Addressing new land governance’s challenges:
GOVERNANCE SCHEMES FOR URBAN REGENERATION PROJECTS IN
COLOMBIA, LATIN AMERICA

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Abstract

Urban regeneration projects are setting new land governance challenges: urban transformation sets high expectations on successful outcomes but also relevant demands on community participation and respect for inhabitant’s rights and needs. Implementation of these projects faces difficulties in urban infrastructure finance, land owner’s participation, public and private agreements for its development, and the continuation of projects beyond the city mayor’s period.

From traditional perspectives on highly public intervention to radical calls on how regeneration processes should be leaded solely by private actors, what has become clear is that more than power relationships between actors a complex network is needed to embrace a physical transformation that represents important investments and reconfiguration of public and private areas but also socio-economic disruptive interventions. Definite conclusions on how a GS should be defined for urban regeneration projects could be found in recent regeneration experiences, particularly in growing cities that are seeking new mechanisms where private-public mistruth relationships could be overturn on behalf of urban development goals.

In Colombia, cities have been leading urban regeneration projects for deteriorated areas using land use master plans for specific areas of cities “partial plans” (PP). Urban regulations establish that public development agencies and public and private institutional agreements could be in charge of formulation and implementation of PP. Definition of procedures, roles, and interaction mechanisms between public and private entities are some of the components of these PP governance schemes (GS).

Main role of governance schemes will be presented through the study of 2 urban regeneration projects in Colombia, the PP of Fenicia in Bogota and the PP of Sevilla in the “Innovation District of Medellin. The study of governance schemes of these PP could be an example for other urban regeneration projects including: i) scope of the project, ii) urban regulations, iii) stake holder participation mechanisms, and iv) institutional agreement.

Key Words:

Urban regeneration, land management, institutional agreements, development agencies, and land value capture.
Introduction

The purpose of the document is to support the definition of governance schemes for urban regeneration projects through identifying main characteristics of current institutional agreements of urban regeneration projects in Colombia. The analysis of 2 cases studies in Bogota and Medellin could support the definition of governance schemes in: i) stakeholder participation mechanisms, ii) land management, iii) project implementation, and iv) financial schemes for an urban project development. Urban regeneration main challenges are related with inefficient institutional schemes and updated legal framework. Governance schemes (GS) could be part of the solution permitting the allocation of resources for an urban project development, the articulation between public and private entities, and the implementation and management of an urban project.

GS comprises an effective legal vehicle that allows interaction and cooperation between agencies, and a governance methodology rooted in the participation of stakeholder that understands all interests; these institutional agreements demand a comprehensive perspective of the national and local legal framework to implement urban regeneration processes and to conduct cities programs. Understanding real estate working dynamics between public and private agencies and finding interactive ways to build consensus between them is one of the principles objectives of the agreements.

In Colombia, land governance in urban regeneration projects could be orientated through urban legal framework and institutional agreements. In particularly cases, GS includes land value capture (LVC) instruments as a funding resource for urban regeneration projects. In Colombia, GS could formulate and implement urban regeneration projects through the definition of land use planning and management instruments “partial plans”. These instrument are part of the national Territorial Development Law 388 of 1997 and they enable collaborative management of parcel assembly and the development of specific funding mechanisms.

These instruments are used to complement and implement the cities’ master plan (POT), by adopting decisions, rules and mechanisms in relation to: i) delimitation and characterization of the area where the urban intervention would take place, ii) definition of development goals for the area. Including building standards, public space conditions, and upgrading or regeneration programs, iii) formulation of urban norms that define land uses, building index, buildability rules, distances between constructions, iv) description of other instruments for urban planning, collection of capital gains and distribution of benefits and burdens, v) citizens or private entities could propose partial plans following the POT provisions, to be approved by
the local planning authorities, vi) conditions of participation and benefits of the stakeholders who take part in the plan, vii) stages of the project development and the need for investment.

All those decisions must be supported on technical studies and incorporates an urban design proposal that must be framed on the conditions defined by the master plan’s guidelines, informed to the community and approved by the local administration. Under this mechanism, real estate investors, landowners, and developers may participate, eventually with public sector agencies (development corporation agents), where public resources are going to be involved (Maldonado et. al., 2006).

Decisions to be taken under a PP are mainly related with land readjustment actions that establishes landowner’s participation as a source of financing for public infrastructure and facilities needed for the project. For this matters, the Article 39 of Law 388 defines that framed on the partial plan it is possible to demarcate Unidades de Actuacion Urbanistica (UAU), as pieces of real estate, explicitly delimited in the rules of the ordering plan, that should be urbanized or built as a planning unit in order to promote the rational use of land, guarantee compliance with the city-planning rules and facilitate the endowment charged to the owners, of the infrastructure for transport, domiciliary public services and public facilities. UAU understating determines the lower scale of interaction where main issues of a regeneration processes would be defined: i) compulsory associated management among owners, ii) the possibility of using expropriation against reluctant owners, iii) the guarantee of equitable distribution of benefits and burdens, and iv) reconfiguration of property

**Governance Schemes Approach**

Understanding GS for regeneration projects, moreover than other kind of urban processes entails a comprehensive approach both on what regeneration might implies and on concepts around governance. Urban regeneration processes are without doubt, challenging tasks for local administrations, investors and inhabitants as it might take place through and important funding effort, complex land readjustment processes and deep social intervention. Thus, how all those actors play a role and how their relationships are build, would set on the one hand, strong routes for successful outcomes, or in the other hazardous dynamics that could undermine regeneration process.

Regarding on the scope of regeneration processes, literature has had different positions on how they could be understood only as a physical intervention or as a comprehensive project. However, experiences in different cities around the world have showed that these kinds of interventions could not be taken solely as a physical transformation. Therefore, a broader perspective on what does urban regeneration implies might
underpin a GS analysis. Roberts and Sake (2017) proposes an inspiring definition: “Comprehensive and integrated vision and action which seeks to solve urban problems and bring about a lasting improvement in the economic, physical, social and environmental condition of an area that has been subject to change or offers opportunities for improvement”.

Under this broad concept, several issues around regeneration must be taken into consideration to understand how a GS could be build. At this point, Robert and Sake defined some of them as follows: i) relationship between the physical conditions and the nature of social and political response, ii) crucial needs on matters of housing, health and well-being, iii) the desirability of linking social improvement with economic progress, and iv) the containment of urban growth and the management or urban decrease.

In this regard, urban regeneration must be understood both as a process and as a tool, as transformation of an area would be result of a vision and a course of actions. Colombian understood is driven by this double side approach: it is defined as management path (treatment) for certain areas of a territory where transformation is needed and also as a planning tool that enables land readjustment interventions, densification, land value increments and economic growth.

Definitions included in the Land Use Master Plan (POT) of the cities where the cases take place (Bogota and Medellin) show how regeneration is comprehended. In Bogota’s POT, urban regeneration policy proposes the following actions: i) advance urban actions that lead to integrated regeneration projects, ii) enhance private capital participation by reducing uncertainties around regeneration processes, iii) encourage the easy and clear norm’s implementation, and iv) provide technical support on urban regeneration projects.

In Colombia, urban regeneration is mainly understood as treatment applicable for certain areas in the city, that need a new urban structure through land management processes, that enables the reconfiguration of public and private spaces and definition of urbanistic conditions.

Concepts on governance have come across the way on whenever it means government delivery or self-organization through inter organizational network, as an exercise to delimit both and public scope of action. Urban interventions might bring to discussion whenever the government is the only agency allowed to deliver services or if the government understands private schemes as means to deliver services too. Recent approaches on GS particularly for urban regeneration processes have exposed how there is not only one-way interaction from government to the public, but a complex network between public and private actors. According to Jones and Evans the leading definition on GS explains it as a “self-organizing, inter
organizational network. All actors might play a fundamental role in the network and their interaction would raise particular GS for each project. Even when governance concepts are moving towards intensive private sector participation, public intervention should not be underestimated. On a regeneration process, variety of actions, complexity around interest and also market effects, demand public management.

Regarding on each city context and as a consequence of public policy objectives, different public management mechanisms could take place: from direct execution of works and physical transformation by public agents, coordination of specific projects or formulation of general rules and guidelines to be applied by private actors. Nevertheless, in any of those modalities the role of the local government would definitely determine the scope of interventions in a city and the common ground where the network of a GS could be raised. A sound legal framework, planning instruments and regulatory powers might be needed to envision plausible regeneration objectives and become them true through feasible land readjustment instruments and funding mechanisms. Bases of trust and coordination might be needed to net relations between government, external agencies and private actors to advance regeneration processes where long interaction boosts projects sustainability.

Private sector involvement has been talking a significant role in regeneration process from a different view that understands this actor role not only as a funding source, but as the solid base that might support a successful project implementation. The urban regeneration program from the World Bank grasps on the issue: Rarely urban regeneration projects are implemented solely by the public sector but even if the government could provide the resources, the buy in from the community and business sector is needed to ensure sustainability of regeneration efforts. In this context, regarding on the characteristics of an urban regeneration processes and broad concept of governance, GS could be understood through some components that could also orientate the study of the projects as: i) scope of the project, ii) land management process, iii) institutional schemes, and iv) stakeholder’s participation.

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1 the word network suggests the bringing together a series of different actors to accomplish a task, though not actually putting together a single overarching body –each of the different actors remain independent.
Partial Plan Sevilla and the Innovation District of Medellin

Scope of the project

According to the regulations of the POT of Medellin, in the northern part of the City of Medellin, 20 chosen for redevelopment of four barrios through the adoption of 4 PP: Sevilla, Jesus Nazareno, El Chagualo, and San Pedro. The District anticipates a significant increase in densities in the area (from 106 to 300 hab/ha.), part of which will come from new affordable housing units. Although the area is centrally located and with easy access to transportation and urban services, a significant investment in infrastructure is needed to revitalize the area.
Institutional scheme

As promoter of the PPs, the City of Medellín determinate the urban development corporation company of Medellín “EDU” for the formulation and implementation of PP Sevilla, and the innovation corporation of Medellín “Ruta N” tasked with promoting the development of innovative technology-based businesses for the formulation and implementation of PPs Chagualo, San Pedro and Jesus Nazareno. Despite the definition of a unique project through the Innovation District, the division in 4 PPs makes the integration process in a unique urban project a difficult process.

The World Bank support for the definition of LVC-TIF in the pilot project of the Innovation District of Medellín

The World Bank is supporting the development of a Tax Increment Financing (TIF) instrument, which aims to capture and leverage estimated city revenues derived from land value increases directly related to the project (through increases in property tax or other tax-related income). By bringing these future revenues for the city forward, Medellín can partially finance the project thereby improving the affordability of the social housing units.

As part of the technical assistance the World Bank accompanied the city to build an accurate institutional arrangement to support the Innovation District execution of the 4 PPs, that comprises not only an effective legal vehicle that allows interaction and cooperation between agencies, but a governance methodology rooted in stakeholders participation that understands all interests at stake and encourage project’s embracing.

The challenge to design this institutional arrangement demanded a comprehensive perspective and an analysis of the legal and institutional conditions to advance urban renewal processes and to conduct innovation programs. Understanding real working dynamics between public and private agencies and finding interactive ways to build consensus between them, were the foundation stones to raise a cooperation vehicle. In this same way, studying regeneration project’s activities and innovation program’s characteristics was just the beginning to acknowledge a pioneering concept of generating demand on urban space by enhancing ITC businesses and entrepreneurism.

Therefore, designing the institutional vehicle that could support the district’s required to advance a methodology that allows understanding in detail the two main processes -renovation and innovation- that are embedded in this intervention and finding out their connection points and conflicts.
It was necessary to analyze how the agencies in charge of urban renovation and innovation programs were working in the Innovation District. The study focuses in the Enterprise of Urban Development (EUD) the public company that deals with land management projects and real estate operations in the city and in RUTA N public corporation that aims to promote Medellín’s economic evolution to ICT business. The analysis showed on one hand high quality procedures to advance their own projects but on the other scarce acknowledgement of their counterpart’s expertise and accomplishments. Following steps were conducted through participatory activities where both entities take part to realize better ways to interact.

Even so the enriched network of activities among processes started to frame not only the institutional arrangement but a land governance model to advance the innovation district through a new vision about urban operations and innovation programs:

- **Community interaction processes** for an innovation district requires not only and accurate socioeconomic characterization but inclusive programs that might incorporate residents in to innovative activities.
- **Land management and public works execution** would answer to urban development paths and also innovation companies need. Therefore, prioritization of interventions should catalyst urban transformations for the area involving public infrastructure provisions and enable landing programs or entrepreneur settlements.
- **Promotion and attraction strategies** might accomplish a double purpose: sell the innovation districts as a strategic innovation environment and also as a real state destiny, whereas the latter should be attractive enough to hold up the former intention.
- **Spaces commercialization** would reach not only ICT companies. The real state scheme might be attractive for new residents and traditional hubs (retail and industries) and allow existing inhabitants to stay on affordable conditions.
Funding might not come only from public and private sources, as the urban transformation and innovation ecosystem consolidation would enhance land value capture processes through innovative tools as Tax Incremental Financing (TIF).

The innovation district would need a ground-breaking institutional arrangement that could coordinate those new processes. Despite the vehicle needed to be rooted on feasible mechanisms to count with i) Coordination scenarios that allow the entities to continue developing part of the activities in which they have shown efficiency and ii) Binding force tools to engage all entities involve. Therefore, the vehicle defined was an agreement between RUTA N, EUD and the local administration, it sets up responsibilities and defines coordination scenarios as follows:

Graphic N4 Institutional vehicle


This proposed institutional arrangement aims to support the land governance model that the innovation district needs:

- The scheme would engage counterpart’s through a binding mechanism where none of them would govern the other: Leadership is in charge of a plural Committee where several public entities and community leaders might have seat.
• The innovation district is underpinned by a new perspective where urban development would might be guided also by innovation paths, so the strategic direction and the technical operations -plan and do- would be rooted in both processes.
• Community embracement must be a priority for the district through participatory mechanisms and specific information channels
• Funding management would be strictly linked to urban interventions and innovation programs execution, so the vehicle includes a specific trust scheme for this purpose.

This study and methodology could be considered a significant progress in addressing a land governance challenge that is near to become urgent building regeneration projects that involves innovation and knowledge and be a pilot case to apply in different urban regeneration projects and cities.

Partial Plan Fenicia

Scope of urban project.

This regeneration project is in its early stages, as its first unit has just started its execution, however its formulation has been pointed out as an example of an inclusive process that has involve inhabitants since the beginning and its seeking to keep them in the area as strategic actors for its execution. The Fenicia Partial Plan is an urban renewal project promoted by Los Andes University located in the center of the city of Bogotá within an area of 8.8. hectares.
This private initiative was approved by the local administration in 2014 (Decree 420) and seeks to revitalize the area through a double way process of urban transformation and social inclusion of residents and new inhabitants. Thus, this partial plan would provide both housing and new public spaces connected with transport infrastructure and generate commercial areas for local and new economic activities and public facilities. Some numbers about the project illustrates its challenging purposes:
Table 1 Fenicia Plan Partial main objectives

<table>
<thead>
<tr>
<th>Existing conditions</th>
<th>Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Approximately 460 families live in this area.</td>
<td>900 housing units will be built:</td>
</tr>
<tr>
<td>54% of the land corresponds to housing.</td>
<td>o 20% will be social housing (108 units).</td>
</tr>
<tr>
<td>20% to surface-parking lots.</td>
<td>o 400 will be replacement housing for the original owners.</td>
</tr>
<tr>
<td>12% percent to commerce.</td>
<td>o 500 units will be new housing, with which to accommodate approximately 3,100 new inhabitants.</td>
</tr>
<tr>
<td>14% percent to commerce.</td>
<td>71 Commerce units (approximately).</td>
</tr>
<tr>
<td>Of the 500 existing property units, 13 are property of the city, 9 plots are property of Los Andes University, and the rest belong to other private owners.</td>
<td>4.785 m² of communal areas (approximately).</td>
</tr>
</tbody>
</table>

Source: Programa Fenicia 2015 and Bases for Actuacion Document 2016

The project is structured to be executed through Unidades de Actuacion Urbanistica, UAU or phases that supports land management processes and guarantees equitable distribution of costs and benefits and a land trust scheme, where the landowners, the project promoter, and the investors will all participate, as well as the city government through the Urban Renewal Enterprise (ERU). As it will be explained later in this text those Unidades de Actuation are land readjustment mechanisms which execution relays on its inhabitant’s agreement on common conditions for their contribution and the definition of governance structures to adopt decisions.

The first phase (Unidad de Actuacion 1) was approved by Bogota’s administration in March of 2016 and on November of that same year the vast majority of owners (representing around 90 percent of the area) have declared their intent to participate in the unit implementation and have already signed a special document in which they agree to commit themselves to moving forward and contributing their property to the trust scheme.

Land Management Process

The project was formulated and approved through a PP, seeking to advance an integrated land readjustment processes support on a solid institutional arrangement structure and a sound system of burdens and benefits. Therefore, it is structured to be executed through Unidades de Actuacion Urbanistica or phases (See Table 2) that supports land management processes and guarantees equitable distribution of costs and benefits and a land trust scheme, where the landowners, the project promoter, and the investors will all participate, as well as the city government through the Urban Renewal Enterprise (ERU).
Table 2. Areas and composition of Unidades de Actuación Urbanística Proposal

<table>
<thead>
<tr>
<th>UAU</th>
<th>Approximate private area (cadastral 2013 in square meters)</th>
<th>Current block number</th>
<th>Approximate number of single detached houses, apartments, and lots</th>
</tr>
</thead>
<tbody>
<tr>
<td>UAU 01</td>
<td>6,332</td>
<td>13</td>
<td>15</td>
</tr>
<tr>
<td>UAU 02</td>
<td>13,864</td>
<td>4</td>
<td>224</td>
</tr>
<tr>
<td>UAU 03</td>
<td>8,717</td>
<td>26</td>
<td>49</td>
</tr>
<tr>
<td>UAU 04</td>
<td>12,773</td>
<td>24, 25</td>
<td>64</td>
</tr>
<tr>
<td>UAU 05</td>
<td>11,019</td>
<td>2, 12, 13, 38, 39</td>
<td>130</td>
</tr>
<tr>
<td>Total</td>
<td>52,705</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Universidad de los Andes, 2014

The land management scheme seeks a double purpose: i. Financing the project through the sharing of burdens and benefits, which means that public infrastructure needed would be advance regarding on the development potential allowed in each stage and ii. Facilitate integral management guarantying that residents would obtain replacement units for their properties.

To achieve those objectives, the Decree 420 defined general conditions that should be detailed on each UAU through the approbation of the bases of actuation. Thus, transformation is mean to be done by several stages using a commercial trust scheme that would be in charge of regulating and surveilling equitable distribution of burdens and gains among all the units.

The trusteeship scheme permits the participating owners to become partners in the project and share its profits, under a basic remuneration framework for the land readjustment scheme is based on the currently constructed area."

Table N3. land readjustment criterion

<table>
<thead>
<tr>
<th>Current property type</th>
<th>Exchange criteria</th>
<th>Exchange ratio</th>
<th>New unit type (use)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apartments</td>
<td>Built area (m²)</td>
<td>1 square meter of new constructed area for 1 square meter of current constructed area.</td>
<td>Apartments (residential)</td>
</tr>
<tr>
<td>Houses</td>
<td>Built area (m²)</td>
<td>1 square meter of new constructed area for 1 square meter of current constructed area.</td>
<td>Apartments (residential or business in commercial zone)</td>
</tr>
</tbody>
</table>

2 Ibidem p. 20
### Institutional arrangement

Framed under the PP as planning instrument, Fenicia’s project explored multiple alternatives in which it would be possible to take into consideration all actors interests and answer to community’s worries on their future after the projects execution. Therefore, the partial plan determines the following framework for actor’s interaction:

**Table 4. Execution framework**

<table>
<thead>
<tr>
<th>Mechanism</th>
<th>Explanation</th>
<th>Actors</th>
<th>Conditions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unidades de Actuación</td>
<td>Land readjustment scheme that divides the territory into portions that must be executed under the same conditions.</td>
<td>Landowners, Developer-Universidad de los Andes, Planning Secretariat</td>
<td>To start its execution each Unit must be approved by the Planning Secretariat. (Decree)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>The specific conditions to execute each unit must be defined by the landowners through the formulation of a document called bases of actuation.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>The developer coordinates the processes of discussion on those bases and encourage landowners to participate in the project.</td>
</tr>
<tr>
<td>Funding system</td>
<td>The project will be financed through the sharing of burdens and benefits. The burdens are the infrastructure to be carried out in each stage, and the benefits consist of the development potential of each stage.</td>
<td>Landowners, Developer-Universidad de los Andes, District Planning Secretariat</td>
<td>General definition of burdens and benefits is established in Bogotá’s master plan. Their incorporation in the partial plan are proposed by the Developer and approved by the Planning Secretariat.</td>
</tr>
</tbody>
</table>
As it is exposed on the Decree 420 this scheme seeks to achieve the following objectives:

- Serve as support and mechanism for participation, communication and exchange of information among the different actors.
- Create formal bodies in charge of supervising the project with representatives from different interest groups.
- Define rules for the nomination and election of the different representatives who will be part of the different bodies.
- Establish the rules for decision making during the project’s execution.

The *Unidad de Actuacion* 1 kicked off the project’s execution and also boost the consolidation of a complete participatory scheme. As part of the definition of the bases of actuation, the landowners with the developer

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It is important to note that this area-based land readjustment scheme was the result of two circumstances that became clear during the formulation process. On one hand, there was a need to attract apartment owners to participate in the project. On the other hand, controversies and lawsuits could lead to changes in the definition of current market values of properties”\(^3\).\(^3\) Op.Cit. Pinilla Moreno Laura, 2016
support define different decisions bodies organized among the territorial division that was used to define *Unidades de Actuacion.*

The bodies define in the structure have these tasks: *Neighborhood Committees:* i) composed of representatives from each collective of Block: present before the trust scheme and the rest of the structure, the fulfillment of the requirements and the affairs of the landowner’s contributions, and supervise units’ readjustment development, ii) collective of Block. composed of the owners of each block: provide technical assistance to the landowners of the block during the readjustment process, supervision on each block execution works and supervision of the materials and specifications of the replacement units and defining the rules and criteria to select those units’ location within the new blocks and buildings, iii) neighbors Table: composed of representatives of each one of the neighbors’ committees: decide on issues proposed by the rest of the structure, interact with the developer in behalf of all landowners, and define rules for agreement and decisions among the bodies.

**Stakeholders participation**
Stakeholder’s identification on Fenicia Partial Plan are closely related with unique characteristics for a regeneration processes in the city: (i) it is promoted by a higher education institute and (ii) its main aim has been to overcome equity problems related to renewal projects.

The project’s formulation had a particularly evolution that had defined actor’s roles and their interaction. Initially in 2007, the project was formulated only by Los Andes University without stakeholder’s participation, so only Los Andes’ needs and expectations were taken into consideration. This first proposal didn’t advance on obtaining approval by the local administration, but it did generate opposition movements from local residents. Later on, in 2010 due to those unsatisfactory results, the University decided to fundamentally changed the working approach by starting over the formulation through a down-top perspective where all stakeholders’ needs to be take into account. Community of owners and residents played a starring role on the new formulation processes but local authorities were also involved as part of the project through activities and spaces even out of the requirements of the administrative process.

<table>
<thead>
<tr>
<th>Actors</th>
<th>Roles</th>
</tr>
</thead>
</table>
| Andes University              | ▪ As the project’s promotor is in charge of coordinate all actor’s relationships especially activities and interaction with landowners and residents.  
  ▪ Formulate business schemes that allows landowners to participate in the project on equitable conditions.  
  ▪ Prepare and sing trust contracts or any other mechanisms needed to support gains and burdens in the project. |
| Landowners and residents      | ▪ Participate in the project’s planation and execution.  
  ▪ Define by agreement the bases of actuation of each phase (Unidad de Actuación Urbanística).  
  ▪ Organize and participate in project’s governance structure. |
| Local administration offices  | ▪ Oversee project execution.  
  ▪ Approve legal instruments and mechanisms that project might need.  
  ▪ Formulate concepts or legal opinions required to project’s execution. |
Actors | Roles
---|---

| Neighbors and users of the sector | - Ease regeneration processes execution through the programs and activities hold by Bogotá’s public organizations.  
- Maintain social control.  
- Participate in collaborative activities and workshops. |

Source: By the authors, according to Decree 320 of 2014 and the document “La Gestión Asociada y sus mecanismos”. En: De la renovación a la revitalización: Desafíos para Bogotá. Diciembre, 2015. p.204

Project’s formulation had an important shift to embrace community’s inputs and the participatory process become the backbone component for Fenicia Partial Plan. The process of interaction between the developer and different community actors took place through the following mechanisms: i) workshops and open meetings to recognize community expectations and needs regarding on their socioeconomic conditions, ii) living conditions survey of the inhabitant’s zone, iii) participatory urban design workshop to define a collective vision how residents imagine transformation of the area, iv) creation of a local newspaper called “Directo Fenicia” as a way to keep informed the community in every issues around the project.

All those mechanisms helped to raise fruitful relationships between the developer and the community that drove the process to an innovative outcome: the final urban proposal incorporates community’s vision on how the urban transformation should be like.

Graphic N6. Participatory urban design- Final urban proposal for Fenicia Partial Plan

Source: Universidad de los Andes, 2014

As part of this participatory approach public actor’s inputs were also take into consideration. During all the formulation process several working groups from different local public organizations, mainly with the District Planning Secretariat, took place to discuss different technical aspects of the project, generating an
important dynamic of interaction between the developer and public actors that helped to solve important issues not only important for Fenicia’s execution but for regeneration interventions in the city.

Those bonds created through the interaction spaces have last in time and are part of foundations needed for the project’s execution and it has been recognized as an illustrative example of inclusive participatory processes. The book “Participatory processes in urban regeneration: beyond public consultation”, in “From regeneration to revitalization: Bogota’s challenges”, published in 2016 highlights the following strengths of Fenicia’s experience 4:

- The Developer is compromised with and inclusionary approach to advance participatory processes.
- There was possible to reach agreements between the community and the developer.
- Technical and legal documents were publicly published and explained.

According to Niño what is even more relevant is that the project proved that it would possible for other projects to achieve the following goals:

- Build concertation spaces through the definition of common ground bases, rules, actors and responsibilities.
- Community participation should be take into consideration in all projects stages even beyond its approbation.
- Information channels wide and clear that enables participants’ comprehension of the project and guarantees also their commitment with its execution.

Public actors should participate not only on those spaces defined by the legal procedures but in all the moments where their support is needed, in order to encourage constant interaction and trusty relationships

**Key Issues**

The previous analysis brought important lessons on GS implemented in two different urban regeneration projects that could be useful on building guidelines for other regeneration processes. Regarding on the methodology proposed it’s possible to point out the following lessons

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4 Gabriela Niño Sicard, “Participatory processes in urban regeneration: beyond public consultation”, in in “ From regeneration to revitalization: Bogota’s challenges”, Bogotá, 2015, p. 188 -190
Table N4. Key Issues of GS PP Sevilla and Innovation District

<table>
<thead>
<tr>
<th>Key issue</th>
<th>Scope of the project</th>
<th>Urban Legal instruments</th>
<th>Stakeholder’s role</th>
<th>Institutional arrangement</th>
</tr>
</thead>
<tbody>
<tr>
<td>The project was planned using “down to top approach” were inputs from the community where the backbone of the formulation process.</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Urban design proposal must follow landowners and resident’s expectations.</td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Interaction between public and private actors and found out the best ways to keep it on trust and plausible conditions, was a main priority for the developer.</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Roles of every actor were clarified from the beginning of the process to build trustable relationships among theme.</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>During the formulation process were created spaces and workshops even when the legal procedure did not require to, in order to engage with community concerns and needs and to keep on track public administration interventions.</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Schemes for decisions making were design by the landowners in order to engage them to the project and guarantee its outcomes would be seen as their own achievements.</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Land readjustment process was understood not as a compulsory land acquisition but as a matter of coordination, cooperation and trust building among diverse and sometimes antagonist stakeholders.</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
</tr>
</tbody>
</table>

Source: By the author, 2017

Table N5. Key Issues of GS PP Fenicia

<table>
<thead>
<tr>
<th>Key issue</th>
<th>Scope of the project</th>
<th>Urban Legal instruments</th>
<th>Stakeholder’s role</th>
<th>Institutional arrangement</th>
</tr>
</thead>
<tbody>
<tr>
<td>The project was planned using “down to top approach” were inputs from the community where the backbone of the formulation process.</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Urban design proposal must follow landowners and resident’s expectations.</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Key issue

| Interaction between public and private actors and found out the best ways to keep it on trust and plausible conditions, was a main priority for the developer. | | | X |
| Roles of every actor were clarified from the beginning of the process to build trustable relationships among them. | | X | X |
| During the formulation process were created spaces and workshops even when the legal procedure did not require to, in order to engage with community concerns and needs and to keep on track public administration interventions. | | X | |
| Schemes for decisions making were design by the landowners in order to engage them to the project and guarantee its outcomes would be seen as their own achievements. | | X | X |
| Land readjustment process was understood not as a compulsory land acquisition but as a matter of coordination, cooperation and trust building among diverse and sometimes antagonist stakeholders. | X | X |

Source: By the author, 2017

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