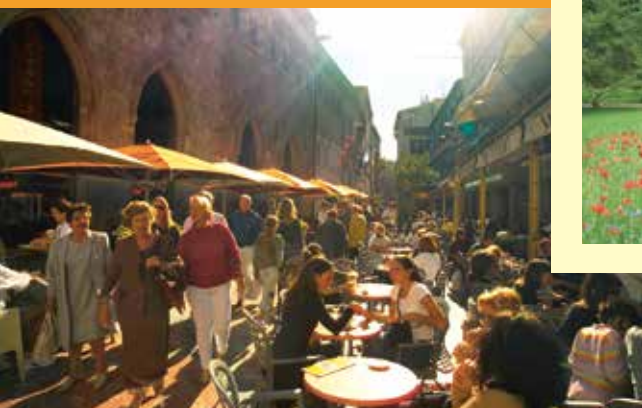




old quarters sustainable quarters



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Martin Malvy

president of ANVPAH & VSSP,
president of the Midi-Pyrénées region, former minister



All too often, sustainable development is still considered to be a constraint rather than an objective. However, when it is taken into consideration, it opens another view and leads to a search for a different approach, that of a methodology, and results in a new vision of the city. It is this strong idea which must be included in all projects for the city to ensure the well-being of those who live there and for the collective good.

Our oldest neighbourhoods, built before 1948 and which have been evolving for centuries, must be fully engaged in this process over the long term to enable future generations to live on the blue planet. Dense, sources of development and sometimes important historic centres of life, these quarters form part of the attractiveness of a territory. This potential must be exploited to make these neighbourhoods unique places, accessible, comfortable, pleasant, satisfying the needs of all, including the poorest.

Developing and helping a city to evolve on the traces of its past, is both to respect its history and pass on its culture. It is a question of education and renewing its economy, raising awareness of the architectural, urban, landscape and environmental heritage, and retaining its specific features.

The label Town and Region of Art and History or any other tool of mediation makes it possible to ensure this passing on in a complementary manner.

The ANVPAH & VSSP (National Association of Towns and Regions of Art and History and Towns with protected areas) has been working for several years, in partnership with the Caisse des Dépôts and the Ministry of the Environment, to build and develop a technical centre and exchanges on these issues, chaired by Michel Simon, deputy mayor of Cahors. As such, it supports its members in carrying out energy audits of old buildings and other sustainable development projects. It seeks to share innovative practices in training sessions and seminars, and in publications.

It is therefore with great pleasure that we publish this awareness guide full of success stories and accounts that focus on the diversity of possible actions and demonstrate the value of a political vision necessary to plan these sustainable old quarters. All communities are concerned, whatever their size and resources.

I wish you good reading.

Jean-Pierre Jouyet

director-general of the Caisse des Dépôts

**Old quarters, roots of the sustainable city**

The Caisse des Dépôts supports local communities that wish to contribute to the renewal of their town. Since 2009 it has supported some thirty eco-quarter projects, mostly located on former brown-field sites. Since 2006 it has also been working on sustainable old quarters with the National Association of Towns and Regions of Art and History and Towns with protected areas. These neighbourhoods form the foundations of a sustainable town. They carry within them the seeds of an un wasteful town, energy efficient, affordable and supportive. They have in their heart a potential to be promoted, to rediscover or develop their attractiveness. They are durable and adapt to necessary changes in lifestyle and housing.

This publication illustrated with projects, which places old quarters in the heart of a crowded town, accessible by public transport and fed by soft modes of transport, can help to reinvigorate them. It promotes a built heritage, the setting for active economic and social life. It highlights the environmental and energy characteristics of these quarters that are today strengthened by mastering techniques that are appropriate and respect age-old uses.

The old quarters are the roots of an agglomeration, a living area. Their regeneration is a way to start thinking ahead, on a global, cross-disciplinary scale, to strengthen the social, economic and spatial relationships in the town. All the local actors have a role to play in order to promote together the surviving traces of the past to propel them towards a sustainable and shared urban future.

The aim of this guide is to be useful to elected officials, local decision-makers and stakeholders, whose role is to define and implement a joint development project for their old quarters.

Virginie Schwarz

deputy general manager of the ADEME
(Environment and Energy Management Agency)



In recent decades, the city centres have gradually been abandoned in favour of the suburbs. This phenomenon has been accelerated by the development of the use of the automobile, population growth and dramatic changes in lifestyles (need for mobility, space, nature, privacy...). But this form of the extended city is now facing issues such as the fight against climate change, the scarcity of resources, fossil fuels in particular, the reduction of agricultural land, the fragmentation of social ties and the erosion of biodiversity.

Today, the “sustainable town” must mean a more compact city; the regeneration of the old town centres can be one of the tools of its construction. If France wants to honour its commitments and achieve goals such as reducing fourfold its greenhouse gas emissions by 2050, it will necessarily involve changes to towns as they exist today.

The urban areas are at the crossroads of technical thematic on buildings, mobility, networks, consumption of resources and products, and more broadly on the organization of the urban system and its operation. ADEME has the technical knowledge and the necessary array of modes of action, from



research to deployment and organizing actions on the ground, through the design of operational programs. Old or historic centres generally have advantages in terms of diversity of functions, compactness, mobility options, retail outlets and services. But in the perspective of making them attractive and sustainable, attention must be paid to address some current demands of comfort (noise, presence of vegetation, sunlight, for example). They thus constitute a particularly interesting field for the action of the agency.

Thus, in the 2000s ADEME developed the Environmental Approach to Urban Planning (AEU) and in 2013 deployed a second generation AEU, based on the objectives of sustainable development and enshrining territorial participation and evaluation. This tool for decision-making and action for actors and professionals in urban planning can be an important lever for the regeneration of town centres.

THE OLD QUARTERS, AN URBAN FORM TO CREATE SUSTAINABLE TOWNS

The city centres are becoming empty, people are moving to the outskirts. Is this phenomenon inevitable ? Why are inhabitants leaving the centres ? Increasing property prices in the town centre, the desire to flee the city, automobile pollution, noise, the need for space : In the old quarters, the streets are narrow and the housing stock is often dark, inaccessible and considered to be poorly designed under current standards of comfort. The social desire for individual housing with a garden pushes families to move to the outskirts, in a “nature” that no longer is, such has been the effect of this phenomenon in transforming the countryside, thus increasing dependence on the automobile. The construction of road and rail infrastructures, networks, notably for energy, and the development of land ever farther from the city centre encourage urban dispersion. Artificialized land increased by the size of five departments between 1950 and 2000 and continues to encroach on natural and agricultural areas: between 2006 and 2010, the surface area of roughly one department was artificialized and 200 hectares of agricultural land are urbanized each day in France. **Yet limiting urban sprawl has been a major issue for several decades.**

The old quarters were constructed empirically, from Gallo-Roman times to the 1950s, by successive layers around the historic centre, depending on the growth of the urban population, economic development, and urban function (religious and political, commercial and finally industrial). Since the Industrial Revolution, and particularly since 1948, towns have been adapted to suit the car, leaving pedestrians only limited and insecure spaces.

The old quarters, considered in a period of cleansing urban planning as insalubrious and unsuitable for modern life, were then doomed to destruction to construct new and healthy buildings and imposing road infrastructures. Thus the old working-class quarter of Mériadeck in Bordeaux was razed to construct the present buildings on the principle of slab urbanism. **The creation of safeguarded sectors¹ by André Malraux in 1962 has enabled many towns to keep their old quarters** by opposing this destructive urbanism.

Still today, even if some local elected representatives are working to promote and redefine these old quarters, very few realize their true potential for evolution and adaptation

1. The safeguarded sector, governed by a planning document called Preservation and rehabilitation plan (PSMV), aims at the protection, promotion and harmonious development of an urban complex of heritage interest. There are 104 in France.

to the surroundings, to the climate and to the environment. **Building density is favourable to the energy performance of buildings, the functional diversity and the size of the quarter enable the use of soft means of transport (walking, bicycles...) and encourage social interaction.**

In cities where public policy is important and targeted in terms of housing, shops and public spaces, the return of the inhabitants to the city centre is observed, as in Cahors and Poitiers. But this tentative trend does not enable a real social and economic dynamic to be maintained in these quarters. Yet, according to Alexandre Melissinos, an architect-planner specialised in protected areas, “even if the old quarters account for only 1 to 2 % of urbanised areas in agglomerations, they continue to embody them and attract their important functions”. **They unite important areas of life, host their social and political functions and express their history and identity.** For a city centre contains the heart, memory and the spinal cord of a town : the town hall, schools, administrations, equipment, services, shops, cafés and restaurants and the entertainment venues. This is where people meet their friends. This is where the most sought-after offices are located. The old quarters are often centres of economic activity that galvanise the decision centres of businesses. For all the outskirts are similar, but each centre is special, unusual, unique.

Initiating a qualitative planning approach

At a time of sustainable development and “poor housing”, the old quarters have a vital role to play. They ensure the harmonious and balanced development of municipalities. They make it possible to initiate a qualitative planning approach

based on the existing town, the history, the experience, the soul of the neighbourhood. It is a question of involving the inhabitants to build the future history with them by extolling the essence of the place. **The old quarters, which are not confined to protected urban groups, may be the motors, the levers for urban projects.** They are the subject of research and reflection that can feed the entire development of the municipality and the city and make it possible to link habitat, heritage conservation, sustainable development, quality of architectural design... **They meet in part the principles of sustainable development, through the density and the constructive nature of the built environment, the presence of activities and services, mobility with low environmental impact.** This potential only asks to be improved day after day to be recognized by all.

The empirical implantation and construction of the buildings were carried out according to market logic (construction of a town along a river, near arable farmland...) or environmental considerations (protection from prevailing winds, rainfall, topography of the site, local resources...). These neighbourhoods have survived over the centuries by evolving according to the needs of the population of each period, by becoming denser, by raising the height of the original buildings. This potential for development remains anchored in these neighbourhoods, and their rehabilitation for greater “liveability” can only stimulate the town. Rebuilding the town on itself, “recycling” it means saving agricultural and natural areas ; it means irrigating its vital functions so that people come back to settle there and develop it. **Rehabilitating an old quarter is a major concern.** It means ensuring the sustainability of the urban and architectural heritage, promoting the cultural component of these atypical groups, providing structural responses to

the problems of sustainable development, and ensuring that these so “picturesque” areas are not «museum cities» only frequented by tourists. Rehabilitating an area is also a means to pass on the existing heritage to future generations. For Christian-Noël Queffelec, architect at the General Council of the Environment and Sustainable Development (Ministry of Ecology), “the concept of sustainable development presents issues, a will, a moral stance. It seeks to be a process preserving the ecology of the planet, saving its resources, ensuring economic efficiency without losing sight of the social purposes that are the fight against poverty, inequality, exclusion, by aiming at equity.”

Following through an urban project for the future

The elected representative has a crucial role in the development and definition of the urban project. Of course a mandate lasts only six years, but an urban project is a longer-term project. So there is no need to rush, **it is better to consider carefully the different ways to envisage the future of the town and its inhabitants. Focus on reflection, conduct studies, define the strategy. Establish priorities, organize actions into a hierarchy** (see annex 1 / *Methodological tools* p. 72). Things do not happen in a day. And elected representatives do not have the final say on all the issues that often involve the whole of society, the residents, the businesses, the companies. Pursuing ambitious housing policies, development of spaces, networks, transport and urban management requires efficient management of public finances under more and more constraints. But an intelligent, relevant, solid, well prepared and well argued project can convince partners. **The intrinsic cost of each of these actions can prove to be high. It must be approached by considering the impact of these investments**

on the social costs, and in terms of displacement, pollution and urban operation. Thus, the rehabilitation of old buildings can be more expensive at the time, but the work carried out makes it possible to reuse materials, reduce the energy consumption of residents, greenhouse gas emissions and the impact of construction on the environment (avoiding the construction of major infrastructure and encroaching on agricultural areas, limiting dependence on cars). If they are spent wisely, these “additional costs” are an investment for the future (see annex 2 / *Economic approach and evaluation of the project* p. 73).

A global approach that meets the requirements of sustainable development can mobilize financial aid from the State, local authorities and public bodies. The European Union, through the future funding for 2014-2020 will continue to contribute to actions for sustainable development, and particularly energy transition and innovation (see annex 3 / *Tools and main financial aid* p. 74). As such, efforts since 2007 by the National Association of Towns and Regions of Art and History and Towns with protected areas (ANVPAH & VSSP) is in line with European Union and French government objectives (optimizing energy networks and equipment, producing energy-efficient housing, reducing the consumption of fossil fuels, stimulating the job market and the local economy). It seeks to promote the old quarters as an essential driving force for the sustainable development of a region.

It is the role of the mayor to invest public money in a measured and exemplary way in order to stimulate private investment. Without him, nothing will happen. Economy, trade, crafts, housing, services, quality of life, everything is connected. The role of the mayor is to foster a dynamic, to make choices,

to make them understood and shared by closely associating inhabitants and economic actors in the process. **Restoring, revitalizing an old quarter is to breathe life into the town. It is an urban project that requires dialogue, a genuine dialogue with the inhabitants, it is a collective construction.** All this can give rise to a new momentum, boost the economy around multiple and sustainable projects. We must not forget that small businesses are the largest employer in France. And that sustainable development is a formidable lever for innovation and job creation.

With the rise of laws related to the Grenelle de l'environnement (round table) and European directives, new regulatory requirements are constantly emerging to save energy, reduce greenhouse gas emissions, reduce waste, protect the quality of water, air, soil, biodiversity and human health, use of eco-materials, improving the security of housing, transport and mobility, while promoting accessibility for persons with reduced mobility. On the face of things this makes the task considerably more complicated. But what if it was precisely an opportunity to reconsider everything from scratch, to work in a smarter, more sober, more generous manner ? Experience shows that political will can work miracles and that through conviction, persuasion, education, training, support and work, sustainable development is not only a «cream pie» but an achievable goal for a more enjoyable, more economical, more sustainable life. **At a time when politicians advocate the reinvention of a lifestyle that is respectful of man and his environment, the best way to keep our heritage alive is to live it and give it back some uses.**

Organizing shared tranquillity

These actions often begin with the place of the car. For these quarters we are talking about were built at a time when the car did not exist. For the last half century, policymakers have assigned the urban space to traffic flow, eliminating the space previously reserved for pedestrians. These concepts are now being questioned. **Today, while it is sometimes difficult to ban cars in the town, it is possible to limit the impact and nuisance**, offering alternatives for travel, reliable and comfortable public transport, car sharing, parking in the outskirts of the town, encouraging the use of bicycles, or just making walking more pleasant. Many municipalities have tackled this issue head on by choosing solutions adapted to their urban morphology, local customs and their financial possibilities. A new travel plan can push the car out of the narrow streets, create underground or exterior parking, and develop pedestrian areas where people love to walk and meet. Some cities have taken inspiration from their own history, from the time when the big wagons were relegated outside the walls, only carts being allowed to pass through the walls. Today, delivery trucks are kept outside the town. Small electric vehicles are used to bring the goods over the last mile. This helps to reduce the number of traffic jams and noise.

In order to provide interludes, light and perspectives to the inhabitants, communities create walks, carefully-tended public spaces, gardens in tiny squares to explore along the little streets within the town. **The town is more airy, greener, which makes it nicer, less oppressive.** The plants give a feeling of calm, encourage contemplation and relieve tension. Following the failure of ultra safe layouts, specialists in urban safety now advocate the «urban wellness», which includes

public spaces. PUCA (Ministry of Ecology) conducted extensive experimentation between 2007 and 2011 at eleven sites affected by the feeling of insecurity. Under the guidance of the sociologist Bertrand Vallet, eleven multidisciplinary teams led by pairs of urbanists and sociologists began the work with a phase of diagnosis and understanding. Bertrand Vallet is quite clear : “All problems related to insecurity have answers that are not securitarian. **By considering the issue from the angle of “peace” rather than “security”, the various uses are taken into account** : how is garbage managed, how are pedestrian pathways organized, which uses create conflicts, what sometimes attracts noisy groups, how do shops operate ?” In order to make public spaces more reassuring, diffused but ingenious lighting can remove the shadows. To fight against the noise caused by the morning garbage collection and recriminations of inhabitants infuriated by forests of waste containers that clutter the narrow streets (and stink), towns have buried containers at the exit to the maze of little streets. And the quality of life is much improved...

FOCUS

Rehabilitating old buildings by relying on proven tools and experience

With regard to insulation, the owners, just like the craftspeople, sometimes have prejudices that prove to be counter-productive. They often opt for double glazed windows without any prior diagnosis ; yet, the first causes of energy loss are generally air leaks (natural ventilation and fireplaces), the roof, facades, and lastly the glazing. Matching skills, building on national and / or EU operations (*see annex 4 / European references p. 75*) widens the viewing angle and enriches reflection. For example, in Bayonne, the reflection into the rehabilitation of buildings undertaken since 2008 on the basis of detailed studies today relies on the URBACT European program². At a different level, the European architecture and urbanism competition offers young architects the chance to innovate. The town of Saintes has never regretted proposing the Arc de Triomphe site for the European competition. It has even entered a new session of the competition for another part of the town. It is also possible to draw on methodological guides giving practical keys to building a sustainable urban project. The guide Conduct an energy study of old buildings developed by ANVPAH & VSSP and CETE de l'Est is one example among others.

2. URBACT is a European exchange program for sustainable urban development. It supports cooperation between European towns to promote their economic, social and environmental development. URBACT is jointly financed by the European Regional Development Fund (ERDF) and the Member States of the program.

Working on the liveability of the quarter

A quarter full of life is a quarter with real economic activity.

In the past, even more so than today, the old neighbourhoods were hives of food shops, markets, artisans, professionals, public services and facilities needed for daily life. From the 1960s, while out-of-town hypermarkets were increasing significantly, independent trade in general, and in the town centre in particular, was facing increased competition. The development of tertiary activities has seen the proliferation of bank and insurance branches and phone shops in town centres.

The commercial and associative fabric, which is growing strongly in a world where citizen participation is considered as a postulate of public action, participates fully in the quality of life and identity of a neighbourhood. That is why a reflection process is essential when a town wants to revitalize an old quarter. Over and above the living area and the customer catchment area, the scale to be retained is that of the city.

Maintaining a dynamic and stable commercial fabric in the town centre requires a delicate commercial balance between the different quarters, the centre and the suburbs ; regulatory constraints in terms of setting up a shop are then very useful. Working on inter-neighbourhood connections must ensure that all residents have easy access to shops and services in order to meet their needs. Similarly, the link between shops, services to the public and public spaces is important in the life of a neighbourhood. Pedestrian areas, places of passage and / or areas to meet and talk play a role in everyone's sociability. In this way, a market square, green spaces or places where citizens can express their opinions have their place in the restructuring of a neighbourhood that wishes to be sustainable. An expert view is needed to construct this policy

of commercial urbanism which meets the needs of the central districts, in compliance with the European requirements of free competition.

Another major issue : housing. How is it that so often the facades of historic centres are dotted with signs «for sale» or «for rent» ? Why is it that these picturesque, narrow streets contain so many empty properties, which are sometimes unoccupied so long that they fall into a poor state of repair ? For the architect Alexandre Melissinos, “land prices fall because the ordinary life of people is not compatible with the greasy smell of the restaurants, the sound of guitars after midnight or bins from the stores in the stairwells. The only population that can adapt to such a context is a young population, in transit in the old centre, or a population that is stuck there in severely degraded housing.” These real problems must be included in the reflection about housing so that the town becomes viable for everyone, including families.

But if dividing up buildings into small units is used excessively by unscrupulous investors in older neighbourhoods, governments have an obligation to develop a coherent housing policy across the metropolitan area through the local program for housing (PLH). As such, the old quarters should receive special attention to meet the housing PLH targets, the latter providing a balance between needs, resources and offers, in public and private housing, subsidized or open-market rent. **Local authority support for operations of quality, from both the architectural heritage point of view and from the point of view of the habitability of housing, makes it possible to initiate a return of diverse populations (families, wealthy households...) which thus promotes social diversity in the area and more broadly in the town, a necessary factor for its dynamism.**

The inhabitants have become poorer, sometimes marginalized, and affluent households have moved away. The phenomenon has been accentuated by the deterioration of buildings, unoccupied properties and the exploitation of poverty by slumlords... **It is important to retain inhabitants by providing support ;** owner occupiers in good faith, often aging, modest or impecunious, should be supported and helped financially. Today, municipalities rely on private owners to buy and rehabilitate old buildings. They provide technical and legal or financial support. Some bold investors have taken the risk, others follow.

They constitute an AFUL (owners' association) or an SCI (real estate investment company), for example, to acquire old buildings and return them to the housing market as accommodation adapted to modern life (accompanied by financial arrangements : tax exemptions, Anah subsidies...) : redesigned light and airy spaces, with high ceilings, architectural details preserved and restored (flooring, mouldings, fireplace, vestibule, wooden windows...). Gradually, new families and wealthy households come to settle in the town centre. This contributes to the social diversity of the area, which also aims to bring more affluent residents. The involvement of social landlords can also help to introduce the social diversity necessary for neighbourhood life and dynamism, as they have a range of finance options (PLAI-PLUS-PLS-PLI) that help to promote the diversity of choices.

France has more than 10 million homes built before 1948, a third of the stock ; intervening in an old quarter is a triple challenge in terms of health, the precarious conditions of the housing stock and the economic insecurity of the inhabitants. It is part of the national targets to produce 500,000 new homes per year in the coming years, including 150,000

social housing units. It involves implementing programs to meet the needs of the inhabitants, the objectives of the new standards and the requirements of harmonious development. Because society has changed : single parents, joint custody, blended families have appeared. Wi-Fi and broadband are now essential, in the same way as a place on the ground floor of the buildings for storing pushchairs and bikes, and another for storing containers needed for sorting and composting waste. How to convince families to move to the old quarters if they only find uncomfortable or unsafe, housing unsuited to the

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Biowaste has great potential for reducing garbage

Even if waste sorting is becoming widely accepted for paper, plastic or glass, French garbage cans remain substantial : almost 400 kg of waste per year on average per inhabitant. And of this, 40 to 60 % is organic (food and garden waste). Only a few communities are beginning to worry about this biowaste, whereas many Spanish and Italian cities have succeeded in the challenge to collect more than 80 %. But collection is not the only solution, even in old quarters with limited space. Paris is experimenting composting on the ground floor of buildings, a move that was launched in 2010. To date, about 2,000 people are already making compost. Thus, for example, 70 households of a building of the twelfth arrondissement turn 7 tons of waste into compost each year.

needs of family life ? **Heritage protection must go hand in hand with a merciless fight against substandard housing !** Similarly, the great debate on energy consumption has given rise to the concept of energy poverty. According to INSEE, a household is considered in a state of insecurity if it devotes more than 10 % of its resources to its energy costs. 9 million French people are concerned. And many of them live in the old neighbourhoods.

Raising awareness of local actors and inhabitants to the living environment and the rehabilitation of old buildings Studies show that old buildings have indisputable thermal qualities ; the target set for new or recent housing in the BBC standard (low energy building) is not out of reach for the old buildings, far from it, but the energy performance calculated should not be a goal in itself ; the technical characteristics must be taken into account (water and heat exchange with the outside, the inertia of the walls which can sometimes be considerable...). In this respect, acculturation must be carried out, including the fight against preconceived ideas. For example, the use of natural materials, insulation made of hemp, wood or sheep's wool, is acclaimed but often poorly controlled. Double-glazed windows - supported by lobbying by manufacturers - are often described as “the” solution.

This question of windows was studied by technicians of the town of Bayonne, who found, after extensive testing, that double windows are much better adapted to the local urban fabric : placing a second window within the lintel keeps the traditional cross form (which has a net benefit in terms of heritage) and keeps coolness and warmth better inside the accommodation. But then this needs to be made known...

This is where an essential tool plays a part : the training of artisans and companies. In some towns, the inauguration of a restored heritage building is an opportunity for a public presentation. Local residents and artisans are invited to discover the purpose of the restoration, and how it was conducted, with which materials, why and at what cost. This meeting allows participants to discuss, exchange ideas, share experiences. It also allows elected representatives to explain that homeowners can receive financial aid.

It is also to raise awareness of those involved in rehabilitation about taking into account the life cycle of a building, its embodied energy, environment, its history which it is stuck with, layer by layer ; analyzing the energy losses, ventilation, working on the concept of physiological comfort and behaviour of the inhabitants. And most importantly, **breaking away from ready-made formulae that distort heritage. Being creative in the implementation of a rehabilitation is above all to fully understand the purpose of the rehabilitation.** And in order to understand it, we must observe it and analyze it to decipher it. In this respect, it is better not to try to apply the answers already implemented in local contexts that are necessarily variable, and ensure the reversibility of work taking care not to undermine the structure and heritage interest of the building.

Convincing the inhabitants of the merits of a project means presenting the benefits it can bring. And to convince, you must lead by example. In public buildings, for example, by improving the insulation, possibly resorting to renewable energy, by making the choice of common sense and the control of public funds. It is sometimes better to abandon the costly rehabilitation of a building in a dangerous state of repair and to build a new building. The trick is then to combine

contemporary architecture with general interest and heritage promotion to create what is lacking in the town : nursery, housing suitable for older people, artists' studios and artisans' workshops, local specialty shops, products sold through short distribution channels... And so, in the centre of Poitiers, the multimedia library and the theatre auditorium offer sleek, resolutely contemporary lines, which emphasize the beauty of the surrounding old stones while creating hustle and bustle, intellectual ferment, meetings, social ties. The idea is to start a subtle negotiation between past and future that does not reproduce what already exists (mimesis) but to pursue other means, of our time. Again, the key is to know why and how we do things, and to share our approach. In this way the citizen can take over from public action.

A change in behaviour is needed. It will take time. It will take a lot of thought, but also information and communication. To make the inhabitants understand why the municipality is carrying out the heritage inventory, why the rehabilitation of their accommodation / building will cost them more than they would have liked, calls for well-honed arguments. Towns that promote their history and heritage through exhibitions, performances, publications, see their inhabitants become more sensitive to their living environment. **The label Town and Region of Art and History also contributes to this behavioural change through the actions of cultural and heritage mediation** which are meeting growing success with the public. The National Association of Towns and Regions of Art and History and Towns with protected areas regularly organizes training sessions on these topics.

Jean Rouger, mayor of Saintes and vice-president of ANVPAH & VSSP is convinced : “The restoration of old buildings

requires certain intellectual qualities : first, to be an excellent technician in the field in which you work, or ask those who know. In Saintes, we have managed to get architects, art historians and technicians to work together and to share their thoughts with the public. Then you have to decide what use you want to make of a building : either it is faithfully restored or its use is modified to something else that should not erase its memory. It is a question of humanism : **it is important to be very respectful of the history of the monument, not to remove the ability to imagine something in the future. It takes talent, inventiveness, patience, humility and the ability to exchange; one cannot be alone on such projects,** it requires other eyes, other intelligences. Heritage is a real scientific and technical action, it is an activity that is not only cultural.”



“When a single man dreams, it is only a dream. But if many people dream together, it is the beginning of a new reality.”

FRIEDENSREICH HUNDERTWASSER

1. FROM KNOWLEDGE TO ACTION

The reassessment of an old quarter is a town project that engages local players, including the inhabitants, for a long time. It is important to know this site well, to think about the place and the role that this area plays and will have to play in the future. To do this, a thorough diagnosis must be made on the basis of a clear and precise order. This diagnosis, initiated and led by elected representatives and technicians of the town, must be shared with all local actors in order to follow the whole project through together. Then goals, axes and means of intervention must be set and prioritized in the short, medium and long term.



IN SHORT

CAHORS

21,111 inhabitants

GREATER CAHORS

42,000 inhabitants

SAFEGUARDED SECTOR

created in 1972, PSMV
approved in 1988,
revised in 2008TOWN OF ART AND
HISTORY

since 2005

AGENDA 21

town



CAHORS

“Cahors wishes to become a laboratory town”

> **Michel Simon, deputy mayor
in charge of sustainable development,
urbanism, housing and urban development**

*How does Cahors reconcile heritage,
modernity and development ?*

Cahors has developed inside a meander of the river Lot surrounded by hills ; these physical constraints require the reconstruction of the town on the town, both in the regaining of the safeguarded sector and in the revitalization of the south entrance and the reconstruction of the nineteenth century quarter. In line with the Grenelle de l'Environnement, we believe that these constraints can be factors of attractiveness ; heritage preservation must go hand in hand with reflection on liveability, especially in the old quarters.

Until then, in Cahors, public actors had primarily carried out actions for the rehabilitation of buildings. Today, we want to work on the comfort of living.

How do you do that ?

The first goal of the policy initiated by the town council is to revitalise the town, but it is essential to ensure its regional outreach. We therefore ascribe to the policies led by the agglomeration of Greater Cahors, the Lot department and the Midi-Pyrénées region.

In addition, we are contributing to the national goal of energy transition by playing the role of laboratory town. The political commitment of the Town is the unifying element essential to a virtuous process of reclaiming the city by its inhabitants, and working in partnership with government departments, including the Architecte des Bâtiments de France (architectural review board), as well as with the local actors.

*What advice would you give to elected
representatives ?*

The strategy to promote the old quarters should be part of a comprehensive and coherent approach to the urban project of the community. A strong political will gives strength and content to the demands for public funding, especially when they meet the objectives of EU 2014-2020 funds which consider energy and environmental issues as important. Elected representatives have very little taste for studies with no operational perspectives : it is essential that they be integrated into a comprehensive, structured and purposeful approach. Public funding will combine more easily with this approach insofar as they promote sustained and sustainable policies.



1. Square Olivier-de-Magny, a public area of quality, is an opportunity to highlight the built heritage of Cahors
2. The Trait d'union (hyphen), a landscaped pathway from the historic centre to the Valentré bridge
3. The Place des Républicains Espagnols is an example of the dynamic old centre in Cahors which has been reclaimed by its inhabitants



A TOOL

> **A well-prepared revision
of the Preservation and
rehabilitation plan (PSMV)**

CONTRACTING AUTHORITY

Town of Cahors

PARTNERS

European Union, State, Plan Massif
Central, Midi-Pyrénées region

COST

global study : € 480,000 excluding tax
additional studies on heritage -
sustainable development : € 106,400
excluding tax (including 74 % of
state aid)

LENGTH OF PROJECT

reflection initiated late 2008,
24 months of preliminary studies

THE ADVANTAGES

- global reflection and action plan for the short, medium and long term ;
- obtaining additional public funding thanks to the additional studies.

THE DISADVANTAGE

- explaining that things need time can be difficult.

Quality of living, the high point of urban policy

Cahors has taken the opportunity of the revision of the PSMV to make it the base of the drive to reclaim the historic centre. For the municipal team, the heritage reassessment of buildings and public spaces has meaning only in the context of improving the living conditions of the inhabitants. That is why thermal renovation is the key element of its housing policy. The aim is to provide attractive housing integrated into its historic environment and well set in the ways of living of the twenty-first century.

Cahors is a very touristy town (150,000 visitors to the tourist office in 2012, nearly 500,000 visitors to the Valentré bridge), but its dynamism has nothing seasonal thanks to its hospital (850 jobs), its public services and its businesses. Yet here, as elsewhere, the city centre has become depopulated. However, this trend is beginning to reverse : +14 % more inhabitants between 1999 and 2009.

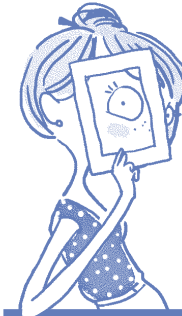
But in the medieval streets of the safeguarded sector, 500 units remain vacant : dilapidated, they often lack light and the inhabitants suffer from overcrowding and noise. **The municipal team, elected in 2008, has launched an ambitious restoration policy of the old centre, coupled with a local housing program, to make this area live like other parts of the town and exploit its potential.** It is a mission that has been made a daily reflex by the heritage management service through its knowledge of buildings (inventory, archaeology) and mediation.



The development of secret gardens, like the Moorish garden, allows us to offer a place for relaxation and a little breathing space in the medieval town

This proactive policy is divided into three areas : the first one, **the preliminary reflection**, consists in defining the actions to be implemented, engaging the project in a partnership policy and mobilizing all the stakeholders. As the town is managing the revision of the PSMV, it has chosen to focus its efforts on improving the energy performance of buildings in a way which respects their heritage. It has commissioned a specialized design office, a co-contractor of the architect and urban planner Alexandre Melissinos. He is a highly skilled specialist in protected areas, who previously worked in Bayonne, Bordeaux, Chinon, or Figeac, which he helped transform. Along with this strictly thermal approach, **the technical specifications of the review included an urban strategy section on the organization of neighbourhood life : prioritization of public spaces, transportation, parking and use of cars in the city, public life.**

These studies have deepened our knowledge about energy in old buildings, but also made it possible to analyze the modes of living and the property market, thanks to another study 70 % co-financed by the Interregional Programme of the plan Massif Central. All this prepares the operational phase which will take the form of an “OPAH (programmed operation for the improvement of the housing environment) - Sustainable old quarters”.



PROFILE...

Living in the town centre in a historic house

Mr. Fricheteau, an architect, bought the former building of the Chamber of Trade in the Lot. The medieval building suggested that there would be hidden treasures. He demolished a wing built in the seventies and restored the grand staircase with stone steps worn by the passage of time. He has no regrets despite the magnitude of the project, especially not living in the centre of Cahors, close to the shops and medical services. This is a real choice of quality of life. The example of this project is indicative of the support policy established by the town. The new support measure for facades has helped to mobilize State aid of 50 %, excluding tax, of the cost of cleaning and restoration of the main facade.

In order to set an example, the town is conducting a reassessment of public spaces and emblematic facades. **With the support of the Midi-Pyrénées region, it has created many public spaces and delicate secret gardens in the place of dilapidated squares, along the narrow streets, in the hollow arches of a church, to provide a breathing space in the density of the town.** The town is also seeking to raise the awareness of the inhabitants to the built heritage by publicly inaugurating restorations. And because economic development is vital to the attractiveness of the town centre, a trade facilitator in the town centre assists the project partners.

The second area of the policy of Cahors is **experimentation**. A complementary relationship has been initiated between the town and the University around two areas : heritage and energy efficiency. In partnership with the National School of Architecture in Toulouse and the Capeb construction industry organization in the Lot, training courses and seminars on these topics are available to artisans, local authority staff, professionals... **Cahors has the ambition to become a laboratory town, hosting researchers who will work on heritage renovation while bringing the hidden heritage of the medieval town to good account.**

And because reclaiming the safeguarded sector is not limited to technical actions, the third axis focuses on the **social dimension**. In this respect, the town is developing three actions : public tranquillity to ensure the balance of neighbourhood life ; supporting associations for the taking back of the area and its heritage by its inhabitants ; a rebalancing of the social diversity of the area by attracting families and middle-class households.



“The veritable tradition in great things is not to repeat what others have done, but to rediscover the spirit that created these great things and creates utterly different things in different times.”

PAUL VALÉRY

.....

2. THE GENIUS LOCI, GATEWAY TO THE FUTURE

The old quarter is composed of tangible and intangible elements that constitute a singular and unique urban complex : the urban morphology, architecture, material and colour of the buildings, but also the sensations caused by light and that indefinable atmosphere that emanates from usages, rites and the pace of life, history, the soul of the quarter.

Based on the traces of history, it is possible to project the quarter into the future, while modernizing it and encouraging it to adapt to the modes of life of today and tomorrow. But how to place the genius loci in the limelight ?



IN SHORT

SAINTES

28,122 inhabitants

METROPOLITAN AREA

44,036 inhabitants

SAFEGUARDED SECTOR

created in 1990,
PSMV approved in 2002

ZPPAUP

created in 2002,
revised in 2006

TOWN OF ART AND

HISTORY

since 1989

SAINTES

“Knowledge of history is food for the reconstruction of the city”

> Jean Rouger, mayor of Saintes

Much has been written about the Arc de Triomphe operation. What makes this project an example to follow ?

It was an abandoned neighbourhood, with squatters, considered a wasteland. Clearly, the solution was destruction. What makes it interesting today is that it is once again an inhabited urban quarter. We solved the risk of flooding ; the external appearance of the area rediscovered its original characteristics, the traces of its past. Some parts have resurfaced. Stones once used by the Romans and which have passed through the vicissitudes of history have been reused for another purpose.

You emphasize the cultural dimension of sustainable development. How does the town share this belief with its inhabitants ?

It is a long story that began in the 1980s. Saintes is a small provincial town which owes its wealth to agriculture and to its history. With this singularity, it seeks to share it in daily life, including with those who do not know or are not interested in history, but who are nevertheless sensitive to the colour of

the stone in the sun, the beauty of round tiles and the plane trees. Knowledge of heritage is a resource and an asset. As elected representatives it is a duty for us to share it. By signing a Towns and Regions of Art and History convention with the Ministry of Culture and Communication, we have undertaken the mission of making the inhabitants aware of the daily presence of history, the fact that it plays a role in the reconstruction of the city. Thanks to the quality of the people who are involved in this mission, we conducted in-depth work with professionals, but also with the public through performances, meetings, debates... Because often people do not immediately understand this investment in heritage ; it is not visible straight away, it takes time and patient educational exchanges cost money...

Preliminary studies for the creation of the safeguarded sector, of the ZPPAUP, were the subject of very specific cultural exchanges, to actions in daily life, through the implementation of the Towns and Regions of Art and History contract and its Architecture and Heritage coordinator.



1. Rehabilitation of the Arc de Triomphe site : before...
2. ... after
3. Plants in an alley leading to the Arc de Triomphe



A TOOL

> The restructuring of the Arc de Triomphe site

CONTRACTING AUTHORITY

Société d'économie mixte immobilière de la Saintonge (SEMIS) (semi-public real estate company)

PARTNERS

State, DRAC, county council, Town of Saintes

COST

€ 6,978,942 excluding tax

LENGTH OF PROJECT

8 years of studies (including the European competition),
36 months of work

THE ADVANTAGES

- creation of urban routes linked to the town centre ;
- densification of an existing site by proposing a living environment of great quality ;
- preservation of the traces of history and the reclaiming of the heritage by the inhabitants ;
- international recognition of the project.

THE DISADVANTAGE

- difficulties in purchasing the parcels of land.

The persistence of the genius loci

The rehabilitation of the Arc de Triomphe site has been the subject of numerous national and international publications. This urban and architectural operation aimed to restore highly degraded old housing stock and build new homes in the heart of the majestic city of white stone founded two thousand years ago by the Romans. This project is now cited by professionals for its urban qualities, its difficult insertion in an area of age-old parcels and its resolutely contemporary architecture subtly inspired by local traditional buildings. ***Its uniqueness lies in the dedication of its designers to respecting the history of the place while projecting it into the future.*** They sought to give a direction to the building by drawing on traditional shapes and uses and reinterpreting them in terms of lifestyles of our time.

It is a somewhat secret area of amazing calm in the city centre, where the windows of homes open onto interior gardens. One enters through alleys that run from north to south. Paths bordered by walls of Charente stone where a microcosm of plants grow in rather wild fashion ; these winding planted walkways lead to five single storey houses and 64 new or rehabilitated dwellings, always built in the spirit of the place. The oblong houses are in the traditional long shape, set low as if to withstand the weather. The apartment blocks, of two or three floors, are set out in criss-cross fashion to give the inhabitants as much light and space as possible and views.

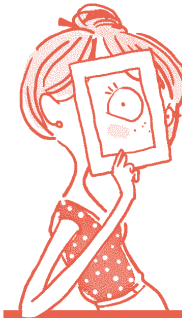
In Antiquity, the town sat astride the great road that linked Lyon to the Atlantic. Two thousand years later, the axis has become the road to the Arc de Triomphe and while the



Making the population aware of the importance of heritage : a key focus of the urban policy

buildings from that period no longer exist, the parcels are still in ribbons, close to the Charente which flows by below. This quarter was densely populated over the centuries, yet it declined at the start of the 1960s. Increasing impoverishment, shops closing and more and more empty housing saw the quarter slowly slide into insalubrity. The great floods of 1982 and 1994 drove out the last inhabitants. The roofs collapsed, the facades cracked and floors tumbled down. Action was necessary.

In the early 1990s, Saintes suffered from two problems: the rampant development of its outskirts and the decay of its vast inner suburbs. The municipality therefore considered “treating one evil with the other” : ***revitalising the insalubrious quarter in order to attract people tempted by moving to the outskirts.*** To do this, it seized on the opportunity offered by the European architecture competition which sought to encourage young talents and promote urban innovation. The redevelopment of the Arc de Triomphe site was studied by 120 young architects from nine nationalities. The winner of the competition for the Town of Saintes, the Babled, Nouvet, Reynaud group worked for almost ten years on this particularly difficult project.



PROFILE...

Improving urban amenities

Monsieur and Madame Richardeau have lived here since 2004 ; they were the first inhabitants of the site. In order to have a more comfortable retirement, they left their house in the country to settle in the town centre close to the shops and services. And they have no regrets. “We lived near the main road where 12,000 vehicles drove by every day; here in the town centre, it is very peaceful, we are awakened by the doves. At first we found it very strange...” And this is the paradox of this programme : “We are in the town centre but we have a single-storey house and a garden”, say the couple who tend their clematis behind stone walls and now only use their car occasionally.

Between 1991 and 2000, Saintes and its contracting owner SEMIS acquired 49 buildings on 43 parcels, as opportunities arose to make land acquisitions and through negotiations with the owners. The municipality did not want to use expropriation, which complicated the operation in the short term but ultimately won the confidence and esteem of the inhabitants. ***The goal of the town was to restore the quality buildings and create new constructions on the site of dilapidated buildings (sheds, storehouses, houses). It also sought to promote social diversity*** by offering home-ownership housing and other rental properties. But this development was subject to drastic urbanism rules as the Arc de Triomphe site extended into the safeguarded sector, the ZPPAUP. It was also subject to the natural risks prevention plan, forcing developers to raise buildable surfaces to protect them from flooding by the Charente.

A survey of the site encouraged the architects to propose ***reducing the insalubrity while retaining the characteristic morphology of the site*** ; they imagined a campaign to rehabilitate the built «crust» of the site and create a new layer of dwellings in its centre that would interact with the structure of the walls and gardens. This project was a real springboard for this young team of architects who forged a way of looking and listening, know-how, exemplary beliefs and patience in Saintes. It also won the SEM d'OR award for the contracting owner in 2002. As for the Town of Saintes, it cast a contemporary light on its heritage that illuminates it beautifully.



“All cities have a heart, and what is called the heart of a city is where the blood flows, where its life is intensely visible, where its fever breaks out, a sort of crossroads where all its arteries appear to lead to.”

SACHA GUITRY

.....

3. REVIVING THE ATTRACTIVENESS OF THE QUARTER

The hustle and bustle of a quarter is due to the dynamism from activities, local services (shops and crafts, associations, cultural facilities, public services...), and the diversity of the population (students, young couples and families, the elderly...).

Strengthening the functional diversity of the area and providing an environment suitable for current lifestyles and individual needs (forms, surfaces, financial resources...) promote the attractiveness of a quarter. Rehabilitating old buildings to create healthy homes that are quiet and comfortable, efficient, benefiting from private and public areas, close to all services, is the key to attract new inhabitants who are sometimes more inclined to settle in the outskirts.



IN SHORT

BAYONNE

45,636 inhabitants

CÔTE BASQUE – ADOUR
AGGLOMERATION

121,750 inhabitants

SAFEGUARDED SECTOR

created in 1975,
PSMV approved in 2007TOWN OF ART AND
HISTORY

since 2011

AGENDA 21

town



BAYONNE

“We are pleased to note that families are choosing to settle in the town centre”

**François Gouffrant, deputy mayor
in charge of urbanism**

**What role does the old centre play in
Bayonne's general urbanism policy ?**

A very important role ! Beyond its heritage interest, it presents a mix of functions, with shops on the ground floor and housing on the upper floors. Until 1995, it was somewhat abandoned but we have a real willingness to breathe new life into it. The rehabilitation policy has changed the nature of the housing : we are pleased to see that families are choosing to settle there, that older people want to move towards the centre. The pedestrianization of streets and the development of public spaces have also encouraged trade which has increased in quality ; the creation of the office of trade has cemented this policy. To solve the problems of accessibility, we have put in place free electric shuttles that the people have taken to.

Bayonne has embarked on a process of research and studies into sustainable rehabilitation : BATAN (Ministry of Ecology), Links (Europe), a workgroup with ANVPAH & VSSP (national). Can you explain this process in more detail ?

The idea is to look for good ideas everywhere, to exchange, to experiment, to teach and learn. Links is a veritable breeding ground from which to draw techniques, ways of doing things, different perceptions. We want to study how buildings live, reflect on their different behaviours in order to restore by making them efficient, both in heritage and environmental terms. With the rehabilitation of 22 rue Bourgneuf, we have achieved a low energy old building while retaining its qualities. These studies and rehabilitations help us to understand and progress, they also help the actors in restoration to learn. While we may have advanced slowly in this area, today we have started a process, a long-term dynamic.



A TOOL

**> A virtuous restoration of
a building in a safeguarded
sector**

CONTRACTING AUTHORITY

Co-owners in an owners' association
(AFUL)

PARTNERS

Anah, Côte Basque - Adour
agglomeration, Town of Bayonne

COST

+ 300 €/m² for the specific work

LENGTH OF PROJECT

24 months

THE ADVANTAGES

- low energy restoration in old property (average consumption less than 72 kWh/m²/year) ;
- use of safe and environmentally-friendly materials ;
- promotion of social and functional diversity ;
- training of craftsmen through experimentation, acculturation of elected representatives and technicians.

THE DISADVANTAGES

- cost control difficult for this first experimentation ;
- difficult technical deployment of innovative materials.



1. Rehabilitation of 22 rue Bourgneuf respecting the unique nature of its heritage
2. Stairs to "sous deux clés" apartments (long narrow buildings with a small central courtyard)
3. Very tightly-packed narrow buildings

Bayonne puts its faith in the exchange of knowledge

Surrounded by the ramparts until the twentieth century, Bayonne became significantly densified between the eighteenth and nineteenth centuries. Over time, the buildings were raised, others were inserted inside the blocks of houses, inside courtyards became smaller and smaller. The oldest inhabitants of Bayonne lived in “logements sous deux clés”, dwellings in which part was located on the street side and the other beyond the stairs. The inhabitants crossed the common areas to go from one part to the other.

Buildings in Bayonne, however, are of great heritage quality: the buildings are beautiful, well built, and their staircases are real works of art that literally fly in space.

But times have changed. People in Bayonne are no longer willing to come face to face with their neighbours in their pyjamas as they cross from the lounge to the bedroom and even less to live in windowless rooms. Because in this area composed of narrow strips of land, extensions have created rows of two, sometimes three rooms completely deprived of air and daylight... Improper (and unauthorised !) subdividing to abandon the “sous deux clés”, has produced partly substandard housing, potentially dangerous in case of fire as they are inaccessible to fire-fighters. This is one reason why the municipality has undertaken a vigorous policy of restoration of its old buildings since 1990.

The safeguarded sector in Bayonne covers 82 hectares. Created in 1975, it was taken over in 1990 by Alexandre Melissinos, an architect and urban planner, and approved in 2007. This planning document is based on an assumption - you need



An attractive old centre with a high functional diversity

a high quality of restoration - and an apparent paradox. In Bayonne, cleaning out and demolition form one of the essential conditions of heritage preservation. The municipality encourages owners to demolish the rear parts of their buildings... which, one can imagine, is easier said than done : try explaining that they have to demolish rented apartments ! “Yet practice has demonstrated that it was an obvious thing to do”, says Jacky Cruchon, director of urbanism in Bayonne. To convince the owners to rehabilitate their homes, the City uses several means, the first being **the implementation of the regulations**, the second being to soften the pill with **financial and tax benefits**, the third being to justify everything through **educational and cultural arguments**, so that the inhabitants take ownership of the heritage and become actors in its development.

Today, a large number of dwellings have been restored including nearly 500 cleaning out operations. The work carried out since 1995 has paid off even though many are still waiting for work to be done... The vacancy rate in the old centre has fallen from 25 % 15 years ago to 19 % today. And this is only the beginning.



PROFILE...

LINKS or the search for shared solutions

Whatever their size, old town centres have all the qualities of a sustainable town. However, for Martine Bisauta, deputy mayor in charge of sustainable development and citizen participation, the challenge is primarily to ensure a consistent quality of use compatible with today's expectations : comfortable, healthy, energy efficient housing offering the benefits of modernity. Opening the old city to modernity is a necessity that subjects historic towns to a game of subtle balances. To best respond to this complex exercise, Bayonne has taken the initiative of the LINKS project that has enabled work to be carried out over 3 years in a network of 10 European cities. Now all seek to foster the emergence of a citizen speech and give inhabitants a status of “experts”.

The studies carried out have shown that properly restored buildings have thermal performances to delight the most ardent environmentalist. If they are heated by gas, they often have an energy label C or even B depending on their position in the block. The elected representatives and services have therefore changed the reflection : “We started with a vision focused solely on energy, to move towards an environmental approach and seek to go beyond the usual performances.” Priority is given to “safe” materials, with lower environmental impact “from cradle to grave”. Exotic woods are banned in favour of European species. Eco-subsidies promote eco-restoration, measures facilitated by the fact that the housing stock in the safeguarded sector is predominantly rental ; aid from Anah and the agglomeration can then be added to those from the town to create housing with contractualised rents.

In 1996, the Heritage and Housing Agency was installed on the ground floor of a rehabilitated social housing building. It was created to educate, assist homeowners in their rehabilitation project and allow dialogue with professionals, explains Eric Lapègue, a rehabilitation and restoration counsellor. “Initially, we were perceived as inspectors. Now the owners ask us for advice. Before, I used to be the restoration killjoy, now people call me. I act as a go-between, I am in direct contact with the architecte des bâtiments de France.”

For Jacky Cruchon, who has been working for 30 years on the restoration of the safeguarded sector, this work of a lifetime at least proves one thing : **“There is no simple recipe, you must conduct thorough research on each site, on each property, before acting.”**



IN SHORT

BREST
141,315 inhabitants

**BREST MÉTROPOLE
OCÉANE (BMO)**
207,683 inhabitants

ZPPAUP
created in 2001

AGENDA 21
community



BREST

AND ITS URBAN COMMUNITY

“The commercial service must be fair”

> Frédérique Bonnard le Floch,
vice president of Brest Métropole
Océane (BMO)
in charge of trade and commercial urban
development, town councillor in Brest

In recent years Brest has developed innovative principles in commercial zoning. What are they ?

We believe that the commercial service must be fair to all and that trade is a powerful factor in the organization of the city. It is in this spirit that we are leading a policy of sustainable business planning across the metropolitan area, building on operational tools and regulatory documents, developing a governance that involves all stakeholders in the process. We strive to give strength and substance to the concept of «town of proximity», which meets both the aspirations of the citizens and the requirements of sustainable development.

What do you do in concrete terms ?

The idea is to implement a localization strategy of trade in the area in the context of managing the development of space, governed by the PLU intercommunal urbanism plan and, more broadly, by the SCoT Territorial Coherence Scheme. We have developed planning documents that limit, constrain and

offer us a hold on trade, in order to organize the implementation of specific classes of trade (culture, personal and household goods...) and prioritize trade centres according to their size.

You prefer the idea of «commercial zoning» to «commercial facilities». Why this difference ? Why this difference ?

We believe that trade brings residential appeal. All urban projects are designed with a commercial component. We assist project managers to ensure that their projects are coherent with ours and strengthen the diversity of urban functions, offering the best service to residents. I am currently leading a reflection on the quality of life and the environment in the context of the revision of PLU intercommunal urbanism plan «factor 4», which is to articulate the community programming tools (PLU, PLH, PDU and Climate Plan) to divide greenhouse gas emissions by 4 in 40 years. Indeed, after assuring the commercial attractiveness of our region, I want to relocate trade through proximity sales channels, foster innovative businesses involving consumer-citizens and ensure the dynamism of town-centre shops through networking.



1. The Lambezellec market is an opportunity to sell through proximity sales channels
2. The rue de Siam : a lively axis with many shops
3. A balanced mesh of commercial zones in the BMO
4. The Saint-Martin covered market, a reflection of the policy for trade urban renewal in the quarter
5. The redevelopment of the rue de Siam offers residents places of exchange and conviviality



A TOOL

> Real estate construction management, a very useful tool

CONTRACTING AUTHORITY

Société d'économie mixte de portage immobilier (SEMPI)
(semi-public real estate construction management company)

PARTNERS

Chamber of commerce and industry, Brest Métropole Océane, Town of Brest

COST (BUDGETED)

€ 2,500,000 (shares in housing and commercial premises in a quarter)

LENGTH OF PROJECT

7 years

THE ADVANTAGES

- support for the rehabilitation of buildings by acquiring them and initiating work ;
- acquisition of temporary premises to maintain business activity during construction work.

THE DISADVANTAGE

- difficulty to work in non-relocatable food outlets (restaurants...).

A policy for protected commercial urban planning in the local urbanism plan (PLU)

For BMO, trade is an essential service for the public which must meet a requirement of fairness. Each resident must have access close by to essential business services ; only “occasional” or “exceptional” purchases can be made at greater distances and require the use of a car. This objective implies a balanced network of the commercial offer in light of the resident population of the catchment area and tourist numbers. This policy of commercial urban planning is conducted at town level to harmonize and balance the number of outlets in the outskirts and the centre. Analyzes, studies and statistics on the one hand, list all the trading centres in the Brest area according to their nature and their importance ; secondly, they assess the travel time of the inhabitants to acquire common, occasional or exceptional products. Bruno Cordat, Director of Urban Planning at BMO, explains : “We are in a catchment area of 400,000 inhabitants, whose trading centres draw up to 1 million people. We are now trying to thicken the centre through a major urban project, Les Capucins, whose objective is to put the town centre on the scale of the metropolis by maintaining a lively and dynamic axis (rue Jean-Jaurès / rue de Siam) and articulating neighbourhoods and districts in the outskirts. The tram is playing a part by linking the three edge-of-town hypermarkets to the centre.”

In the field, the application of these principles is quite visible : the quarters on the outskirts of Brest all have a commercial centre, often built around a city market, the “locomotive” to which are hitched the “wagons” of small businesses such as bakery, laundry, hairdresser, pharmacy...

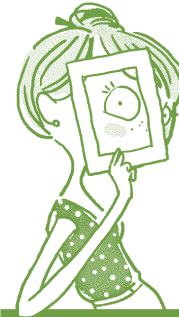


Saint-Renan :
a commercial centre
with a structuring effect
across the Pays de Brest

The PLU prohibits opening isolated retail outlets, so that each new brand reinforces the presence of those who are already there. Everyone benefits.

The metropolitan commercial functions in the centre of Brest are concentrated on the main thoroughfare which has had tram access since June 2012 ; this long pedestrian street is specialized in personal equipment and culture. The completely redesigned public space encourages walking and shopping. Banks, estate agents and other “intangible” businesses were invited to set up in the side streets to preserve the “shop” character of the main artery. The two existing malls complete the on-street stores.

To the north of the town, the Froutven commercial centre is devoted to homewares. With access by tram, it is centred on large retailers such as Ikea, Jardiland and Boulanger. The urban project was conducted in collaboration with the management of Ikea, Altaréa-Cogedim (which runs the shopping complex) and the municipality of Guipavas. “This is a development policy. We do not prevent businesses from coming here, we guide and support them” underlines Dominique Barbu, from the commercial planning department at BMO.



PROFILE...

Coeur de Jaurès, a town centre strategy

The two shopping centres in the centre of Brest, directed by André Le Bars, suffered during the construction of the tramway. “We thought it was necessary to let the work finish and then revise our strategy”, says André Le Bars. The two galleries that hitherto operated independently now work together with a new concept : Coeur de Jaurès. “Previously, we carried out sales operations without any consultation. We have pooled our communication budgets, thus creating a true commercial hub.” Today, the facade of the Espace Jaurès centre has been rehabilitated, the slogan “More than 80 shops, 1,100 parking spaces” is displayed around the city, the name Coeur de Jaurès is in people’s minds.

The Brest experience in trade planning is probably the most advanced in France. “We were the first city to reflect it in the Land Use Map (POS) in 1995”, says Dominique Barbu. *“Here, we conduct a comprehensive trade policy across the Pays de Brest. It is not a question of regulating competition, but deciding that such a type of trade has its place here rather than there.* The challenge is to limit travel, the Grenelle allows us to do it. The rule is the same for everyone, we rely on the SCOT Territorial Coherence Scheme and the PLU intercommunal urbanism plan which set the rules on trade.”

The other ambition of BMO is to associate the trade policy with urban renewal. The central district of Saint-Martin has been the subject of a OPAH-RU urban renewal scheme. A guide of the shops and commercial storefronts was distributed to encourage retailers to promote their premises while optimizing the heritage character of the building. This document will be extended to include the entire ZPPAUP, including the Recouvrance quarter, the next target for urban renewal. “The key is in governance”, insists Bruno Cordat. “We must promote the common interests and then put in place the tools to act. If it goes wrong, we use a third party, e.g.a planning agency or the CCI. It takes patience and perseverance, being ready to accept compromises without abandoning our objectives. The art and the difficulty then consist in sharing these strategic objectives with economic actors in order to meet them. And for that, we must prioritize them.”



“It is only by pumping that you will get somewhere and even if you do not succeed... well, it will not have done you any harm.”

JACQUES ROUXEL (LES SHADOKS)

4. THE QUARTER, A PLACE OF FLUX AND REFLUX

A bustling quarter is a place where all kinds of things mingle : people, goods, energy, knowledge, wealth, waste... Effective management of networks leads to enhancing the attractiveness and accessibility of the area to all, facilitating smooth movement, harmonious road sharing, exchanges across the city and the catchment area. The inter-district routes should be carefully studied both in terms of movements and in terms of waste management, of energy supply... They must be adapted to the morphology of the town, to the movements and needs of residents and businesses. Beneficial actions for the quality of the environment.



IN SHORT

LA ROCHELLE
80,014 inhabitants

METROPOLITAN AREA
145,912 inhabitants

SAFEGUARDED SECTOR
created in 1970,
PSMV approved in 1981,
revised in 2010

ZPPAUP
created in 2009

AGENDA 21
community

LA ROCHELLE

“We must break our addiction with the car”

> Denis Leroy, vice-president of the metropolitan area of La Rochelle

In what spirit is transport policy designed in La Rochelle ?

We want to get over the following message : “In La Rochelle, you move differently”. For us, the revolution in transport is neither technological nor logistical, it is in the mind. Many cities became over-equipped and took on excessive debts in order to build car parks and infrastructure. In La Rochelle, we have not built a tram, but educated people to travel by foot, bicycle or public transport. We need public will for things to start. Today, the revolution is in sharing. People are willing to pool, attitudes are beginning to change. Relations with the world are evolving.

You have adopted the second urban mobility plan (PDU). What are its objectives ?

The first PDU aimed at creating the necessary facilities to make people get out of their cars. We funded the range of multimodal options : buses, trains, boats, park and ride. With convincing results : today, car clubs have 500 users for 50 cars. When we were working on

the second PDU (2012-2021), we found that 60 % of car traffic is related to business travel. We invite companies to sign a contract to encourage carpooling. In terms of commerce, we are fighting the idea that it is the car that brings customers. We have shown that the quality of life stimulates commerce. We have been criticized for wanting to interfere with commercial activity. On the contrary, we have reduced the noisy traffic !

You offer bikes to students in La Rochelle. Is that not expensive ?

Students are told, “if you make a commitment not to come by car, I will put a ticket in your bag to test the bus and a bicycle”. It is a contract of trust. 80 % of them play along with it. Today, 1,200 students travel by bike in La Rochelle. Did you know that creating a parking space costs € 20,000 ? A bicycle costs € 100. I think we should take advantage of the crisis to review the idea. This is not a dogma against ownership. The question today is : how to live well ?



1



2

1. Thanks to the wheelchair bicycle tandem, soft mobility is available for everyone
2. The taxi bike : another way to travel in town
3. The solar electric sea bus : an environmentally friendly means of transport between the old town and the marina



3



A TOOL

> Solar electric maritime transport : the sea bus

CONTRACTING AUTHORITY

La Rochelle metropolitan area

PARTNERS

European Union, ADEME,
Poitou-Charentes region

COST

€ 904,363 (cost of a boat)

LENGTH OF PROJECT

Started in 1998 (the boats have a working life of at least 20 years)

THE ADVANTAGES

- significant reduction of energy consumption ;
- operating range during daytime (solar panels) ;
- comfort for users (silent, non-polluting, panoramic view, accessible for PRM and bicycles) ;
- fast connection between the old centre and the Ville-en-Bois quarter.

THE DISADVANTAGES

- high investment costs (boat) ;
- partial use of fossil fuels.

The Yélo wants to change habits

In 1975, La Rochelle created the first pedestrian area in France. A year later, it launched its little yellow bikes, thus initiating self-service bicycles well before the Vélib, Vélov and other systems. **In 1997, it created the first car-free day, which, beyond the media impact, makes it possible to test other modes of transport, other ways of looking at urban mobility.** Since then, innovations in this area have never ceased : car sharing, electric shuttle, solar electric sea bus, 25 bus lines, travel pass systems of all kinds, for tourists, residents, those who are simply passing through, those who are taking it easy or those in a hurry. “A city is not a postcard, it is made for people to move round, to work there, to live there and live there together”, says Sabrina Laconi, deputy mayor in charge of tourism, trade and markets, the safeguarded sector and urbanism in the town centre. An inaccessible idyllic setting would not make sense, we must find a balance between heritage protection and liveability, we need soft mobility in the old centre, the safeguard plan must adapt to the traffic plan and vice versa.

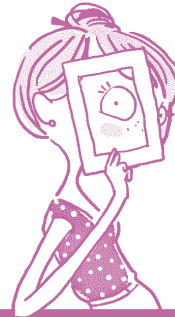
La Rochelle is primarily a port. Founded in the twelfth century, protected by towers built in the fourteenth and fifteenth centuries, the city grew first on dry land and then moved into the marshes to the south. Business parks and housing were built in the outskirts, but the old centre remains at the heart of activity with its 650 shops, its hospital, its services and facilities. “In the early 1980s, 12,000 cars crossed the centre of La Rochelle every morning and evening. We thought that we had to reduce that and displace the through traffic by creating



The «last kilometre» delivery service with electric vehicles limits the number of trucks in the town centre.

a bypass so that vehicles could be parked before reaching the centre. So we built car parks in the outskirts of the city, as in the Middle Ages when the vehicles were not allowed to cross the walls”, explains Denis Leroy. **Today, three park and ride areas with 300 to 600 places are connected to the old town by electric shuttles: with a departure every 5 minutes and a journey time guaranteed by separate dedicated lanes, the incentive is strong** especially as favourable fare packages and «à la carte» options are available.

“Here the tradition is to try things, to experiment to see what works and what does not work”, says Marie Santini, director of mobility and transport in the La Rochelle metropolitan area. For independence of mind and freedom of thought are rooted in the genes of La Rochelle. The City is proud to have had the first mayor in France, thus liberating itself from feudal guardianship as early as the twelfth century ; to have adopted the new ideas of the Reformation well before the others, thus becoming the citadel and capital of the Protestant party ; to have opposed the unification policy of Richelieu by firing the



PROFILE

The City takes inspiration from the field to innovate

“For a long time the town has taken part in European calls for projects, to work on experimentation ; it also brings together the “Group of 200” of La Rochelle residents of all ages and all professions who are invited to reflect on the proposed themes and put forward ideas”, explains Sabrina Laconi, deputy mayor in charge of tourism, trade and markets, the safeguarded sector and urbanism in the town centre. All these ideas and experiments, if they prove to be positive, will be found one day or another bearing the black logo on a yellow background, the trademark of La Rochelle mobility which is called : “Yélo”.

cannon on the royal troops and holding out in a siege that lasted eighteen months and was fiercely put down. Much later, Michel Crépeau, mayor from 1971 to 1999, adopted the slogan “The beautiful and rebellious La Rochelle” that today’s inhabitants of La Rochelle like to repeat.

This “rebellion” against established practices results in a constant search for ideas, tips and suggestions aimed at changing people’s minds. According to Marie Santini, “beyond the construction of infrastructure and facilities, it is mainly in the field of practices, customs and lifestyles that the town wants to make things change. **Increasingly, the use of the car is being disassociated from its ownership. But what will really change its uses is when the car is no longer a status symbol.**”

That is why the town offers bikes and bus tickets to students in exchange for their commitment not to drive their car in the centre ; launched the scheme «For legged» so that cars do not clog the streets around schools ; created a delivery system “last kilometre” in electric vehicles for businesses in the town centre ; offers self-service bicycles, electric cars, as well as wheelchairs and even a “wheelchair bicycle tandem” composed of a wheelchair attached to the front of a bike. It also works with the Poitou-Charentes region to increase the frequency of regional express trains and works with local taxis to provide the “evening service” when the buses return to the garage for the night.



IN SHORT

PERPIGNAN
117,500 inhabitants

PERPIGNAN
MÉDITERRANÉE
252,104 inhabitants

SAFEGUARDED SECTOR
created in 1995, PSMV
approved in 2007

TOWN OF ART AND
HISTORY
since 2001

AGENDA 21
community

PERPIGNAN MÉDITERRANÉE

URBAN COMMUNITY

A social and environmental approach to waste management

> Jean Paul Billes mayor of Pézilla la-Rivière and vice president of Perpignan Méditerranée urban community (PMCA) with responsibility for waste management

What are the main policy axes for waste management in Greater Perpignan ?

The community spends 40 million euros per year on waste management. As part of a local waste prevention program supported by ADEME, we have launched a policy to reduce the amount of garbage produced by raising public awareness about sorting by distributing individual compost bins and organizing textile collection. The aim is to minimize the amount of household waste in order to reduce processing costs.

How have you reorganized the garbage collection ?

Our goal is to optimize circuits and streamline the work, which has forced the agglomeration to reorganize the collection rounds. We have set up a working group that analyzes the material and the organization of the service. For example, the collection vehicles are monitored by GPS tracking that records everything : when the truck stops, when it lifts the container,

when it moves again... To improve the flow of the rounds, agents move through the streets and prepare reports when they pass : possible diversion, wing mirror broken by a vehicle, badly parked cars, obstacles...

And you are fighting against the practice of «finish and go»

Following a recommendation of the National Health Insurance Fund (CNAM) we have considered ways to end this bad custom that allows garbage collectors to leave their jobs once their garbage round is finished. This practice encourages them to “rush” at the risk of causing accidents and occupational diseases, damaging parked cars or street furniture. Not to mention the hateful social aspects, including removing an employee who runs at a slower pace from the team ! We therefore considered how to organise the work in a more sustainable and safer way : it is a case of working differently, slowly, in better conditions, to provide a better service to citizens. We are the first local authority in France to have done this, and we regularly receive delegations from other towns who are interested in this process.



1. Collection optimised for employee health and reducing costs for the local authority
2. The narrow winding streets of Pézilla-la-Rivière make it difficult to collect by truck
3. Buried containers improve the living environment and reduce the number of collections
4. Recycling ambassadors organize events to educate children and adults



A TOOL

> Unobtrusive waste for an unspoiled living environment

CONTRACTING AUTHORITY

Perpignan Méditerranée urban community (PMCA)

PARTNERS

The 36 towns in PMCA

COST (PER BURIED CONTAINER)

purchase : € 6,800
installation : € 6,000
maintenance : € 300/year

THE ADVANTAGES

- enhanced appearance of public areas ;
- reduction in noise and smells ;
- savings in fuel consumption ;
- rapid and safe collection.

THE DISADVANTAGE

- difficulty in choosing the optimal location for containers.

Optimizing the collection, reducing the volume

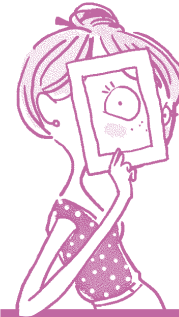
Pézilla-la-Rivière is a small town in the shape of a “cellere”¹ nestled around its Romanesque church dating from the eleventh-twelfth century. Here, the streets are very narrow. Not long ago, they were cluttered with forests of garbage cans, along with their share of odours and visual eyesores, not to mention the difficult access for collection services. This is a recurring problem in the old towns. Today, three buried containers are placed in three strategic points around the «cellere». The inhabitants of the town centre can drop their trash bags in three bins : one for garbage, the second for the paper and packaging, the third for glass. The experiment is quite conclusive. **The residents are delighted to see the streets free of containers and no inhabitant of the town centre has to carry their trash bags more than 100 metres.** Other towns in the urban community also have buried containers in their old quarters such as Perpignan, Baixas and Tautavel.

Perpignan Méditerranée urban community took over responsibility for waste management in 2004. It is responsible for the collection (centrally) in almost all of the 36 towns of the metropolitan area ; waste processing is handled by Sydetom66 and various recycling operators. Processing and transportation of waste costs the towns € 150 per ton, excluding the cost of collection. In order to reduce this cost the urban community has increased measures to encourage sorting at source.



Recycling ambassadors helping people to sort their waste efficiently

PMCA has given consideration to the overall organization of collection routes and the whole process, knowing that each town can choose the mode and frequency of collection that suits it. This is generally done under municipal management. Only two towns use outside providers. Claire Braschi, responsible for development in the waste recovery department, is in charge of the scheme : “Collection frequency has been reduced everywhere to once a week for household garbage (instead of twice), except during the summer. In suburban areas, we have increased the size of the yellow containers and distributed individual compost bins. Above all, we have tried to reconnect with the people on this theme with support in waste management : information, raising awareness... ” Thus the habits and behaviour of the inhabitants, but also of traders and companies, were scrutinized. Elie Tubau, head of selective collection, leads a team of seven “recycling ambassadors” responsible for administering the local waste prevention program. His motto : **“The best waste is waste that does not exist.”** His method : “We go from door



PROFILE...

Pollestres opts for horse-drawn collection

The inhabitants of Pollestres no longer complain about the noise of the garbage truck, quite the contrary. They wait for the dray pulled by Régliſse, an imposing mare, to reward her with a stroke. Here, the horse-drawn collection is a great success. It has made it possible to clear 150 containers from the streets. The 30-litre bins (easy to fit in the kitchen) are emptied into the dray then discharged into a buried container. For the deputy mayor Daniel Mach, the operation is a success : “It took some nerve to do it ! Admittedly, it costs us a little more (€ 4,600 per month for 300 households), but we outsource to a private company that takes care of everything, and I have nothing but positive feedback from my residents.”

to door to speak with users and draw up visiting records that provide traceability of our actions. We ask people if they know the existence of collection points for textile and glass, and we ask them about their consumption patterns. We explain that fermentable waste represents 17-25 % of a typical bin and we encourage them to compost by providing suitable containers. We combat preconceived ideas by explaining how to avoid unpleasant odours by alternating layers of fermentable waste, soil, ash or sawdust.” The role of ambassadors does not stop at providing information, they also check and monitor collection by sometimes checking in the containers to see if sorting is done properly ; when errors are obvious (rubble / incorrect plastic...), offenders are contacted again. 34,000 homes were contacted in 2011, 39,000 containers were checked and we met 2,150 people during events. The recovery rate in the town is currently 19 %. The objective is to reach a rate of 26 % by 2015.

This policy is bearing fruit. For Claire Braschi : “The results are more than positive : **by decreasing the frequency of collection and increasing recycling, the costs have been brought under control. In terms of the urban environment, we can see a marked improvement.** And we have managed both to change the behaviour of users and be reconciled with them on this sensitive subject.”

1. In the Middle Ages, the cellere was the place where food was stored by the inhabitants within a radius of thirty paces around the church. It formed a group of constructions that were often fortified, an impregnable space of concentric circles around the village bell-tower.



“All architecture proposes an effect on the human mind, not merely a service to the human frame”

JOHN RUSKIN

.....

5. PUBLIC SPACES DEDICATED TO A BETTER QUALITY OF LIFE

Public areas are places of life, exchanges, meetings and conviviality. As social vectors of living together, they express the spirit of the place. The valuation of water features in urban areas, the preservation and development of vegetation and landscaping adapted to local soil and climate promote biodiversity. They offer spaces for quiet and urban comfort for the inhabitants, while ensuring climate control. Giving space, expanding views, providing quality light and air, and reducing noise improve the quality of life in the town and encourage its inhabitants to reclaim the town.



IN SHORT

LYON

480,778 inhabitants

GREATER LYON

1,281,971 inhabitants

SAFEGUARDED SECTOR

created in 1964,
PSMV approved in 1985,
revised in 1998

ZPPAUP

ZPPAUP created in 1994,
revised in 2013

UNESCO

Listed as a World Heritage
site in 1998

AGENDA 21

community

LYON

AND ITS URBAN COMMUNITY

“Repurposing public spaces to meet contemporary uses”

> Gilles Buna, deputy mayor of Lyon with responsibility for development and quality of the city

In recent years, Greater Lyon and the City of Lyon have been working on public spaces. What are the principles of this policy?

This policy is organized around three axes :

- > rebalancing uses of public spaces in favour of pedestrians (removal of surface parking, and development of alternative modes of transport, reducing excess traffic lanes...);
- > taking into account the biodiversity across the urban area and the quarters. It is a question of changing the balance between mineral and plants in favour of vegetation for its benefits in terms of quality of life and landscape, socialization, improving the quality of air, water, soil and reducing urban heat islands ;
- > finally, continuing and optimizing the policy for building facade restoration, which contributes greatly to improving the living environment.

What historical and current links are there between urban development and public spaces ?

The public areas of the old city reflect how the city made use of the geographical location and its organization in preindustrial times. They formerly had different uses : economic activities (markets, crafts, river activities...), representation (large royal squares, avenues, boulevards...), areas related to military activities, economic activities (ports, markets...). But these spaces were gradually occupied and altered to accommodate the automobile. It is now a question of redefining them by responding to contemporary uses and rediscovering the initial relationship between the city, its natural site and its history to develop a quality urban landscape. Repurposing these areas is most often based on a sociological analysis of existing uses and is the subject of preliminary consultation phases. The quarters of the historic centre of Lyon, listed as a World Heritage site by UNESCO, have become a laboratory of ideas and a model for the entire city. These old quarters are sustainable, they evolve over time by adapting to lifestyles and ways of living. They now form an integral part of the urban dynamic developed by our community.



A TOOL

> A “cours traboules” covenant to conserve these passageways

CONTRACTING AUTHORITY

City of Lyon

PARTNERS

Greater Lyon,
owners (often co-owners)

COST

€ 1,213,000 invested over the last
12 years for 27 courtyards and
traboules

LENGTH OF PROJECT

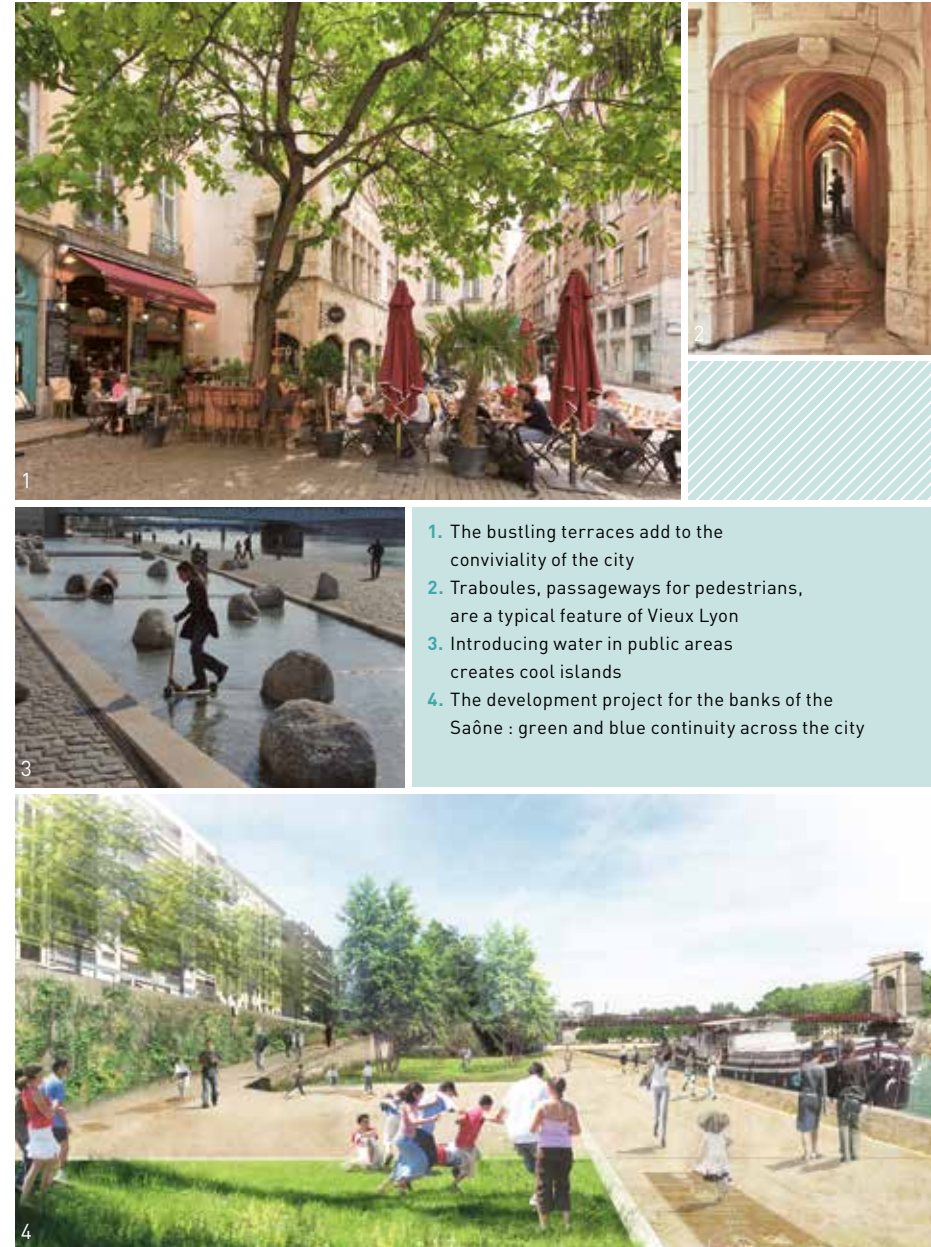
Started in 1991,
45 covenants signed out of
the 600 courtyards and traboules

THE ADVANTAGES

- rehabilitation and upkeep of the traboules ;
- conservation and developing the use of (visitor trails) ;
- installing common spaces (trash can area, pushchairs, lighting...).

THE DISADVANTAGE

- sharing space sometimes difficult between inhabitants and visitors.



1. The bustling terraces add to the conviviality of the city
2. Traboules, passageways for pedestrians, are a typical feature of Vieux Lyon
3. Introducing water in public areas creates cool islands
4. The development project for the banks of the Saône : green and blue continuity across the city

Structuring public spaces to reduce territorial differences

For about ten years, Lyon has placed plants and vegetation in the heart of its urban policy. ***The City and Greater Lyon have created 50 ha of new green spaces, doubled the number of trees in the urban area, multiplied the number of havens of greenery and spaces dedicated to outdoor activities.*** In the centre of Lyon, a perimeter of 427 hectares has been listed as a World Heritage site by UNESCO ; in this very dense urban sector where the Rhône and Saône flow through, the banks have been “returned to the residents” with a lot of green breathing spaces and recreational areas. So that the inhabitants of Lyon no longer need to use their cars to get closer to nature, the City has made sure they have access to quality public spaces within 300 metres of their home. It has created neighbourhood green spaces, developed community gardens, opened new parks, encouraged people to plant shrubs and flowers “spontaneously” in empty urban areas. It is continuing these efforts in a constant search to create “green continuities” and ecological corridors within the town. The City and Greater Lyon have also called on some great names in urbanism and landscaping (Michel Desvignes, Herzog and de Meuron...) to initiate an approach and design of the public spaces specific to Lyon. This policy is all the more remarkable in that the City has had a narrow escape. In the 1960s, the heyday of the “king car”, the mayor, Louis Pradel, boasted of having made Lyon the first city in France we could cross without meeting a red traffic light. The A6 freeway cuts the town in half along the Rhône, which became inaccessible for pedestrians.



The slopes of the Croix-Rousse : a protected area with substantial botanical heritage

A colossal amount of work has been done by the municipality and the metropolitan area to limit the role of the automobile and improve the living environment. ***The key idea is to create links between the populations by building public spaces where people like to gather; the premise is that a more enjoyable living environment fosters relationships between all social segments of the population.*** Initially used in the old town, this approach has proved to be reproducible throughout the city. Today, Greater Lyon credits public spaces with a social and structuring role.

Prerequisite for this policy : the removal of surface parking by building underground parking to create large urban public spaces, especially on the banks of the Rhône. This is to allow people to reclaim the watercourses and rivers that underpin the identity of the city.

Now that the Berges du Rhône operation is completed, it is the turn of the Saône to be the centre of attention. ***Between Neuville-sur-Saône and the Confluence, 19.5 km of river banks in 14 communes and 5 districts of Lyon will soon be linked by a continuous path, with sites containing works of art, in the idea of creating spatial coherence and reducing***



PROFILE...

Using plants to improve quality of life

For Pierre-Yves Genet, deputy director of parks in charge of managing the landscape heritage, “today, it is necessary to deal with new challenges (climate change, the need to preserve water resources, preserve biodiversity...) and reduced financial flexibility. This leads us to strengthen the development of a differentiated management of natural spaces in the city, and functional use of plants. Now plants are used to enhance the living environment, to make it more beautiful, but also the environment and even health. In order to guide our choices, we rely on the study of urban heat islands: each new district must provide cool islands of vegetation.”

differences between areas. This programme encourages an innovative synergy between architects, planners, landscape architects, engineers and artists invited to adapt their response to the geographical, historical and morphological characteristics of the sites. Art is considered here to create links, arouses curiosity, provides a new look at the sites, so that people can discover it, perhaps enjoy it, in any case come close to it.

Year after year, Greater Lyon refines its policy based on research, assessments, consultation and taking the current climate into account. The public space must not only be “beautiful”, but functional. “For example, in the 1990s, the work was mainly carried out on the outdoor public spaces”, says Beatrice Couturier, a representative for sustainable development in Greater Lyon. Spiral hazel bushes in pots were installed in the Place de la Bourse. They were sublime, but needed intensive watering and maintenance.

Changes in thinking, learning, scientific research, experimentation, all combine to profoundly transform the organization and objectives of the services whose staff unceasingly reflect on the meaning and impact of the policy. These changes are reflected in the organisation charts : in 2009, in the City of Lyon, the department of urban studies and techniques, responsible for the design and development of landscaped public spaces, merged with the department of green spaces - ISO 14001 certified, responsible for their maintenance. This organizational upheaval enabled the services to engage in a common approach for the design and sustainable management of landscaped areas.



IN SHORT

BESANÇON

121,072 inhabitants

GREATER BESANÇON

177,021 inhabitants

TWO SAFEGUARDED

SECTORS

created in 1964 and 1994,
PSMV approved in 1992 and
2012TOWN OF ART AND
HISTORY

since 1986

UNESCO

citadel and fortifications
added to World Heritage
List in 2008

AGENDA 21

town

BESANÇON

“We are not working on scenery but
on a living setting”

> **Françoise Presse, deputy mayor
in charge of green spaces**

**What are the new ways of managing green
spaces put in place in Besançon ?**

The general idea is to make a more vibrant garden where local and spontaneous species must have a place. Awareness of beauty, the aesthetics of the garden, the notions of order and disorder have evolved. Today, the idea is that we are not working on scenery but on a living setting. It is a question of changing the image of nature and people's perceptions.

**How do the inhabitants of Besançon react to
these changes ?**

The approach is well accepted by the inhabitants who appreciate the importance of strengthening the ecological balance of towns. However, this change has to be gradual. I sometimes receive letters at the town hall from people asking me more or less ironically if the lawnmowers have broken down. That is why it is necessary, in the context of differentiated management, to have carefully mown areas near areas that are mown late, so that the space does not seem abandoned. The more one is in the city centre, the more things are structured, the more things are «domesticated» and more

nature is under duress. But it is obvious that it will take time, much education and energy to get all citizens to conceive the evolution of urban nature in a different way. The town organises numerous activities for children, courses and lectures for parents, shows and events for all the family, with a team of events technicians and collaborations established with schools, associations or partner organizations.

**In Besançon, as elsewhere, there is a
tendency towards scrub encroachment.**

How do you fight against this phenomenon ?

Gradually, the hills of Besançon are being covered with thick vegetation that is blocking off spaces and changing the landscape. To remedy this, we are developing a set of actions designed to reorganize practices propitious to biodiversity conservation and a diverse landscape. For example, we suggest to orchard owners who are no longer able to take care of them to entrust their management to the Town. The Town organises workshops such as pruning or grafting fruit trees. Families will be able to take part in their care and benefit from their production.



1. A town centre where stone is very present...
2. ...with plant-covered inside courtyards
3. The insect house increases the presence of this wildlife that is an essential part of the ecosystems
4. Municipal hives installed in the town centre
5. The clos Barbizier has the EcoJardin label



A TOOL

> **The EcoJardin label for
green spaces**

CONTRACTING AUTHORITY

Town of Besançon
(green spaces department)

PARTNERS

Plante & Cité, project coordinator

COST

€ 675 (cost of audit for one site)

LENGTH OF PROJECT

label awarded for three years for
each site, renewable

THE ADVANTAGES

- recognition of the commitment of elected representatives for management that respects the environment ;
- promotion and recognition of the work of gardeners ;
- raising awareness of users.

THE DISADVANTAGE

- label awarded for three years.

Nature less domesticated and more vibrant

A natural defensive site protected by its green hills and nestled in a bend of the Doubs, Besançon is a city where historic and natural heritage are closely interwoven. Here, green spaces and forest cover 37 % of the area. These places are full of rare or protected species : birds, butterflies, grasshoppers and orchids... ***The capital of the Franche-Comté did not wait for the Grenelle de l'environnement to engage in sustainable management of its green spaces : for more than thirty years, it has been conducting pilot or experimental programmes side by side with nature conservation associations.*** In 1999 it implemented a “zero pesticide” and “biological protection” approach in the urban parks and gardens ; many natural areas have been identified and preserved in the PLU : prefectural biotope protection orders preserve the habitat of many species such as peregrine falcons nesting in the cliffs overlooking the city centre, the ZNIEFF ; finally peri-urban agriculture is encouraged in the context of preserving a water resource of quality and encouraging short distribution circuits. At the same time, the City is continually working to raise awareness among people to help them discover nature, understand the municipal approach and encourage them to adopt «best practices» in their gardens. Besançon came first in the contest «French Capital of Biodiversity» in the category of cities with more than 100,000 inhabitants in 2010, rewarding its policies and actions in the long term.

Biodiversity is essential to maintain the ability of the living world to respond to attacks and disruption that it may have to endure. This is why the town's green spaces department has

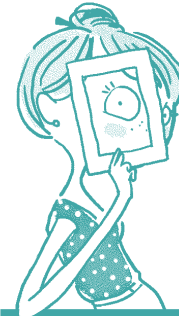


The Battant community garden at the foot of the ramparts

embarked on a vigorous policy of differentiated management in order to encourage it and limit the use of inputs (fertilisers, water...). ***It is a question of less «taming» nature, letting the bees and birds do their work on their own, to take better account of the cycles of plants and optimize human intervention by relying more on observation.***

Perched on the ramparts of the town, the Promenade des Glacis is a vast green space that slopes gently from the station to a terrace overlooking the city. The driveway is lined with neatly trimmed roses in chains surrounded by lawns and flowerbeds of rich colours. This landscaping helps to enhance the view towards the citadel designed by Vauban.

But a little further along, on the slopes and benches close to the ramparts, at the top, the flowers of the unmown grass make the space feel like meadows. ***Among the ecological management practices, scything is preferred here to mowing : it allows the plant species and the associated fauna to reproduce and diversify.*** Jean-François Marconnet, a town gardener, explains : “Before, we mowed the grass systematically every week. Today we mow some places, but other large natural areas are left in their natural state with scything once or twice a year.” Why ? To encourage the growth of wild flowers and to



PROFILE...

Promoting biodiversity in the city

A Refuge LPO operation, conducted by the League for the Protection of Birds (LPO), aims to identify rare (or common) species that nest in the city and to promote their habitat. For Samuel Maas, the representative of the association, “all it takes is keeping cavities for birds and bats to nest in, persuading people not to prune trees in the nesting or wintering periods, encouraging scything rather than close mowing and leaving shelters here and there, such as woodpiles, for the development of insects which provide food for the birds.”

protect the habitat of insects that the birds feed on. In short, to preserve and promote the ecological chain. Thus the term “weed” is banished from the vocabulary of today's gardeners. “We now speak of spontaneous flora”, says Jean-François Marconnet who shows how marjoram, thyme or giant hyssop are used as ground covers to reduce evaporation and attract bees and other insects.

In Besançon, this gardening technique is not limited to just a few flowerbeds. All green spaces are concerned. Six municipal hives have been installed in the city centre as part of the agreement “Bee, sentinel of the environment”. On Apidays days, harvested honey is distributed to inhabitants of Besançon to raise awareness of the richness of plant diversity in the centre and the surrounding hills. Here and there, home gardens produce flowers, vegetables and fruits in season for the delight of those who grow them.

In biodiversity, as in many other themes, the sustainable development consideration aims to change attitudes. ***Fewer reflexes but more thought ; fewer inputs but more nature ; principles that cut across the tradition of beautifully manicured formal gardens*** where the flowerbeds are trimmed with scissors, where boxwood performs arabesques and convolutions, where the plants are sculpted by the hand of man.



“Always design a thing by considering it in its next larger context
- a chair in a room, a room in a house, a house in an environment,
an environment in a city plan.”

ELIEL SAARINEN

.....

6. A COMMON VISION FOR GLOBAL REASSESSMENT

The reassessment of an existing quarter involves overall consideration of its identity, its morphology, its economy, its role in the city. As we have seen in the preceding pages, it also implies a penetrating analysis of the socio-economic balance between the centre and the outskirts, public spaces, travel and accessibility, flow management, built heritage and landscaping. It requires the involvement of the inhabitants, their participation in the definition of a common future and the development of the project. This transversal and local approach helps to strengthen the basis for a greener city environment and its inhabitants.



IN SHORT

POITIERS

91,901 inhabitants

GREATER POITIERS

136,016 inhabitants

SAFEGUARDED SECTOR

created in 1966,
PSMV approved in 1985,
revised in 2012TOWN OF ART AND
HISTORY

since 2004

AGENDA 21

community

POITIERS
AND ITS METROPOLITAN AREA

“My great satisfaction as an elected representative was to see the place du Maréchal Leclerc thronged with people”

**> Bernard Cornu, deputy mayor
in charge of urbanism, housing, urban
future studies and trade**

**How does the Coeur d'agglo project fit in
with the rest of the metropolitan area ?**

When we started the project, our goal was to revitalize the uses of the town centre, for the people of Greater Poitiers but also for tourists, to restore dignity to all the uses. It was necessary to encourage people to come into the town centre to do their shopping, to go to the restaurant, to meet in cultural venues. A high-quality bus service (dedicated lanes ensure regular flow with a frequent service) will reorganize the relationship between the centre and the rest of the city. Previously, all bus lines converged towards the centre. Today, three hubs have been set up at three points in the town centre, connecting neighbourhoods without all passing through the same point. This has freed up space for new uses.

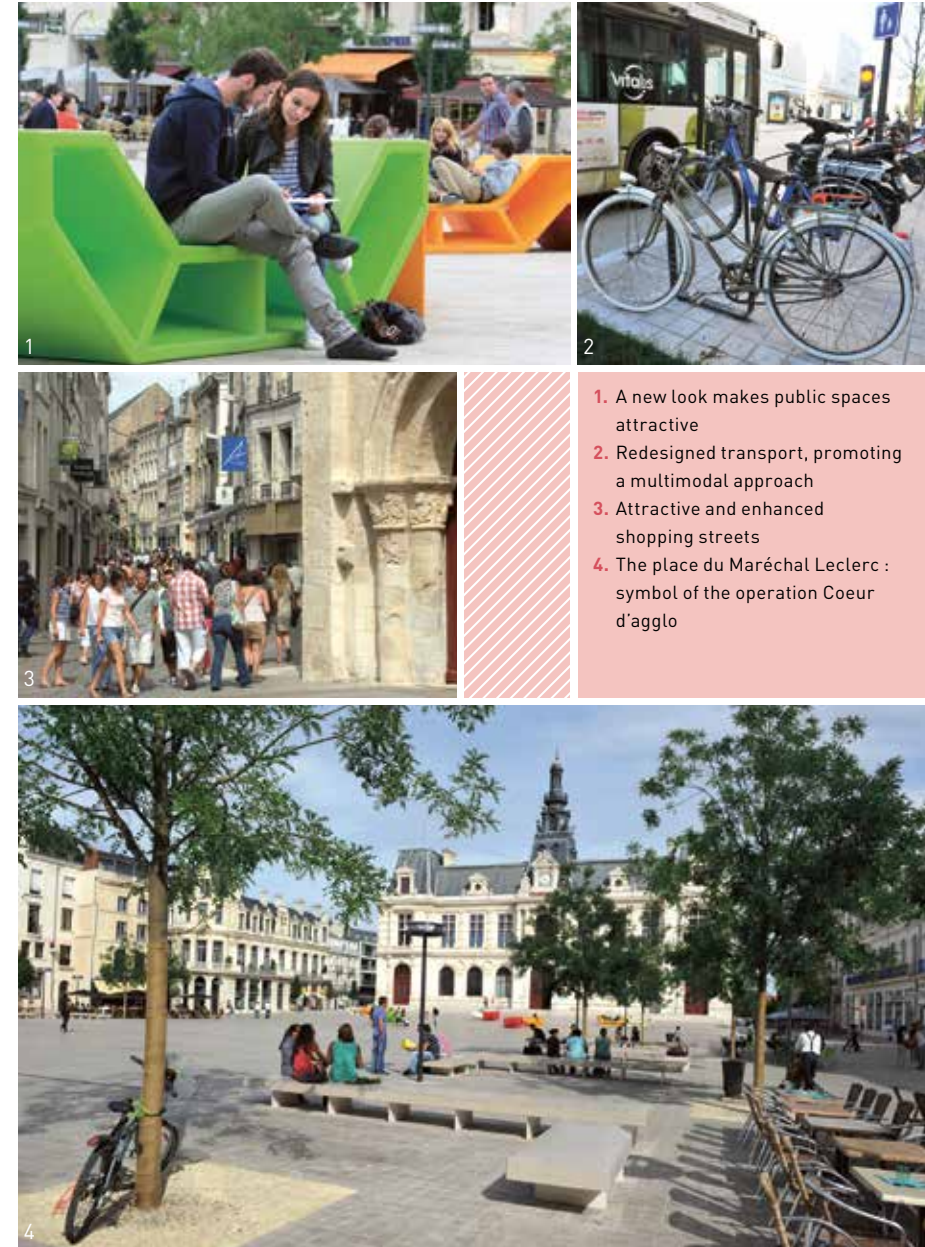
**What does the Coeur d'agglo project bring to
the rest of the metropolitan area ?**

One of the characteristics of Poitiers is its polycentrality. All districts have services and businesses, so we had to redefine and facilitate

the uses of the centre to give it a special appeal. That is why we asked Yves Lion, the architect responsible for the project to emphasize the uniqueness of the city. Rather than monumental things, we wanted to reveal the beauty of its heart and encourage the inhabitants to reclaim it for themselves. Pedestrianization has doubled the net area of the place Leclerc and enriched the uses of the town centre. The operation has given a spirit, a tone to the streets and spaces of the Coeur d'agglo.

**The regulations for the safeguarded sector
of Poitiers were approved in late 2012. What
will it change ?**

The Coeur d'agglo operation is in some ways the basis for the regulations of the safeguarded sector. It will enable the inhabitants to learn about the rich heritage of their city, to preserve and finally to make Poitiers live, by making future projects compatible with the heritage. Recently, the mayor has obliged owners to clean the facades of their buildings in certain streets. We find that they accept with good grace. Of course, we offer financial aid. But the Coeur d'agglo operation has set an example.



1. A new look makes public spaces attractive
2. Redesigned transport, promoting a multimodal approach
3. Attractive and enhanced shopping streets
4. The place du Maréchal Leclerc : symbol of the operation Coeur d'agglo



A TOOL

**> Coeur d'agglo :
comprehensive
restructuring of the
historic centre**

CONTRACTING AUTHORITY

Greater Poitiers

CONTRACTING AUTHORITY

Ateliers Yves Lion

COST

€ 25,000,000

LENGTH OF PROJECT

2010-2013

THE ADVANTAGES

- enhancing the attractiveness of the town centre ;
- 36,000 m² of pedestrian zones ;
- improved accessibility ;
- creation of a space for artistic expression.

THE DISADVANTAGE

- inconvenience for several months caused by the work in the town centre.

A vast agora is the symbol of Coeur d'agglo

Poitiers, a venerable university city since the fifteenth century, has lost none of its fervour : it remains the leading student town in France. The city is famous for “its” Futuroscope, which is however located outside the Greater Poitiers area, and whose 1.8 million annual visitors rarely set foot in the city centre, if at all. Poitiers also stands out with its high-tech companies and economic dynamism. But the historic centre, the safeguarded sector, the heart of Poitiers were unknown until now, including to the inhabitants of the urban area.

Unlike those cities that put all their efforts into their centre, sometimes at the expense of the outskirts, Poitiers has opted for several decades in favour of concentric public action from the outside towards the inside. The previous mayor, Jacques Santrot had devoted his 32-year tenure to substantive work in the urban area, so that the inhabitants in the outskirts live well and have shops, amenities and public spaces close to home. Before the end of his last term, he launched a consultation on the city centre, thus heralding the Coeur d'agglo project.

The team elected in 2008 sought to strengthen this outline project, so that it would not just redesign the public spaces, but introduce a new organization of the town. **Their aim was to adopt a comprehensive approach to enliven the centre and give meaning to the operation.**

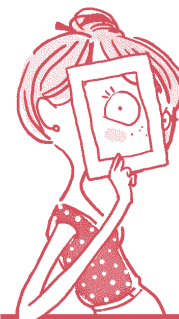
“It was also a question of meeting the expectations of the time” explains Yves Pétard, director of the Coeur d'agglo project at Poitiers town hall. But what are these expectations ? And how



The old centre of Poitiers seen from the Dunes: a landscape that is both changing and immutable

can a town like Poitiers respond ? The mayor and his team first considered the matter in-house, then with a consulting firm, finally interviewing inhabitants and users of the town. It was then that the answer became clear : it was necessary to work on the public spaces. For Yves Pétard, “it was important to show that there is no duality between the centre and the suburbs. The goal was not to separate but to attract. And for that, we had to make choices, including transportation ; so that pedestrians feel comfortable and so that vehicles could keep moving, it meant taking space away from the car.”

The Coeur d'agglo operation was completed in 2012. The centre has been transformed. Pedestrianization of roads, removal of 120 parking spaces, creation of 3 bus lines with a high level of service ... The most spectacular change is in the place du Maréchal Leclerc. Private vehicles have been excluded. There is now a public space in front of the 19th century town hall, whose facade has also been restored ; this agora reveals the beauty of the buildings, the proportions of the square and creates new ways to get around in the town.



PROFILE...

The project has won the backing of the inhabitants of Poitiers

A survey on the Coeur d'agglo project was conducted by students of Pascal Chauchefoin. In charge of the Master in “local economic development” at the Faculty of Economics, he asked them to interview inhabitants of Poitiers about the new layout. More than 500 people agreed to take part. It shows that among those who were not convinced of the benefits of the project before its implementation, 52 % are now satisfied with the result.

The square has become a place to meet, for rendezvous, to watch the world in the shade of trees, where the stone benches are an invitation to passers-by. This veritable beating heart, in the midst of the businesses, government offices and public facilities creates new opportunities and connects the quarters. The town hall is now at the heart of a green axis with the Puygarreau garden adding its weight at the rear of the building. Designed as a “steep slope of undergrowth”, this area offers the inhabitants of Poitiers a shady resting point. During the summer of 2012, shows and free concerts attracted large crowds. In the autumn, the students discuss their courses and relax. The heritage value of the place is illuminated by the resolutely contemporary features designed by Ateliers Lion and Ilex.

“The protection of heritage should be considered dynamic”, says Pascal Duballet, director of urbanism for the town and Greater Poitiers. To demonstrate this, he mentions two ultra-modern flagship facilities in the old centre : the TAP (Theatre auditorium of Poitiers), which offers rich and eclectic arts programming in a spacious building with pure lines, and the François Mitterrand multimedia library, built of glass, wood and concrete, subtly embedded amid the old buildings. Elegant contemporary architecture that asserts itself amidst the old stone buildings by its forms and uses. At a time when the inhabitants of Poitiers are contemplating the medieval metropolis revealed by archaeological excavations on the site of what will become a public garden, at a time when they are discovering their town that has just been extirpated from the stranglehold of black dust of king car in the city, they understand better why they come into the centre. Because it is more than ever the historic and organisational heart of the town.



IN SHORT

VIEUX-CONDÉ
10,529 inhabitants

METROPOLITAN AREA
40,179 inhabitants

**VALENCIENNES
MÉTROPOLE**
191 450 habitants

UNESCO
a coalfield added to the
World Heritage list in 2012

**REGIONAL NATURAL PARK
(PNR)**
commune of the PNR
Scarpe-Escaut

VIEUX-CONDÉ

“We must halt the exclusion of the mining housing estates”

> **Serge Van der Hoeven,**
mayor of Vieux-Condé
and county councillor

What is at stake in the rehabilitation of the cité Taffin ?

The rehabilitation of mining communities is a regional concern. The Nord-Pas-de-Calais area has a stock of 100,000 miners' houses that are often dilapidated and sometimes insalubrious. The energy rehabilitation of this housing for the third millennium will require considerable funds. But if we only rely on traditional funding, it may take time. The goal is to be part of the next State-Region project contract. The Region and the Mission bassin minier (coalfield mission) have selected five experimental pilot estates, including the cité Taffin, in order to consider these five cases and implement an experimental approach. This laboratory work aims at placing all the costs on the table to assess how much money will be needed to begin work on the entire housing pool. This reflection involves municipalities, towns, departments and lessors.

How does the rehabilitation of the cité Taffin meet the requirements of a sustainable development undertaking ?

When the Nord-Pas-de-Calais coalfield was added to the UNESCO World Heritage list, the cité Taffin was considered “outstanding” for its architectural qualities and morphology as a garden city. An in-depth study has highlighted the quality of this estate and shown how energy rehabilitation of these units, installing new technologies, the handling of urban and landscaping developments and boundaries between public and private spaces could ensure its sustainable place in the future.

How do you see the cité Taffin in ten years ?

I hope to see it restored within five years ! Studies have shown that these mining towns were often exclusion zones, with pockets of great poverty. We want to change this situation and bring social diversity to these areas. After rehabilitation of the housing, the elected representatives want part of it to be sold, notably as home-ownership housing.



1. The exceptional architectural and urban qualities of the cité Taffin prevailed when it was added to the UNESCO World Heritage list
2. The community garden in the estate creates links in the quarter on a day-to-day basis
3. The Jard canal and the wetlands ensure the presence of vegetation and give the quarter its character as a garden city
4. The cité Taffin : a place for dialogue between town and nature



A TOOL

> **An exceptional estate
restructured as a
sustainable estate**

CONTRACTING AUTHORITY

Vieux-Condé

PARTNERS

Mission bassin minier,
Nord-Pas-de-Calais region,
county council, PNR Scarpe-Escaut,
Valenciennes Métropole, CAUE,
Maisons et cités

COST

€ 2,858,000

LENGTH OF PROJECT

18 months (studies + work)

THE ADVANTAGES

- impetus given to the project through the inclusion of the mining area on the UNESCO World Heritage list and the cité Taffin as an exceptional estate ;
- improving the living environment and the housing in the estate.

THE DISADVANTAGE

- difficulties in managing the phasing between the development of public spaces and the housing rehabilitation.

The cité Taffin, the mining estate of the third millennium

In 2012, the mining region of Nord-Pas-de-Calais was included on the UNESCO World heritage list. An inclusion under “evolving cultural landscape” which recognizes the unique value of its landscapes and industrial heritage. Because this area has been marked economically, socially and physically, ecologically and culturally by the intensive exploitation of coal. Vieux-Condé lived by and for the mine for many years; it is organized around its pits, its “cavalier” - the railway line which served the workings - and its two mining estates.

One of them, the cité Taffin, located close to the town hall, shops, schools and amenities, was built between 1840 and 1923 by the Compagnie des mines d'Anzin. It consists of 133 units, set two by two in brick houses surrounded by gardens ; access is through winding alleys lined with privet hedges. Designed as a garden city, the cité Taffin is landlocked, and further isolated by the low number of clear connections between it and the town centre. The high level of vegetation in the estate, its proximity to the Canal du Jard and the wetlands, underline the presence of plants within the estate, although today their treatment and maintenance do not always show them in their best light.

Studies have shown that the cité Taffin could be a real lever for Vieux-Condé. Under the proposed restructuring of its town centre, the municipality is counting on the rehabilitation of the garden city for “it to be immaculate for the inhabitants of tomorrow”, in the words of the mayor, Serge Van der Hoeven. Because of its urban form, the layout of the streets, the quality

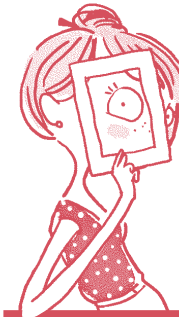


The cité Taffin lies in a remarkable setting of plants and trees : as shown by the silver lime at the entrance

of the houses and the richness of the architecture all contribute to ensure that the cité Taffin is restored in the respect of the past to project it into the future. Cleaning facades, thermal insulation, bioclimatic redevelopment : the specifications are ambitious but the town project is even more so. The mayor is seeking to carry out an exemplary renovation that enables current residents to live in better conditions and new families to move in.

For Gilles Briand, the representative of the Mission bassin minier who is assisting the municipality, “the cité Taffin is a pilot project to demonstrate that we can deliver these units in a market logic. To do this, we need to open the estate to the town, use diversity to attract the middle classes and change the collective image we have of mining housing estates.”

Since the closure of the collieries, the cité Taffin has been owned by Soginorpa which manages some 62,000 houses that it is struggling to maintain in Nord-Pas-de-Calais. The majority of the inhabitants of the cité Taffin are beneficiaries - former miners, often very old, or their widows - those retired miners who do not pay rent, but do not own their homes either. Over time, they have improved their homes, cobbling together a kitchen, an extra bedroom, a garage, transforming the garden,



PROFILE...

Establishing social links to enliven the quarter

Antoine Boquillon, a representative in urban management, knows everyone in Solitude, another mining area of Vieux-Condé which has just been rehabilitated by the lessor, Sia Habitat, with the support of an ANRU program of urban renewal. “My role is to establish links in the area to enable people to live better than before the work.”

Thanks to the “contact” aspect of his mission, consisting of workshops and convivial meetings, he has managed to create a relationship of trust with the inhabitants. He also works on the project of creating community gardens and collaborates with le Boulon “to encourage people out of their homes, surprise them, amuse them, stimulate them and encourage them to ask questions. We are in a changing world, these projects allow us to move forward in a more enjoyable way.”

or erecting gates or fences instead of hedges. Improvements made of odds and ends that now give everything a ragtag appearance. Other residents, who have moved in more recently, pay rent. But the houses are dilapidated and sometimes almost insalubrious. Without any consultation, Soginorpa had started a rehabilitation programme which was halted partway through. It is true that the inclusion of the mining area by UNESCO has given momentum and new ambition to renovation projects in the region. A consulting firm, commissioned by the town and the lessor, conducted a sociological survey, with 70 % funding from the region. The survey revealed that the average age of household reference individuals was high (62 years on average, much more for beneficiaries) ; 64 % were inactive and the income level of the occupants was generally modest (€ 16,175 annual income per household). These figures include significant disparities between beneficiaries and tenants. The study also reveals “that about thirty households could reasonably aspire to ownership, especially among the children of beneficiaries interested in buying in their childhood neighbourhood.”

Just a stone's throw from the cité Taffin, Vieux-Condé has acquired a resource in order to draw on its industrial past : le Boulon. The National Centre for Street Arts, this cultural centre is housed in a recently rehabilitated industrial wasteland, a factory which manufactured some of the bolts for the Eiffel Tower.

Le Boulon : a place where artists and inhabitants come together

How do the inhabitants see their town ? To answer this question, we can carry out a survey. *Le Boulon* has taken a different approach. The cultural centre has turned to an artist, Catherine Jourdan, who worked with the public to carry out a “wacky geographical project: inviting the inhabitants to create their own map of Vieux-Condé”. **The idea was “to explore the representations and build a group subjectivity leading to a collective representation. What is questioned is not only individual space but the space of all.** The challenge is the relationship to the public space as a space that is shared, lived and imagined by everyone.” Published in July 2012 after much time spent collecting information and two weeks with an artist in residence, interspersed with workshops and meetings, this subjective map involved more than 500 people. Schools, colleges, leisure centres, retailers, local associations, retirement homes, housing centre for the disabled, elected representatives, representatives responsible for local urban management, municipal facilities (library, games library, community centre, school restaurant...). **They were all associated with this great project to map the city depending on they each felt, their good or bad memories, the smells, sounds and colours.**

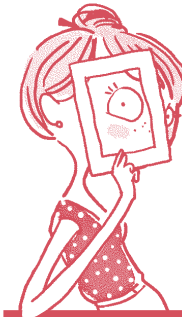
This subjective map is just one of a thousand other events and activities organised by *le Boulon*. Its director, Virginie Foucault, firmly supported by the current mayor, began this adventure in the 1990s, as part of an activist, community and voluntary project : “From the outset, we forged links with residents, artists and local actors ; our project is nurtured and



Le Boulon, the national centre for street arts :
a meeting place for artists and inhabitants

guided by the area, it aims at encouraging awareness of its richness and its potential.” Since then, much water has flowed under the bridge : the creation of the *Espace Boris Vian* in 1993, the creation of the *Les Turbulentes* festival of street arts in the Valenciennes area in 1999, the implementation of a street arts development project on a brown-field site in 2002... “Until 2007 we lived in premises that at the time were not rehabilitated nor heated, the audience brought their blankets”, she recalls. The beliefs that inspired the architects to reclaim the area have not faltered, quite the contrary. “We invite people to participate in collective adventures to produce new individual and collective dynamics in local, social, artistic and cultural development. Work on the street arts is particularly suited to our approach, it is conducted in the public space without any distinction, with the inhabitants who are often partners in the artistic adventure.”

From the outset, *le Boulon*, the national centre for street arts, has made social and urban questions two of the major issues of its cultural work ; alongside artists it develops projects related to the construction of social ties and the city in order to provide new answers to the problems encountered in the area. In this context, it pays particular attention to issues of



PROFILE...

Please... draw me your area

Led by Catherine Jourdan, an artist and clinical psychologist, and Pierre Cahurel, a graphic designer, the subjective map project began with a questionnaire : “What is your best memory in Vieux-Condé ?”, “What should be changed ?”. Then, the participants were asked to draw an outline of their environment on a blank page. Catherine Jourdan explains : “Everyone is on the same level, no one should monopolize the floor to impose their vision of the town. We are dealing with sensitive things. The people here have a sombre history that is difficult to talk about. I was surprised to find out how little the mine existed in the minds of the children.” The map was shown in a public presentation so that the inhabitants could claim it for themselves.

mediation, awareness and creation on the theme of the town environment (urban environment, urbanism, architecture, heritage...). **With the intention of encouraging the participation of residents and by favouring a cross-sector approach, these actions are constructed jointly with artists, the public, professionals, local actors, social actors, schools...** They set out lines of artistic work towards decompartmentalisation of practices and collective creation.

After twenty years, this field work has borne fruit. The former industrial wasteland has become an exceptional facility, thanks to the tenacity of the team, volunteers and all the inhabitants who have taken part directly or indirectly. Thanks also to the financial support of a number of public partners, convinced by the quality of work being done. The conversion of this former factory is a powerful symbol : “We have managed to preserve this industrial heritage at a time when the concept of industrial reconversion through culture remained a fairly marginal idea compared to the practices of creating a clean sheet. We have managed to give life and meaning to this unclaimed space”, says Virginie Foucault. “It was the coming together of a place and a project. *Le Boulon* is a nod to the bolt, as it is in two parts, a screw and a nut that fit together. We have created a meeting place where artists and inhabitants come together.”

CONCLUSION

The road is made by walking, the saying goes. The development time of the project cannot be reduced ; reflection and sharing determine its success. Clear objectives, collectively shared, supported by studies and quality diagnostics, will identify and describe the challenges in the short, medium and long term, to define the strategy and actions to implement, for an enterprise that will be spread over time and adapt to economic, social, environmental and cultural trends. Some actions will be immediately visible, others not, they will converge towards the same goal, as defined by local actors. It is essential to consider the town in the long term and beyond regulatory constraints, but also taking into account the potential and the financial and human capacity of the community throughout the project.

The road is long, but if it is well drawn it will lead the town to balance and vitality that will ensure harmonious and sustainable development, for and with its inhabitants, to be part of history in motion and to project into the future. Because no two towns are alike, each old quarter having its own peculiarities ; whatever the size and whatever the type of heritage in the quarter, its sociology, its flaws and qualities, it is possible to act now by choosing the approach that will best correspond to the identity of the quarter, past, present and future. **Some principles will guide the reflection : the sustainable town does not spread out, it re-uses the land released by the urban transformations ; it preserves and creates social and functional diversity ; thanks to its organization and management, it is able to offer the inhabitants an environment where noise pollution and insecurity of spaces are controlled ; it fights against pollution (water, air, soil...) to ensure a healthy and enjoyable living environment ; it does**

not require the systematic use of the car and promotes accessibility for all to everything (shops, services, activities, transport...).

Of course, this has a cost, which can be considerable. However, it is essential to consider not only the cost of an action at any particular moment but to consider the notion of «extended global cost» which includes the financial return on investment, but also in environmental and social terms. For example, the health consequences for inhabitants as a result of inappropriate architectural choices : sub-standard materials, poor choice of ventilation, no light, no thermal or sound insulation. These defects can be a source of discomfort or illness and discourage people from moving into the town centre. All too often, the solutions adopted through economy or ignorance lead to additional costs of repairs required during the operational phase. Not to mention the irreversible damage to the environment and landscape.

Let us underline once again the importance of governance. It is a question of sharing a mindset and goals, boosting common interests, prioritizing actions and setting priorities. Because everyone deserves to live in pleasant, healthy, lively and well-populated neighbourhoods. It takes patience and perseverance, being ready to accept compromises without abandoning one's objectives. The art and the difficulty consist in sharing these strategic objectives in order to meet them. And for that, every action taken must act as a lever on the following ones. This planning process consists in sowing seeds in a soil made more fertile by the collective nature of the process. So that society as a whole can take it on board.

ANNEXES

1. The methodological tools

To facilitate the consideration of sustainable development issues in the various development and urban renewal projects, many organizations have developed adaptable methodological tools :

The environmental approach to urbanism (AEU2) : in the early 2000s, ADEME developed the AEU process (environmental approach to urban planning) based on feedback from the field and people working in urbanism. In order to take into account the national commitments to sustainable development and the many regulatory, technical and technological developments in recent years, a second generation was conceived, AEU2.

AEU2 is not just one more study. It provides stakeholders (local authorities, contracting authorities and urbanism professionals) with decision-making tools and makes it possible to carry out a sustainable urban development project dealing comprehensively with sectoral themes, both in terms of development and planning : climate, energy, mobility, contaminated soil, water, waste, noise, ecosystems, urban renewal...

The AEU2 methodology addresses three levels, from the large territorial area to the quarter (SCOT, PLU and Development operation), takes place in four stages (vision, ambition, transcription, implementation), and with two crucial principles (participation and assessment).

The AEU2 is a body of decision-making and action support tools. It consists of a methodological guide to step-by-step support for project management in its decisions (*Successful planning and sustainable development*, Éditions Le Moniteur), technical specifications (mobility, climate and energy, urban

environments, economic activities...) to facilitate the implementation of development choices, feedback sheets, training for those working in urbanism (elected representatives, technicians, consultants, architects, planning agencies, CAUE DDT(M)) and a resource centre (www.urbanismedurable-ademe.fr).

The HQE2R approach (High quality environmental and economic rehabilitation of buildings and neighbourhood renewal) : a system thinking approach that provides recommendations tools, methods and guides to integrate the principles of sustainable development at each stage (decision, analysis, design and implementation) of a development or urban renewal project.

The RSToz sustainable development evaluation grid, the result of collaborative work led by CETE and CERTU : a tool to identify the strengths and weaknesses of a project in terms of the dimensions of sustainable development.

These methods should be used with caution and understanding. If the AUE provides an accurate diagnosis of the environmental aspect, it must be supplemented by a heritage-oriented and social analysis and must be adapted to the situation of the quarter. Each project is an opportunity to consider the most appropriate methodology.

2. The economic approach and the evaluation of the project

The extended global cost approach : special attention should be paid to the financial aspect of a sustainable project. Indeed, a construction has a particularly long life. It means to be aware, on the one hand, that a building at the end of life will have cost more in its phase of use than its original cost and secondly, that the environmental impact of its use and its deconstruction will have been more significant than that of its construction. Thus, taking into account all aspects of the use of a work from its conception, it is possible to significantly reduce its costs. This is called the extended global cost approach, which incorporates, in addition to the overall financial costs which are therefore quantifiable, the environmental and social dimensions (externalities of the project). For example, housing rehabilitated with eco-materials generates less health spending by residents ; changes in housing, reversibility of work and material recyclability will have less impact on the environment.

> *Guide to the consideration of the overall cost in project management and construction procurement*, Ministry of the Economy, May 2010.

> *Public works & cost global*, inter-ministerial mission for Quality in public construction, 2006.

Evaluation : a major element of any development project, the evaluation can give coherence to the implementation process, to monitor its progress and assess its effectiveness. A tool for decision-making that enables projects and public policy to adapted and redirected, evaluation appears as an essential management tool. Thus, this essential phase plays a part in securing the project in a dynamic of continuous improvement with regard to the aims of sustainable development.

The evaluation is based on quantitative and qualitative analysis carried out on the basis of very precise predefined monitoring indicators that will provide a very concrete assessment of the initial objectives.

The indicators for a sustainable old quarter may depend, in particular, on the following issues : protection and promotion of heritage, resident participation and appropriation, climate change adaptation, preservation of natural resources and energy, travel, the fight against poverty and exclusion, accessibility of services and facilities, quality of housing and public spaces, local development and social economy, safety, health, risk and pollution reduction, social and functional diversity of the quarter, culture and training...

Finally, it is strongly recommended to evaluate the project at different points in time and that it can continue in the long term by involving the inhabitants. In its report entitled *Sustainable Development: the revolution of new indicators*, the Association of Regions of France evokes three synthetic indicators of development, of which some sub-indicators can be used to evaluate a project in an old neighbourhood : the Human Development Index (HDI) the Index of Social Health (ISH) and the ecological footprint.

3. The tools and main financial aid

European funds

- **The JESSICA programme (Joint European Support for Sustainable Investment in City Areas)** : a financial tool with a very wide field of action for the sustainable development and revitalization of cities (rehabilitation of deprived urban areas, addressing energy efficiency in existing buildings and sustainable urban infrastructure...).
- **The LIFE+ programme** : a tool to co-finance projects for the environment and sustainable development.

European aid managed by the State (and by the regions from January 2014)

- **The ERDF (European Regional Development Fund)** : a tool that can be used in the context of the three objectives of regional policy (convergence, regional competitiveness and employment, and European territorial cooperation), the ERDF tries to address the economic, environmental and social problems in towns.

With regard to EU funds, it should be noted that for the period 2014-2020, sustainable urban development and energy efficiency will be a priority. Indeed, the European Commission, in accordance with its Europe 2020 strategy which seeks to promote inclusive and sustainable growth, wants to focus on the development of a low-carbon economy in all sectors.

State, regional, departmental and EPCI aid

- **The FNADT (national planning and regional development fund)** : a financial tool designed to support actions in sustainable regional development, both in investment and in operation.
- **The CPER (State - Region Project Contracts)** : contracts that coordinate development projects (in the field of ecology and sustainable development in particular) in the regions, offering a variable financial participation.
- **The call for projects on local initiatives for energy renovation launched by the Ministries of the Environment and Housing** : a call for projects to highlight approaches aimed at promoting energy renovation of housing.

Each administrative level, depending on its remit and the policies it wishes to encourage, can provide additional financial support.

Aid provided by the partners of the State

- **Grants from the National Agency for Urban Renewal (ANRU)** : PNRU and PNRQAD.
- **Grants from the National Housing Agency (Anah)** : aid for engineering, aid for improving substandard housing...
- **Aid from ADEME (Agency for Environment and Energy Management)** : ADEME supports regional sustainable development projects through calls for regional projects and occasionally for projects from regional authorities.

4. Some European references

Within the European Union, the rehabilitation of historic centres and the implementation of good practices in urban renewal and sustainable development issues have emerged in recent years. Here are some examples :

Denmark, Copenhagen – Vesterbro district

The rehabilitation of Vesterbro, started in 1990, now appears as a reference in the implementation of a plan for ecological urban renewal in an old quarter. It has helped to secure the active and sustained participation of the inhabitants.

Germany, Freiburg – Vauban district

Although some buildings were rehabilitated on the site of old French army barracks, it is essentially a new neighbourhood whose strong point is undoubtedly the establishment of an original process of citizen participation from the start of planning for the area.

Norway, Oslo – Piletredeet Park district

An example of a comprehensive approach to rehabilitation in old buildings in the heart of the town, including the recycling of materials recovered during demolition.

Germany, Leipzig – Plagwitz industrial quarter

The overall urban renewal is based on the history and identity of the place. The preservation of the urban structure and enhancement of the architectural quality, the development of services and keeping a mix between housing, economic and recreation activities are the project objectives.

Italy, Ferrara – communal land

The revision of the urbanism plan has helped to establish a new approach to planning that reduces urban sprawl and gives priority to the existing town and alternative forms of travel to the automobile.

LIST OF ACRONYMS

ABF : architecte des bâtiments de France (architectural review board)
ADEME : Agence de l'environnement et de la maîtrise de l'énergie (Agency for Environment and Energy Management)
AEU : approche environnementale de l'urbanisme (environmental approach to urbanism)
AFUL : association foncière urbaine libre (owner's association)
ANAH : Agence nationale de l'habitat (National Housing Agency)
ANVPAH & VSSP : The National Association of Towns and Regions of Art and History and Towns
ANRU : Agence nationale pour la rénovation urbaine (National Agency for Urban Renewal)
BATAN : BATiment ANcien (Old Building)
BBC : bâtiment basse consommation (low energy consumption building)
BMO : Brest métropole océane
CAPEB : Confédération de l'artisanat et des petites entreprises du bâtiment (Confederation of artisans and small construction companies)
CAUE : Conseil d'architecture, d'urbanisme et de l'environnement (consulting organisation in architecture, urbanism and the environment)
CCI : Chamber of Commerce and Industry
CERTU : centre d'études sur les réseaux, les transports, l'urbanisme et les constructions publiques (centre for studies on road networks, transport, urbanism and public construction)
CETE : Centre d'étude technique de l'équipement (centre for technical studies)
CNAM : Caisse nationale d'assurance maladie (National Health Insurance Fund)
CPER : contrat de projet État-Région (State-Region project contract)
DDT(M) : direction départementale des territoires (et de la mer) (state agency in charge of implementing sustainable development policies)
DRAC : direction régionale des affaires culturelles (regional agency for cultural affairs)
EPCI : établissement public de coopération intercommunale (public agency for intercommunal cooperation)
FEDER : fonds européen de développement régional (ERDF European Regional Development Fund)
FNADT : fonds national d'aménagement et de développement du territoire (national planning and regional development fund)
GPS : Global Positioning System
HQE : haute qualité environnementale (high environmental quality)
IDH : indice de développement humain (human development index)
INSA : institut national des sciences appliqués (national institute for applied sciences)
ISS : indice de santé sociale (social health index)

LINKS : Low tech INherited from the old European cities as a Key of performance and Sustainability
LPO : ligue de protection des oiseaux (league for the protection of birds)
OPAH : opération programmée d'amélioration de l'habitat (programmed housing improvement operation)
OPAH-RU : opération programmée d'amélioration de l'habitat - renouvellement urbain (programmed housing improvement operation - urban renewal)
PDU : plan de déplacements urbains (urban mobility plan)
PLAI : prêt locatif aidé d'intégration (support loan for social housing landlords)
PLH : programme local de l'habitat (local housing programme)
PLI : prêt locatif intermédiaire (intermediate rental loan)
PLS : prêt locatif social (social rental loan)
PLU : plan local d'urbanisme (local urbanism plan)
PLUS : prêt locatif à usage social (social rental loan to promote social diversity)
PMCA : Perpignan Méditerranée communauté d'agglomération (Perpignan Méditerranée urban community)
PMR : personnes à mobilités réduites (persons with reduced mobility)
PNR : parc naturel régional (regional natural park)
PNRQAD : programme national de requalification des quartiers anciens dégradés (national programme for the reassessment of degraded old quarters)
PNRU : plan national de rénovation urbaine (national plan for urban renovation)
POS : plan d'occupation des sols (land use map)
PSMV : plan de sauvegarde et de mise en valeur (safeguard and promotion plan)
PUCA : plan urbanisme construction architecture (urbanism, construction and architecture plan)
SCI : société civile immobilière (property investment company)
SCOT : schéma de cohérence territorial (territorial coherence programme)
SEM : société d'économie mixte (semi-public company)
UNESCO : organisation des Nations-Unies pour l'éducation, la science et la culture (United Nations Educational, Scientific and Cultural Organization)
ZAC : zone d'aménagement concerté (joint development zone)
ZNIEFF : zone naturelle d'intérêt écologique faunistique et floristique (natural area of ecological, fauna and floral interest)
ZPPAUP : zone de protection du patrimoine architectural, urbain et paysager (protection zones for urban and environmental architectural heritage)

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