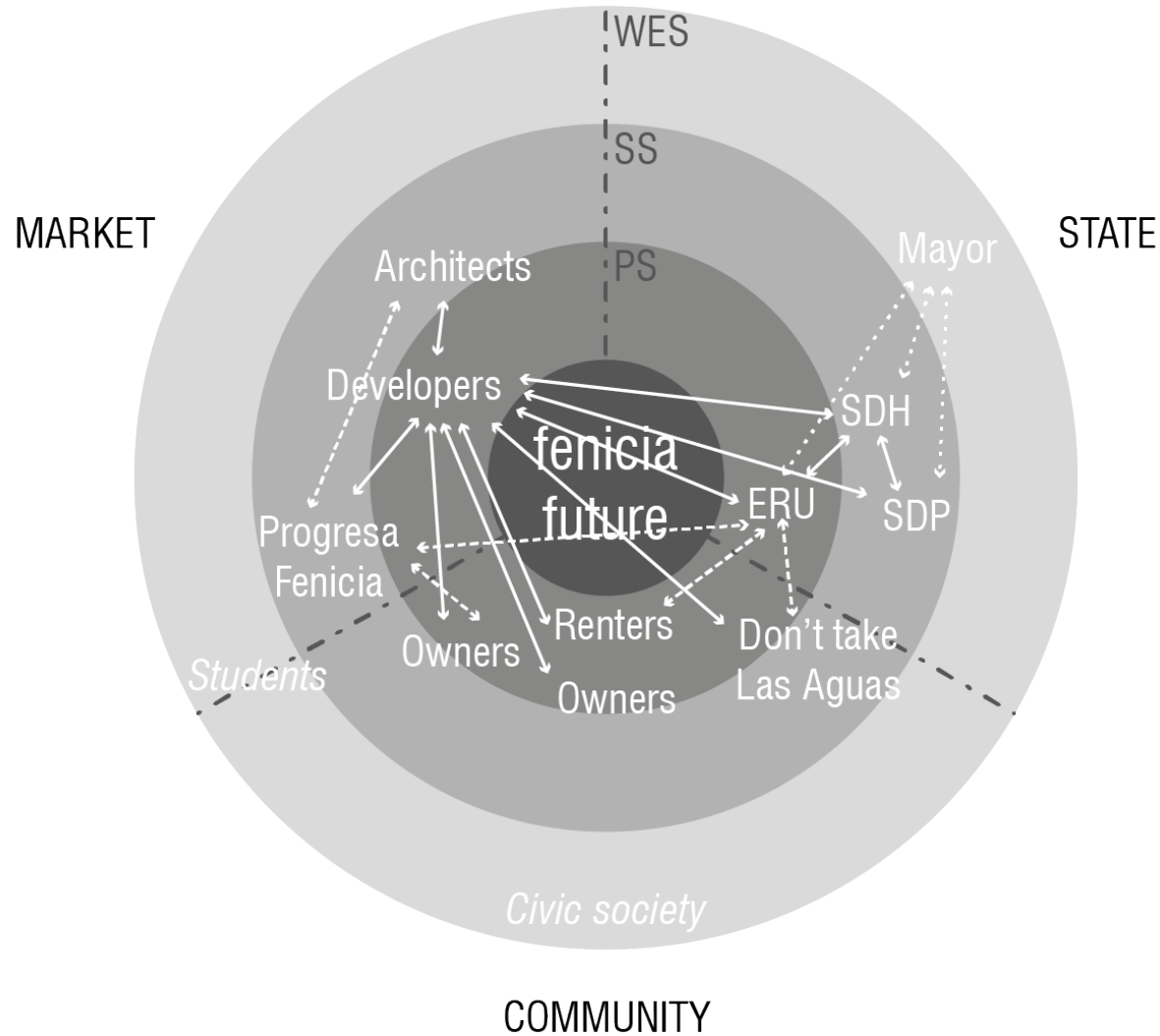
FOURTH PHASE: FROM THE PAPER TO THE PRACTICE



FUTURE DEVELOPMENTS

- Start the execution of UAU 1
- Start the marketing process for next UAUs
- Continue Social Programs

FUTURE DEVELOPMENTS



Legend

Type of Stakeholders

- PE Primary Stakeholder
- SH Secondary Stakeholder
- WE Wider Environment Stakeholder

Type of Relation

- Strong
- - - - Ad-hoc
- Indirect

PARALLEL DEVELOPMENTS

- Block 5: A different approach
- Two projects
 - Public Building
 - City Cinematheque
 - Mixed-Use Development
 - 3 towers
 - Mixed-use
 - Housing (Students, Professors, Young Professionals)
 - Partnership Developer-University

PARALLEL DEVELOPMENTS



CONCLUSIONS



CONCLUSIONS

How is urban planning executed in Bogotá and which instruments can be identified?

- Different tools at different levels
- From Masterplans to Partial Plans
- Flexible institutions allow for innovation
- Bureaucracy
- Highly dependent on political climate

CONCLUSIONS

What phases can be identified in the process?

- Emergence of new organizational/governance structures
 - Dynamic nature of collaborative structures
- Legal milestones

CONCLUSIONS

What actors are involved in the process and what roles do they play?

- Broad participation
 - Community, Market, Government and Mixed Organizations
- Complex process
- Important external stakeholders
 - Enablers

CONCLUSIONS

How do these actors relate to each other?

- Collaboration doesn't come naturally
- Building Trust «—» Effective Communication
 - Arenas of Interaction
- Discussions at different levels
 - General, targeted, individual
 - Beyond the scope of the project

CONCLUSIONS

How is power distributed between the different actors involved and how does this relate to collaborative planning?

- Balance of power is necessary
 - Different ways to achieve it (E.g. regulations, agreements, ext. stakeholders)
- Horizontal structures need leadership
- Leadership is dynamic
 - Shifts horizontally (between organizations) and vertically (within organizations)

CONCLUSIONS

How does the context influence the application of collaborative planning in practice?

- Neoliberal structure affects political, economic & social environment
- Corruption
- Increasing demand for public participation
 - Added effort to build trust / establish networks
 - Importance of favorable political climate
 - Connections among parties can facilitate processes

CONCLUSIONS

What factors bring about collaboration in urban regeneration projects in Colombia?

Collaboration is dependent on the alignment of a broad series of contextual factors, as much as it depends on ensuring an adequate process related to the construction of a communication network among a broad set of stakeholders.

CONCLUSIONS

Collaboration emerges when the majority of the legitimate actors of the project (i.e Market, Government, Community), establish a series of arenas of interaction, in which the interests of the different parties can be discussed and veto power is shared among the stakeholders. In order for collaboration to be initiated and executed, a firm leadership is needed, in order to safeguard the general objectives of the project. Furthermore, a clear awareness of the specific context is necessary in order to take advantage of the positive externalities that it may offer, as well as to tackle the threats that might be latent in it.



Thank you

COMPLEMENTARY CASES

Buenos Aires



COMPLEMENTARY CASES

Buenos Aires

- Villa Tranquila
 - Deep involvement of Academic Institutions
 - Analysis carried out in a joint venture between UBA and Harvard
 - Focus on public space and common services
 - Investment from international companies (Games for playgrounds)

COMPLEMENTARY CASES

Buenos Aires



COMPLEMENTARY CASES

Buenos Aires

- Villa 31
 - Projected by UBA
 - Failed execution due to political instability
 - New start in current administration

COMPLEMENTARY CASES

São Paulo



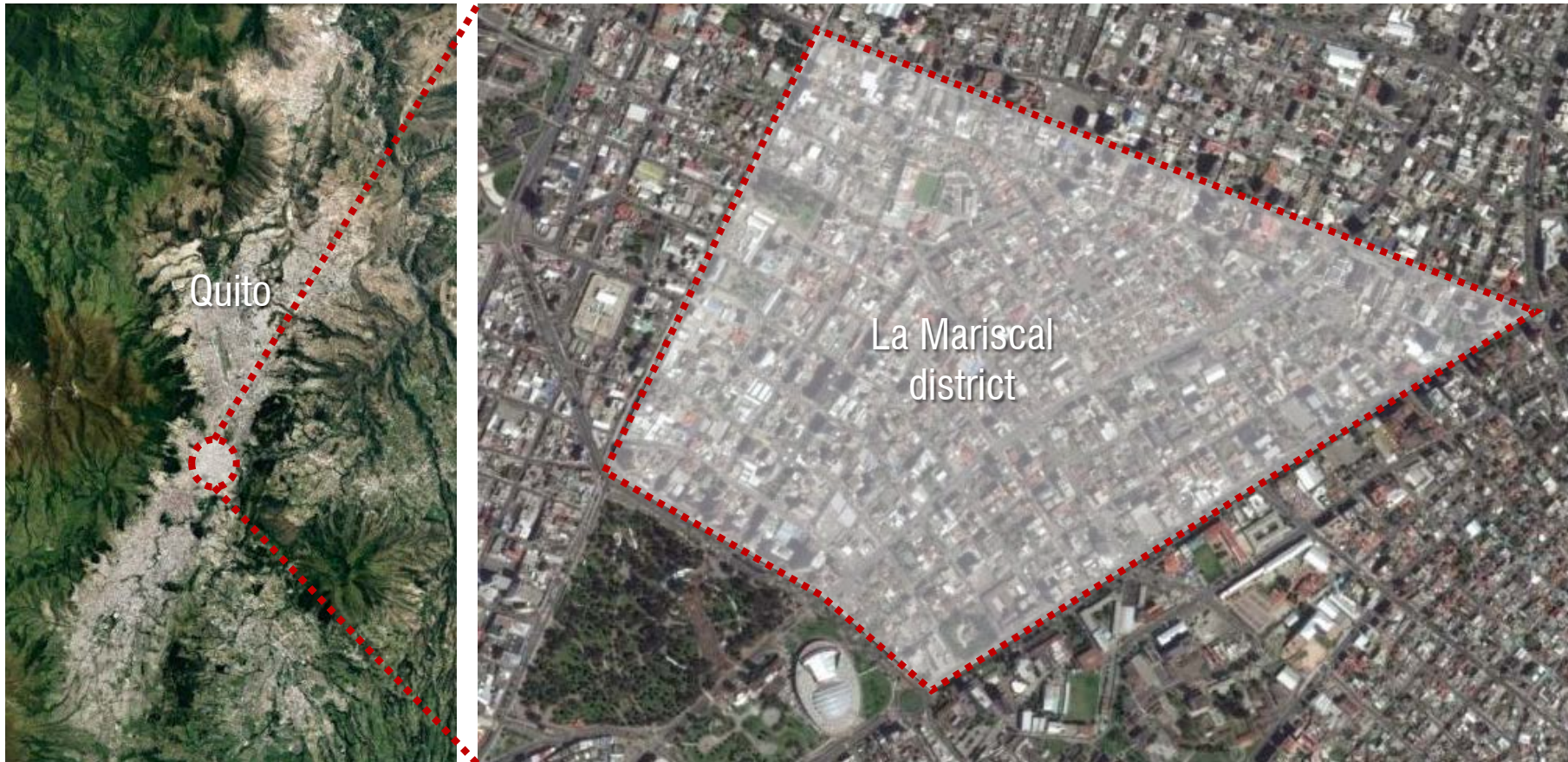
COMPLEMENTARY CASES

São Paulo

- Sapobemba – São Mateus (Park of Integration)
 - Large intervention (7,5km linear park)
 - Focus on public space
 - Bike paths
 - Sport Fields
 - Greenery
 - Joins very different communities
 - Communities deciding what suits them best
 - Which type of public space to build

COMPLEMENTARY CASES

Quito



COMPLEMENTARY CASES

Quito

- La Mariscal
 - Community led
 - Aim is to create a parallel government (self-governance)
 - Focus on small-scale interventions
 - Public Space
 - Take and renewal of abandoned houses
 - Urban Farming
 - Communities deciding what suits them best
 - Strong discussion with the government