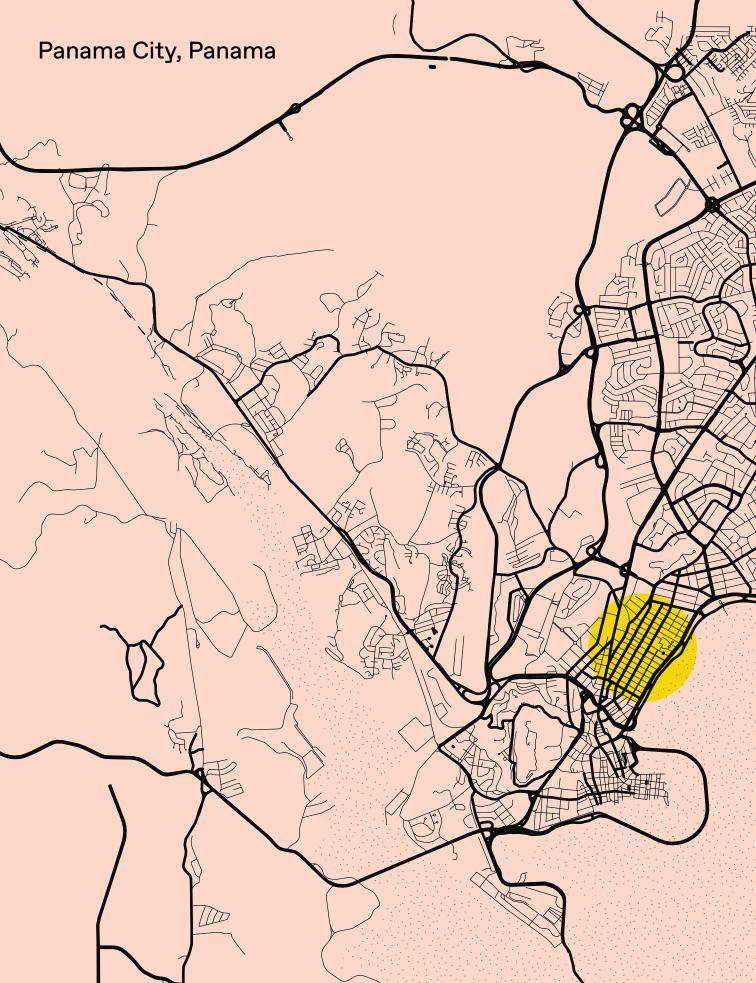
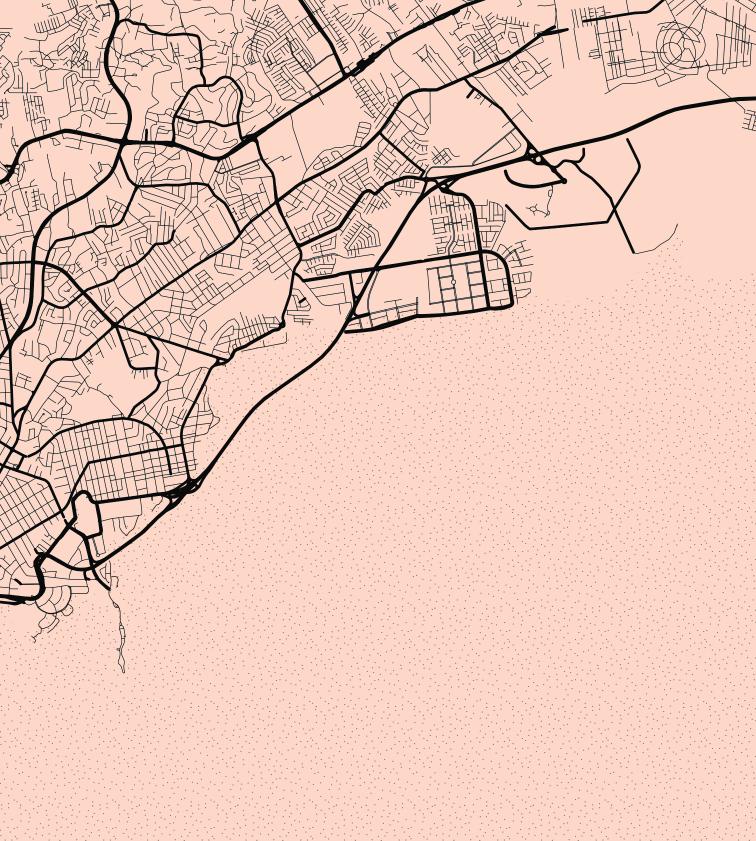
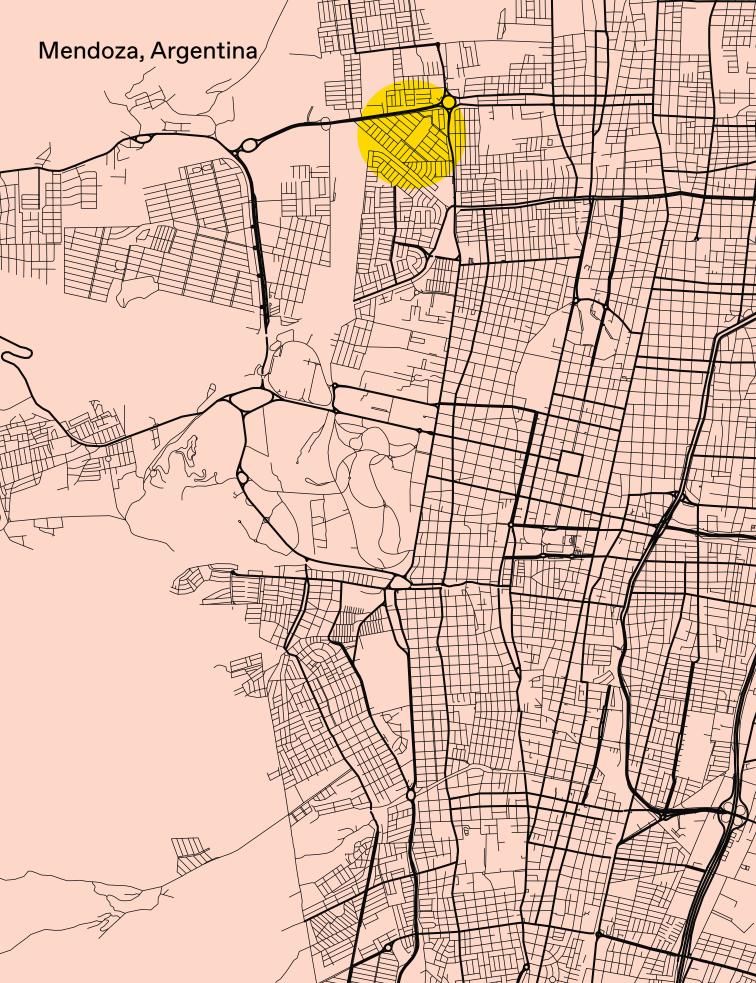
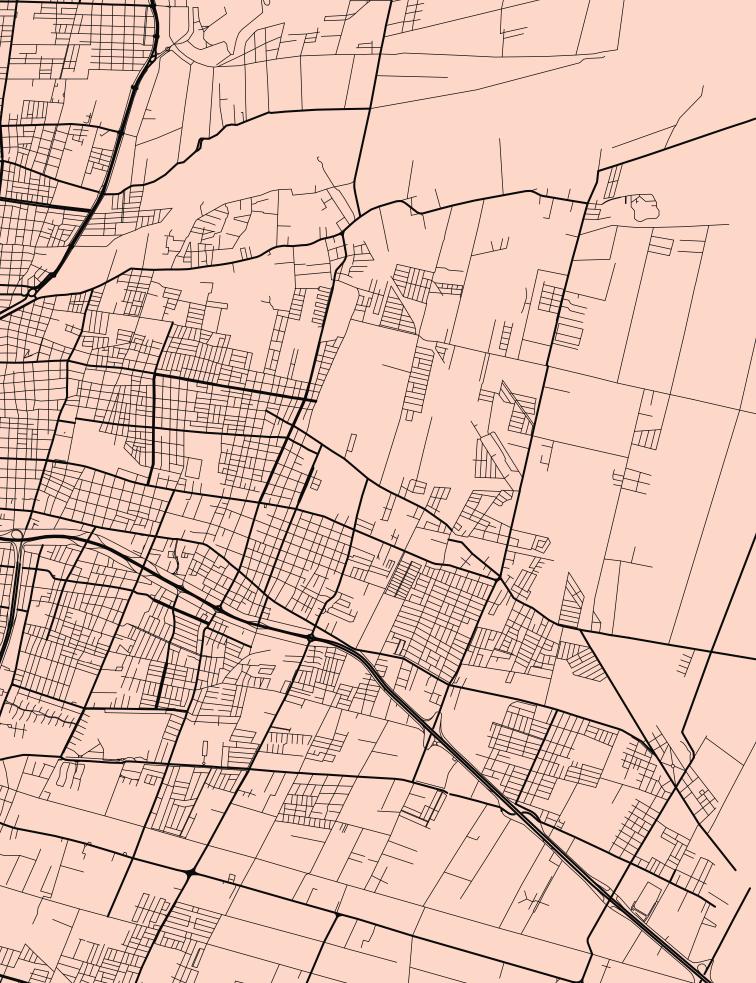
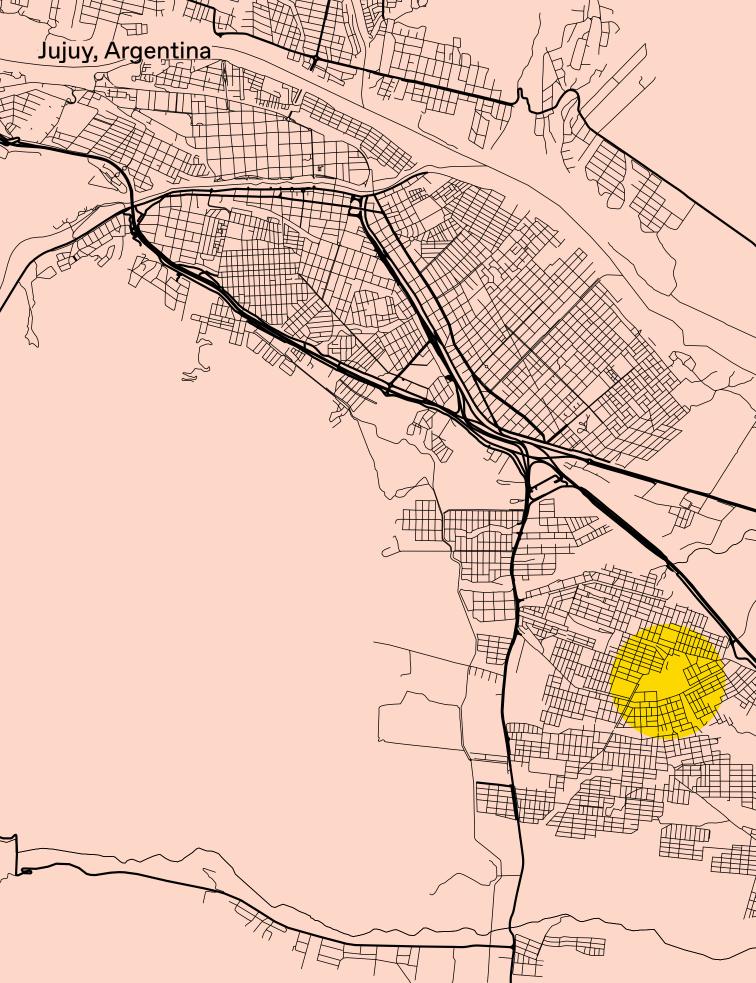
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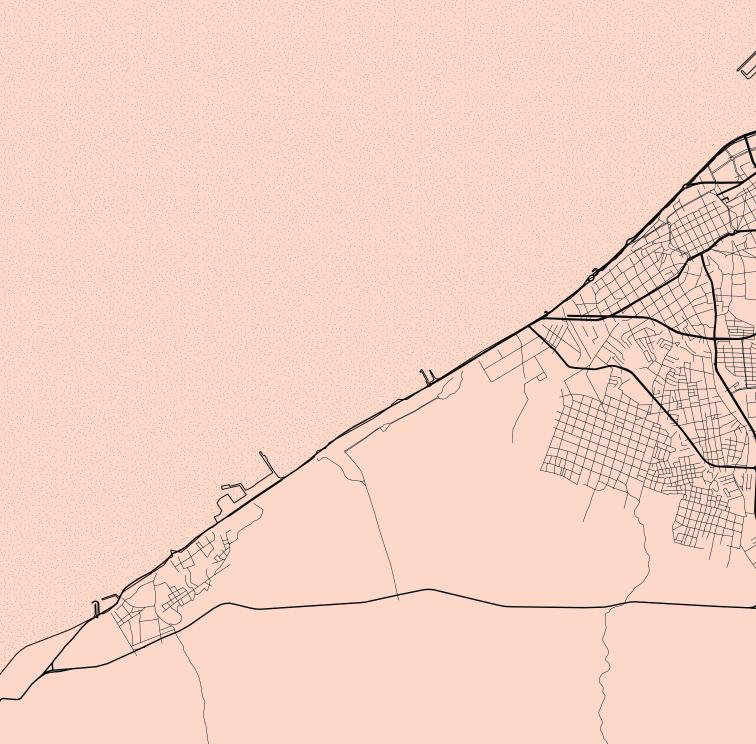


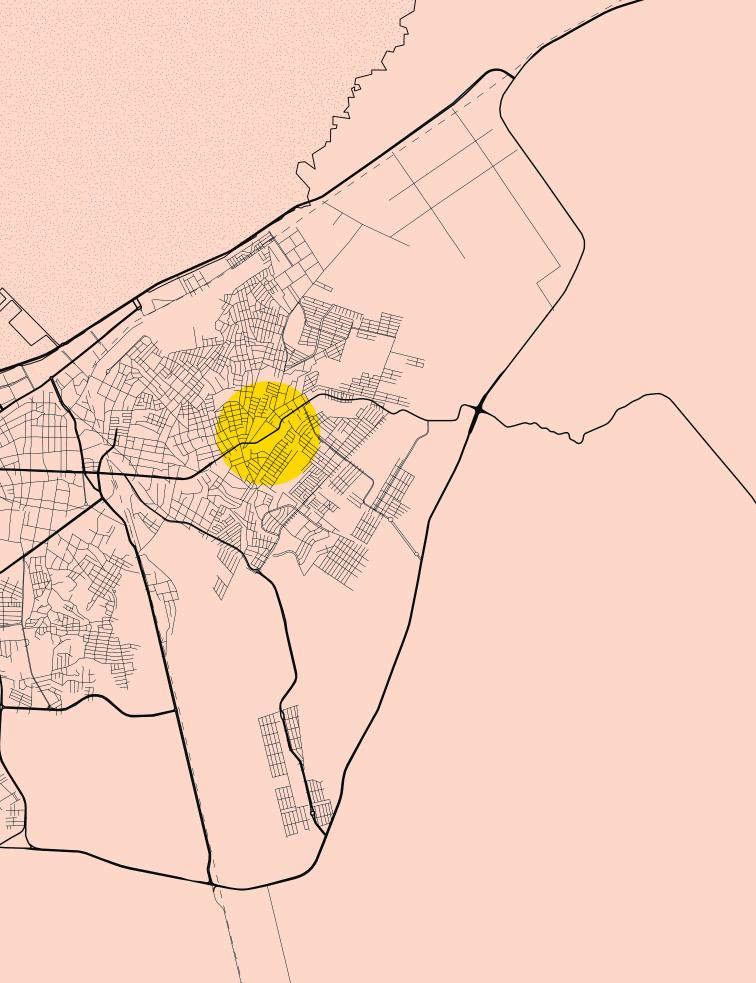


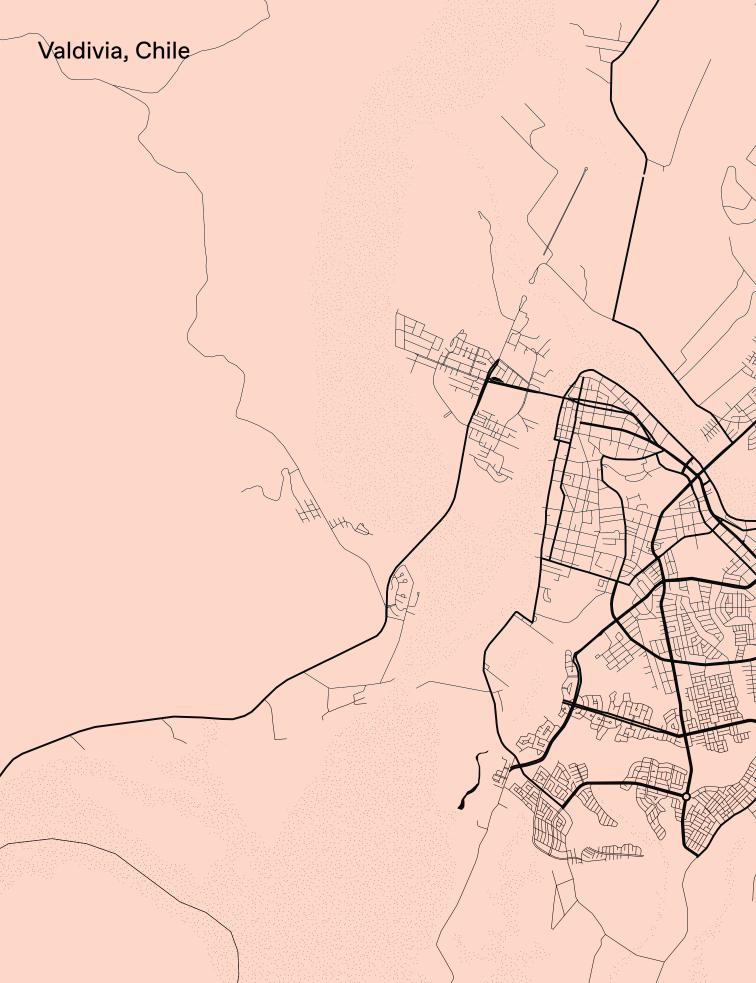


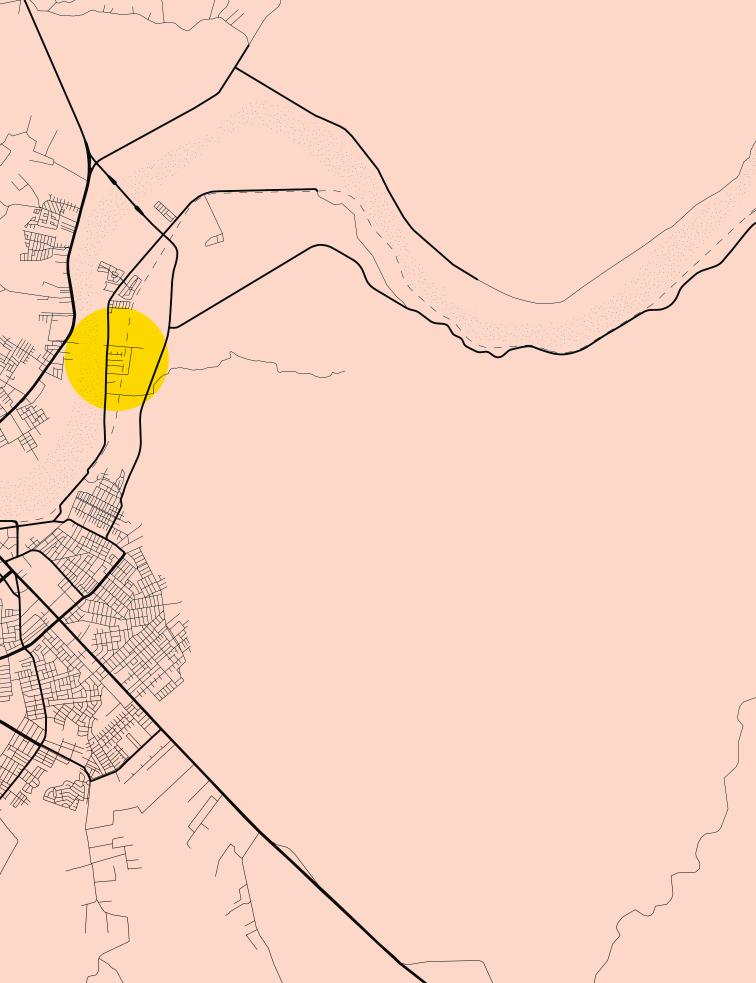


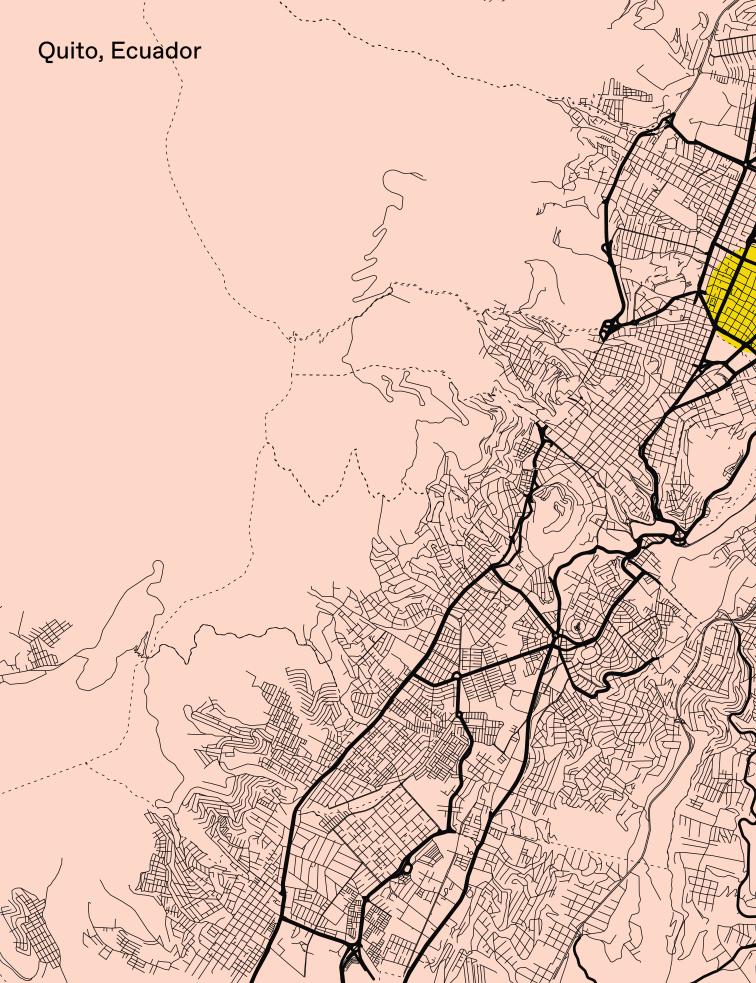


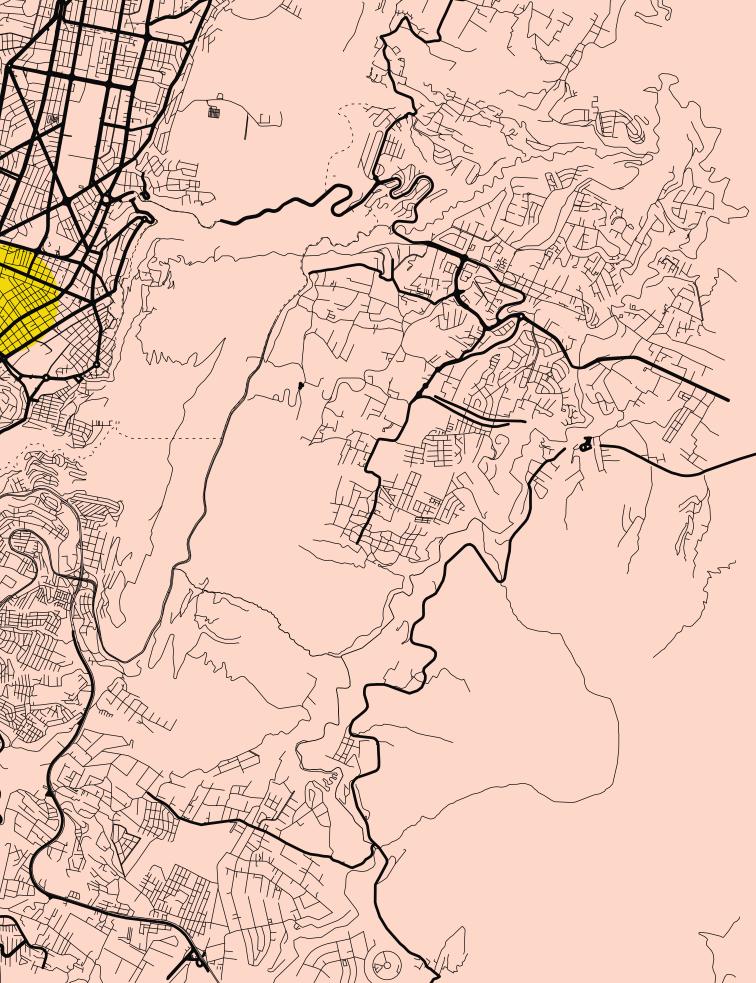




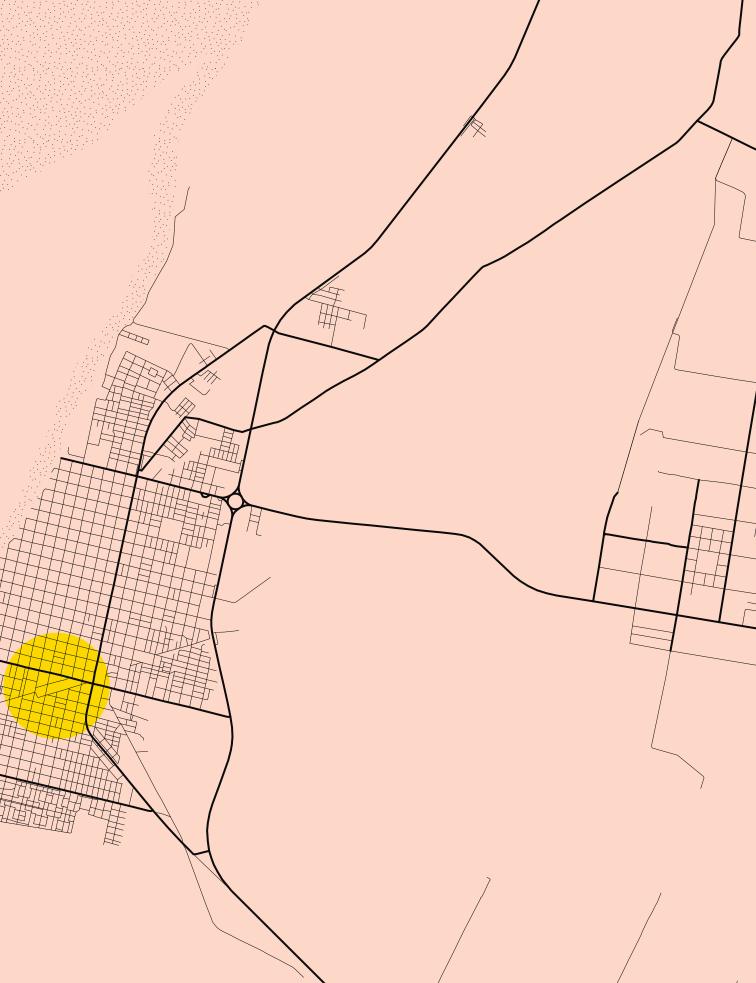


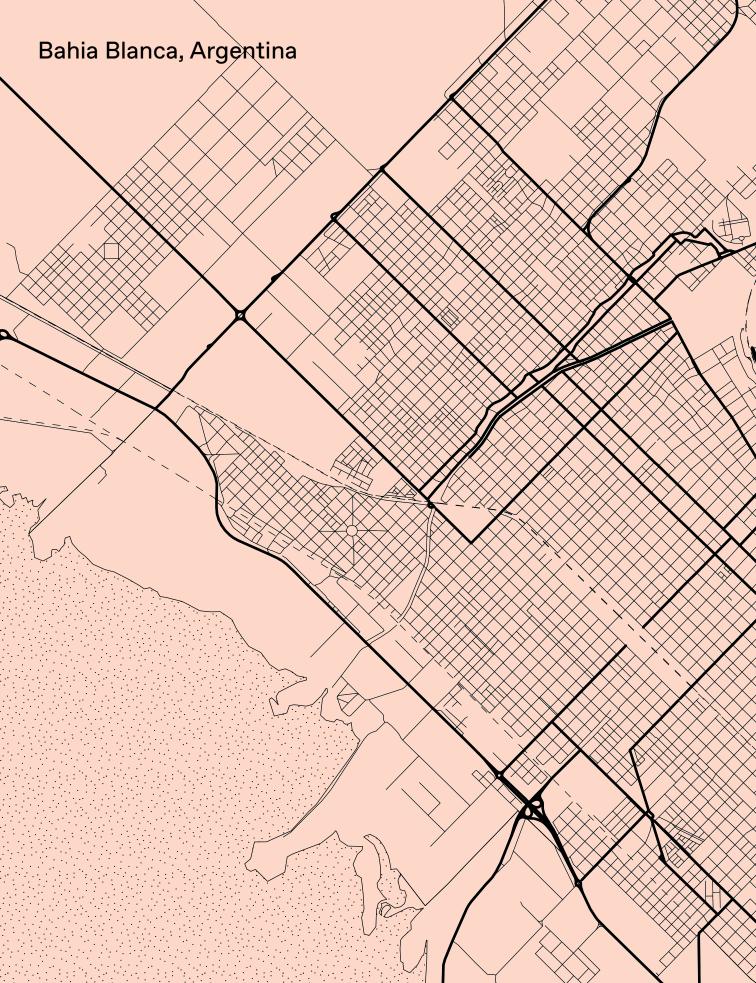


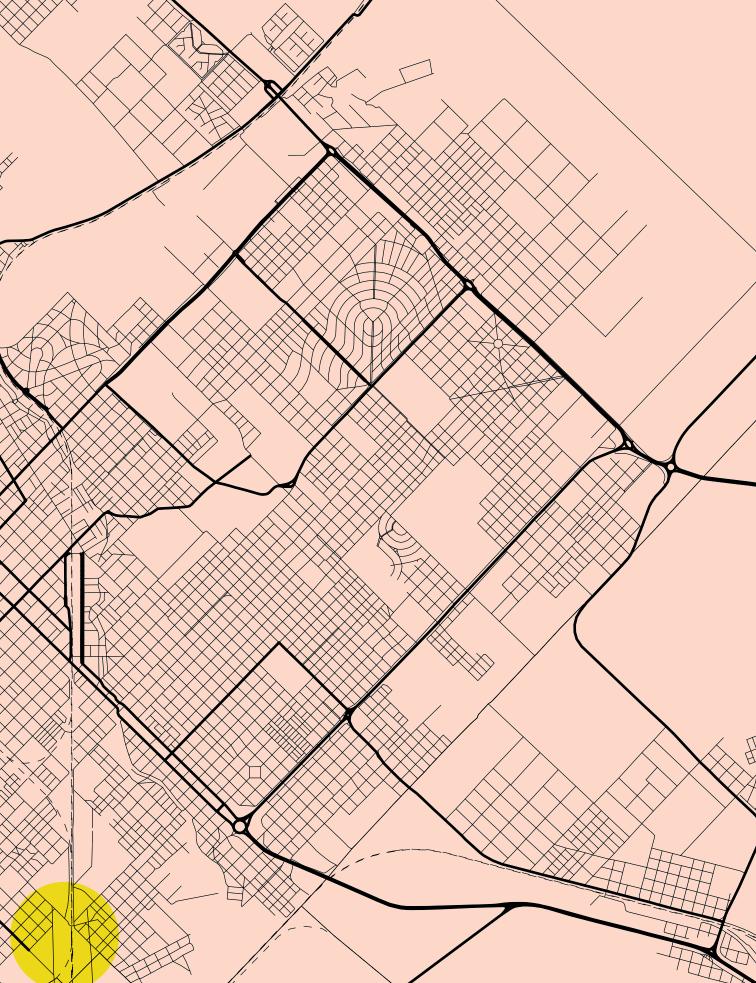


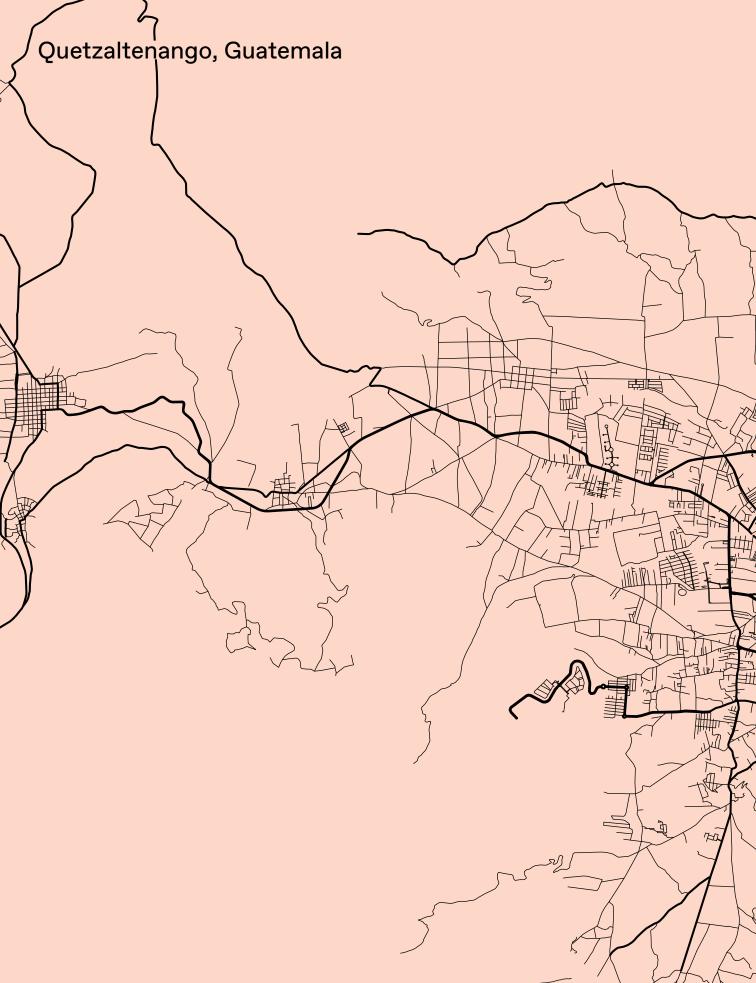


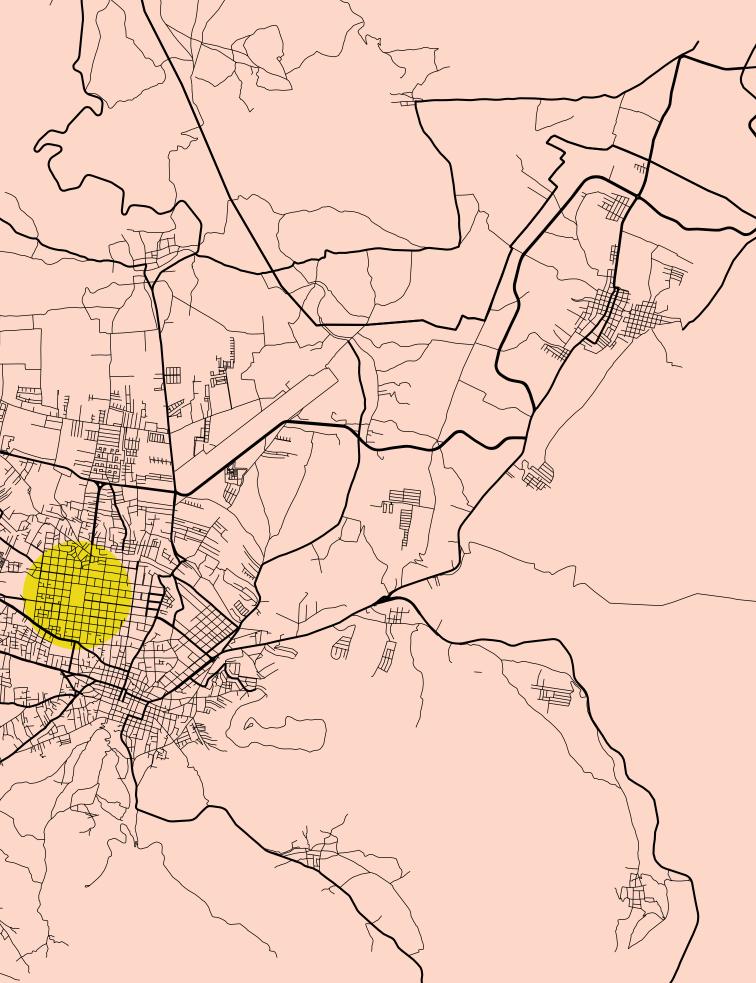
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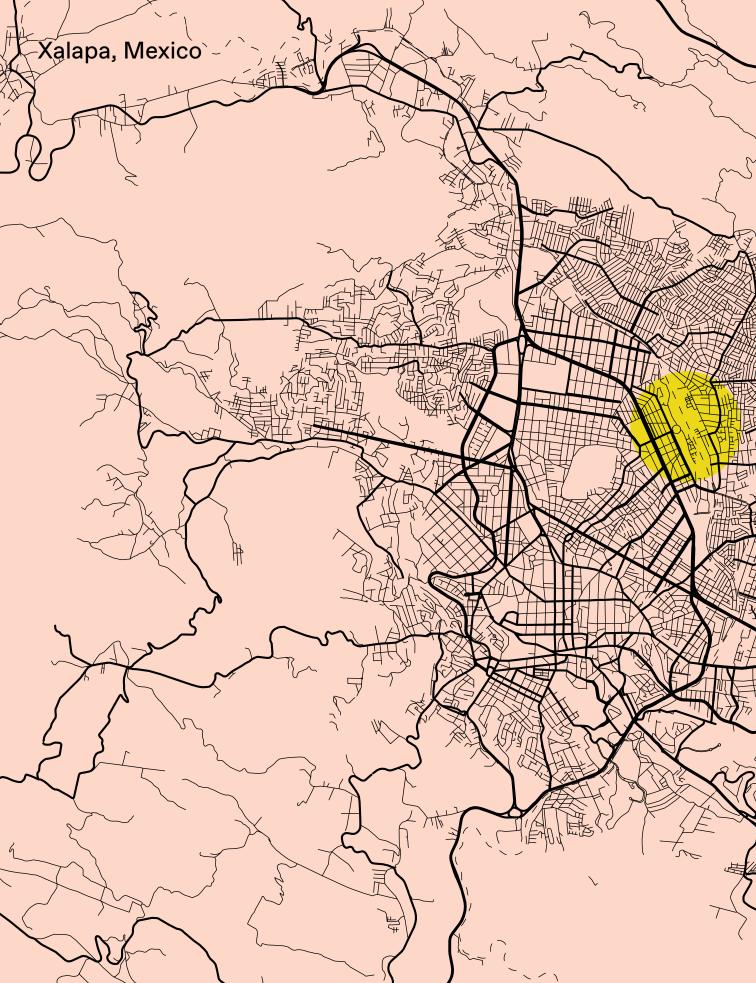






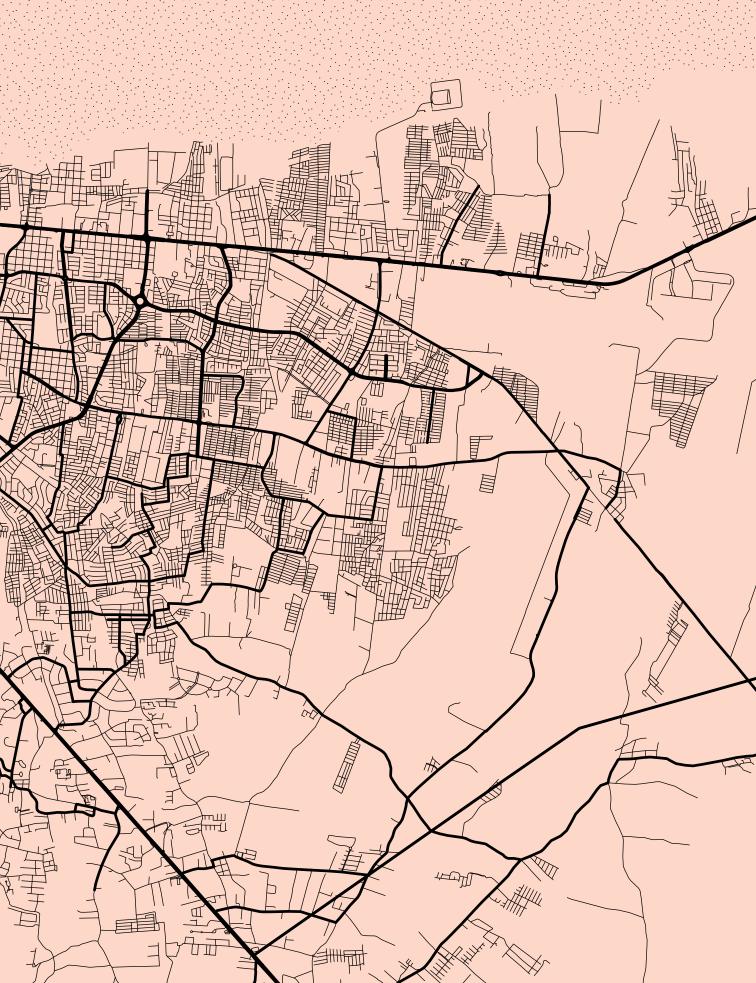








# Managua, Nicaragua





# Urban Design Lab Handbook

Dialogue-oriented urban transformation processes and practical approaches from Latin America and the Caribbean

Roland Krebs, Markus Tomaselli (eds.)

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# **Preface**

Andres Blanco, Tatiana Gallego Lizon

Very often we are told that the main problem that cities in Latin America and the Caribbean (LAC) are confronted with is lack of planning. The usual narrative goes like this: in the LAC region, the remarkable pace of urbanization (urban population rising from 25% of the total in 1925 to 75% in 2000) has been coupled with an absence of land-use plans; at the same time, the persistence of informal labor practices has resulted in chaotic urban growth characterized by, among other things, a housing deficit that affects 41 million urban households (32% of the total); four out of five of these households do not have access to any proper infrastructure, or are exposed to inadequate construction materials, overcrowding or insecurity of tenure.

Yet there has been no shortage of plans in the region. Some LAC cities are even close to a century of planning efforts. Coincidentally, it was an Austrian planner, Karl Brunner (1887–1960), who introduced planning in Chile, Colombia and Panama. Not only did he direct the creation of some of the first land-use plans, which he preferred to call *planes reguladores*, but he also played a crucial role in the establishment of urban planning academic programs.

Every planning professional doing background research in the LAC region has been much surprised to encounter an impressive stack of old plans or attempts at planning. Indeed, the problem has not been a lack of plans but very weak implementation, which has handed over the role of defining the way in which the built environment is produced to formal developers, pirate subdividers or squatters.

Partly, the reason why "lot by lot urbanism" characterizes most LAC cities is the missing piece between land-use plans at city level and real-estate projects at building level. There are some exceptions to this, namely the few areas, usually of formal expansion, that have been regulated by partial or master plans. These areas are easy to pinpoint because they often look out of place compared with the rest of the city—featuring adequate services, good public spaces and suitable connections with the urban fabric.

The Urban Design Lab (UDL) bets on this middle level of planning, one that is also people-centered and highly participatory. Thanks to the UDL methodology, communities, academia and practitioners can imagine urban space on a broader scale than the individual parcel. An important feature has been the combination of Austrian experts with local academics as a way to balance technical expertise with place knowledge and to build up local capacities.

As with any good method, the UDL has grown by adapting to new contexts and reflecting on lessons learned—the chapters of this book attest to that. The unsettled issue that is still in doubt is actual implementation. The case of Santo Domingo Este shows the latest iteration of the methodology, combining the experimental approach of the newly created Cities LAB at the Inter-American Development Bank (IDB) with the UDL's participatory process. We hope that the introduction of tactical urbanism approaches—as promoted by the Cities LAB—will not only help with design but also increase the likelihood of implementation. This will allow the UDL to continue benefiting both cities and citizens in the LAC region and to make a lasting impact.

# Introducing the Urban Design Lab

Roland Krebs, Markus Tomaselli

The Urban Design Lab (UDL) has acted in more than twenty emerging cities in Latin America and the Caribbean as a moderator of dialogue-oriented urban planning, exploring urban imaginaries and collecting creative ideas in order to translate them into design solutions. Each of these processes was unique and unpredictable—enriched by the participation of a diverse group of actors coming together as co-designers within highly complex urban contexts.

After working on-site in these cities over the past four years, we are now eager to share our experience and the knowledge that we collectively built up—within a framework allowing for inclusive and innovative urban processes. We would like to encourage the readers of this handbook to make use of our toolbox, tailor it to their needs and start similar processes in their own cities. Thanks to their high degree of flexibility, our tools may be combined in various ways and adjusted to local conditions—thus generating tailor-made planning processes.

This publication delves into the UDL methodology—and related projects—in depth. It also paints a broader picture of emerging urban challenges, the ongoing theoretical discourse, and creative solutions to complex problems. To do justice to the variety of possible approaches, we invited colleagues met along the way to contribute articles.

Rapid global urbanization and ongoing informal processes are continuously challenging both inhabitants and the authorities in charge of large cities. It would be far-fetched to believe that top-down planning can lead to a sustainable, livable urban environment in the

21st century. Hence we focus on integration and collaboration between communities and neighborhoods, as well as with entrepreneurs and planning institutions. We are deeply convinced that any urban project needs the support and acceptance of the affected population if it is to improve their quality of life.

As a corollary, we will highlight the potential of co-designing to ensure a more sustainable urban transformation.

Last but not least, cities have a strong emotional dimension and the Urban Design Lab Handbook reflects this. Beyond evident similarities in the challenges faced by the region's urban centers, every city we worked in possessed unique features; a particular cultural and social fabric was embedded in every urban landscape. The unique spirit of each of these built environments is depicted in the photo essays scattered throughout the Handbook.

The UDL takes a proactive approach to investigating and testing urban planning and design tools. This is achieved by deploying design-based solutions in emerging cities and developing real cases with real people. The most important lesson that the UDL has taught us is the need for adaptable, flexible, non-static planning tools that can catalyze transformative urban processes. It is for this reason that we are presenting our findings in a handbook. This is not a book of recipes for success but rather an invitation to adapt, transform, and enrich our insights through constant dialogue between urban practitioners, academics, public administrators, local stakeholders, and communities across the world.

Public spaces have always been at the heart of urban life. We are convinced that, regardless of how design and architecture principles may change over time, improved urban environments will be experienced by both visitors and residents through their public spaces. People have a need for proximity to facilities and services that are found in urban centers, but also crave interaction among themselves. Over the past few years, many projects have showed us that the quality of public space ranks as one of the main issues for residents. Indeed, improvements in the built environment are not enough. We are convinced that a better spatial configuration, higher environmental quality and greater usability of space are among the key factors for successful urban development.

We argue that urban planning, urban design, and architecture have to start from a people-centered perspective and fit in with the specific local context. Before the first drop of paint even touches the canvas—before the first line of any architectural sketch is drawn—any urban strategy should be developed through continuous interaction and dialogue with a vast swathe of neighbors and community members. Drawing on thorough on-site research and a plethora of project experience gained during the past four years, we have refined a methodology and compiled a catalog that, hopefully, will provide some inspiration for your urban projects and research.

The Urban Design Lab Handbook is not meant to be read from cover to cover—it is a collection of useful tools and case studies. The first chapter of the book, "Evolution", provides an overview of ongoing urban challenges in the LAC (Latin America and the Caribbean) region and of the development of the UDL. The second chapter, "Methodology", is the user manual of the UDL planning methodology. In the third chapter, "Solutions", we describe the outcomes of UDL projects in more than twenty LAC cities. Finally, the last chapter, "Outlook", presents a vision for contemporary planning and deals with the new role played by architects and urban planners. In between these chapters, you will read about projects and approaches by friends of the UDL who inspired our work; these were used as starting points for the development of our own methodology.

This book was made possible by an initiative of the Austrian Ministry of Finance (BMF), which established a collaboration between the Institute of Urban Design and Landscape Architecture at the Vienna University of Technology and the Inter-American Development Bank (IDB). BMF funding enabled activities in more than a dozen countries in Latin America and the Caribbean. We would also like to thank all our other partners and donors, who made it possible to offer numerous design studios, study trips and seminars, thus enriching the curriculum of TU Wien students, and to draw several urban development experts into higher education over the past years. Special thanks also go to Prof. Dr. Andreas Hofer (TU Wien), who was decisively involved in the development of UDL tools from the very beginning. This research-led teaching enabled us to develop this Handbook, along with contributions by many local and international experts, the work of our consultants, and the financial support of the Austrian government.

## Introduction

Summer Workshop St. Ägyd am Neuwalde, Austria (18 to 20 August 2014)

Fast Forward City Symposium Lessons from Latin America's Urban Growth, Vienna, Austria (23 April 2015)

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Ars Electronica Festival "Post City", Linz, Austria (September 2015)

MANAGUA, NICARAGUA Urban Managua/Appear/ÖAD Research Project (October 2012 to September 2014)

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MANAGUA, NICARAGUA Action Plan Design (February 2014 to May 2014)

2014

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MONTEGO BAY, JAMAICA Action Plan Design (August 2013 to October 2013)

> QUETZALTENANGO, GUATEMALA Action Plan Design, first Urban Design Lab December 2012 to February 2014)

2013

PANAMA CITY, PANAMA Urban Design Lab (December 2014 to August 2015) Model Building Workshop and Public Hearing in Panama City

(23 to 26 June 2015) **2015** 

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MONTERIA, COLOMBIA Mercado Central Project (May to October 2014)

VALDIVIA, CHILE Urban Design Lab (February to March 2015)

XALAPA, MEXICO CAMPECHE, MEXICO QUETZALTENANGO, GUATEMALA MANAGUA, NICARAGUA PASTO, COLOMBIA SANTIAGO DE LOS CABALLEROS, DOMINICAN REP: Urban Design Lab (November 2014 to February 2015)

### Introduction

Lecture and Design Review: Bogotá Urban Laboratory — New Typologies to Reclaim Public Space, ETH Zurich, Urban Think-Tank, Chaired by Brillembourg and Klumpner (11 October 2017)

> Mayors Symposium — Strengthening Local Government Capacity in South-East Europe, Vienna (Austria). World Bank Group (26 to 27 February 2018)

> > XIV Bienal Internacional de Arquitectura "Derecho a la Ciudad", SAN JOSÉ, COSTA RICA (23 to 25 May, 2018)

SANTO DOMINGO, DOMINICAN REPUBLIC Urban Design Lab (May to September 2018)

2018

**UN-HABITAT Expert Group Meeting** "Urban Labs: A tool for integrated and participative urban planning", Barcelona, Spain (2 to 3 February 2016)

Urban Future Conference, Graz, Austria (2 to 3 March 2016)

> Casablanca Smart City Conference and Expo, Casablanca, Morocco (18 to 19 May 2016)

NASSAU, THE BAHAMAS Urban Design Lab (October 2015 to August 2016)

GOYA, ARGENTINA

(March to July 2016)

Urban Design Lab

2016

BAHIA BLANCA, ARGENTINA Urban Design Lab (March to July 2016)

PUERTO MONTT / PUERTO VARAS, CHILE MetroLab (December 2015 to April 2016) LAS HERS/MENDOZA, ARGENTINA Urban Design Lab (February to June 2017)

2017

SAN SALVADOR DE JUJUY, ARGENTINA Urban Design Lab (February to June 2017)

OUITO, ECUADOR Habitat III Village and El Cubo: Urban Design Lab Cine Urbano Festival + Urban Design Lab Workshop

PARAMARIBO, SURINAME (June to October 2017)

> Festival Internacional de Innovación Social (FIIS), Santiago de Chile (5 to 8 December 2017)

COQUIMBO / LA SERENA, CHILE MetroLab (December 2015 to April 2016) SAN JOSÉ, COSTA RICA Urban Design Lab (November 2016 to October 2017)

El Cubo: San Jose Urban Lab Cine Urbano Festival (23 to 25 March 2017)

> XX Bienal de Arquitectura y Urbanismo "Diálogos Impostergables", VALPARAISO, CHILE (26 October to 10 November 2017)

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### Introduction Pasto, Colombia Goya, Argentina Pasto, officially called San Juan de Pasto, is a city located in southwestern Goya is a city in northeastern Argentina Columbia and has an estimated populaand has a population of 77,349 (2010). It is located on the eastern shore of the tion of 500,000 (2018). Columbia is divided into thirty-two regions and a Parana River. Goya offers some touristic capital district; Pasto is the capital city activities, such as visiting tobacco and of the Nariño region. The city lies at an rice mills or sport fishing, and tourism has altitude of 2,897 meters above sea level. become its most important economic The economy of Pasto is mainly based sector. The city also has a small inland on trade and service industries, but port. tourism also plays a significant role. Mendoza, Argentina Quito, Ecuador Mendoza is a city in the west of Argenti-Quito is the capital city of Ecuador and has na and has a population of 115,041 (2010), with over one million in the sura population of 2,671,191 (2011). It lies at an rounding metropolitan area. It is the altitude of 2,850 meters above sea level, capital city of the province of Mendoza. which makes it the second-highest capital city in the world. The economy of Quito is Its economy is mainly based on the export of wine—several vineyards are mainly based on textiles, metals and agrilocated in the region. Furthermore, the culture. Quito is at the heart of the most city also exports petroleum, oil, gas important economic region in the country. and petrochemical products, along with olives, fruit and vegetables. Valdivia, Chile Valdivia is a city in southern Chile with La Serena, Chile a population of 154,432 (2012). The La Serena is the capital city of the economy of Valdivia is mainly based on Coquimbo region in the north of Chile forestry-related activities, as well as the and has a population of 198,163 (2012), metallurgical industry, naval construcwith over 400,000 in the surrounding tion, agriculture, cattle breeding, aquametropolitan region. The economy of La culture and food processing. Tourism Serena is mainly based on tourism. In the also plays an important role, and there summer months, the population doubles are several universities and schools, as a result of the many people coming both public and private. to visit the city's attractions—mainly the beaches. La Serena shares a common metropolitan area with Coquimbo. Puerto Montt, Chile Puerto Montt is the capital city of the Coquimbo, Chile Los Lagos region in southern Chile and has a population of 218,858 (2012). Coquimbo is a city with more than 200,117 The Calbuco volcano—one of the most (2012) inhabitants; it is located on the active volcanos in Chile—is located Pan-American Highway. The gold and copthirty kilometers to the east of the city; per industries led to the city's importance it last erupted in 2015. The economy in the middle of the eighteenth century. of Puerto Montt is mainly based on Today, the city is an industrial and shipping forestry-related activities, as well as center undergoing rapid economic and agriculture, cattle breeding and tourism. population growth. Coquimbo shares its Puerto Montt shares a common metrometropolitan area with La Serena. politan area with Puerto Varas.

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# The Need for an Urban Laboratory

Roland Krebs, Daniela Sanjinés

The work we do as urbanists, architects, or planners, is all about people. People are at the center of all we do. As Jan Gehl (2010), the renowned urban designer and architect, observed, "For decades, the human dimension has been an overlooked and haphazardly addressed urban planning topic" and "Only architecture that considers human scale and interaction is successful architecture." People-centered planning and design, from process to product, is the crux of what we do in the Urban Design Lab (UDL). We improve the lives of city dwellers in Latin America and the Caribbean (LAC) through transformative urban design; the city is our canvas, the people are the paint, and the UDL is the brush. Without the paint, i. e. the people, we have nothing, and nothing we do will last or be sustainable. Because cities are continuing to grow, and some are breaking at the seams, human-focused planning and design is more important than ever.

Today, LAC makes up the second most urbanized region on the planet—there eight out of ten people live in cities (United Nations, 2014). Over the past two decades, the region's urban population and economic growth have increasingly taken place in intermediate-sized cities, which are expanding exponentially. Today, approximately 260 million people live in 198 LAC cities counting more than 200,000 inhabitants and generate sixty percent of Latin America's GDP. UN-Habitat predicts that Latin American cities will include ninety percent of the region's population by 2050.

This phenomenon has left LAC cities struggling to respond adequately with long-term, context-specific, strategic city planning. Emerging cities continue to face growing challenges calling for innovative approaches. The reclamation of the public realm has proven to be an effective avenue, not only towards more sustainable urban environments but also towards the integration of marginalized communities into the urban fabric.

The debate about the state of urban areas, deficient planning, and flawed management strategies is not confined to the developing world. In the northern hemisphere these are relevant issues as well: How can we manage the city's spatial growth along with its social, natural, cultural and economic challenges? How do we effectively plan for an emerging city without neglecting "urbanity" and "humanity"?

Before diving into these important issues, we wish to quickly look back on past developments, starting with the early days of modern urban planning and design in Latin America and the Caribbean—for the region has been a veritable laboratory for several international, innovative planning theories.

## **Urban Laboratories of the Twentieth Century**

Urban population growth, incremental processes of industrialization and the arrival of automobiles initially led to the expansion of urban centers during the first decades of the twentieth century (Almandoz, 2007). Between 1850 and 1930, Latin American and Caribbean cities began institutionalizing urban agendas inspired by European conceptions. Urban ideas from France derived from "Haussmannian surgery" and the Beaux-Arts tradition (Almandoz, 2002) were especially influential, on the one hand in responding to unsanitary living conditions in working class quarters, and on the other hand in the design of residential suburbs for the bourgeoisie.

Le Corbusier's visit to Argentina and Brazil in 1929 had a strong impact on city development in the region. For instance, the Regulatory Plan for the City of Buenos Aires (1947–49) was prepared by Juan Kurchan and Jorge Ferrari Hardoy in collaboration with Le Corbusier (Sennott, 2004). Also, his influence on Brazilian architecture and planning was evident, as shown by the 1938 commissioning of the new Ministry of Education and Health building (MES) in Rio de Janeiro, where Le Corbusier, Lucio Costa and Oscar Niemeyer served as principal architects and Roberto Burle Marx as a landscape designer. The latter three were also put in charge of the urban planning, architectural design, and landscape design of Brasília, the new Brazilian modernist capital city, in 1956 (Segre, 2007). These two projects exemplify the influence of the Swiss-French architect and planner on Brazil's foremost planners and designers during the twentieth century (Irazábal, 2009).

Urban conceptions—from Camillo Sitte's to Ebenezer Howard's—began permeating the local planning agenda in the region. By the 1930s, more precisely from 1929 until 1948, European planners such as the Austrian architect and urban planner Karl Brunner were invited to establish public institutions and formal plans, and to engage in urban academic discourse in cities like Santiago de Chile, Bogotá, and Panama City (Hofer, 2009).

By the 1950s, following several visits by representatives of CIAM (International Congresses of Modern Architecture)—including Le Corbusier and a planning and architectural duo, the Town Planning Associates of Paul Lester Wiener and José Lluis Sert (1957)—the urban principles of the modern movement had become part of the local discourse and materialized as master plans for several cities (Havana, Chimbote and Bogotá, among others) from 1939 until 1957 (Mumford, 2008). Simultaneously, architecture schools and planning institutes were set up, consolidating a growing local culture of urban planning throughout the continent.

However, starting in the second half of the twentieth century, accelerated urban growth and increasing rural exodus led to the arrival of impoverished families. These set up house in informal settlements on the urban fringes far beyond the reach of administrative bodies, public services and planning strategies. In the 1960s Latin America, which was suffering from a growing housing shortage, became a testing ground for urban ideas again. In Lima in 1969, research by John Turner and architectural theorist Christopher Alexander resulted in the experimental social housing project PREVI.

By the 1980s, after the fall of military regimes throughout the region, processes of re-democratization and the implementation of neoliberal policies had an impact on the social configuration and spatial structure of sprawling LAC cities (Hall, 1988). Furthermore, decentralization processes transferred territorial planning responsibilities to unprepared municipalities; often lacking resources and qualified staff, these municipalities were overwhelmed with the task of properly addressing urgent urban challenges.

Today, cities throughout the LAC region are continuing to develop in a generally informal, haphazard manner; indeed approximately one in every five urban inhabitants resides in a slum (UN-HABITAT, 2015). This clearly highlights the failure of these cities to respond adequately to urban growth; it is an urgent call for changes to the status quo of planning procedures.

An important step towards a paradigm shift was the Favela-Bairro; started in 1993, this slum-upgrading program in Rio de Janeiro was led by Argentinian architect Jorge Mario Jauregui and financed by the Inter-American Development Bank (IDB). Favela-Bairro converted favelas (slums or informal settlements) into regular neighborhoods by applying dialogue-oriented planning techniques. This program and its successor (since 2010) Morar Carioca are considered pioneers of the new paradigm for the improvement of emerging cities in developing countries, i.e. renovating neighborhoods with very poor living conditions instead of relocating their inhabitants (Jauregui, 2014).

From early 2000, another particular case of experimental urban planning and design emerged from the crime-ridden city of Medellín. Thanks to the design and implementation of a comprehensive territorial development plan, strategic projects were set up in cooperation with architecture schools in urban laboratories; these tested innovative solutions to Medellín's social problems, serving as catalysts for urban transformation (McGuirk, 2014). Today Medellín's urban projects—calling for a new, people-centered urban planning paradigm for the region—are an inspiration to a new generation of architects and urban planners.