

REVITALIZATION THROUGH URBAN DESIGN

INNOVATIVE STRATEGIES

METROPOLIS PILOT PROJECT

metropolis ●

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REVITALIZATION THROUGH URBAN DESIGN INNOVATIVE STRATEGIES METROPOLIS PILOT PROJECT

METROPOLIS

The Metropolis organization brings together 138 urban governments from around the world. With 35 years of history, the association is today the place where world expertise in metropolitan governance converges. Metropolis helps to find common answers to the challenges of metropolitanization, to make the voices of metropolises heard on the world stage and to develop capacities to deliver public services and policies.

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Lyon Metropolitan Area
Urban Planning Agency



The goal of this initiative, led by urban.brussels of the Brussels-Capital Region in collaboration with the Metropolis of Lyon, the City of Montréal and the Paris Region Institute, was to exchange experiences on strategies for managing major urban projects in the four cities. These exchanges took place between June 2018 and April 2019 and brought together practitioners, academics and consultancies. They made it possible to identify specific approaches in each context as well as the resources mobilized or developed à la carte during the projects studied. The content of the local programmes of each of the projects was also analyzed in order to identify responses to metropolitan and even regional issues.

Bringing together the Brussels-Capital Region, the City of Montréal and the Metropolis of Greater Lyon, it also includes scientific contributions from the Catholic University of Louvain (Metrolab/LOCI-UCL), the Free University of Brussels (Metrolab/ULB), the University of Québec in Montréal (UQAM), the Urban Planning Agency of the Lyon metropolitan area and the Paris Region Institute of the Île-de-France region.

“The main objective of the project was to exchange experiences on strategies and processes for the revitalization of cities undergoing reconstruction through concrete examples of large urban projects, via the analysis of five themes: urban character, urban design, participation processes, operational organization of the project in terms of financing and regulation, and governance.”

Finally, the study of seven projects made it possible to compare urban planning tools, consultation and public participation processes, as well as financial arrangements and governance methods involving various levels of public authorities, the private sector and the community.

The seven projects selected by the participating cities for exchange were:

**BRUSSELS-CAPITAL
REGION**

The canal area as a region-wide urban project and the Tivoli GreenCity district as one of the component projects.

**GREATER
LYON**

The Chemical Valley, whose project falls under the authority of the Metropolis of Lyon, is part of the Greater Lyon territory, and Gerland, which is under the dual control of the Metropolis and the City of Lyon, is part of the territory of the City of Lyon.

**CITY OF
MONTRÉAL**

Griffintown and MIL Montréal, the latter formerly known as the “Outremont and its surroundings” project, two urban projects identified in the city’s Urban Development Plan and the Montréal Urban Agglomeration’s Land Use and Development Master Plan.

**PARIS REGION
INSTITUTE**

The Docks project in the municipality of Saint-Ouen as the first urban project to be carried out by the Paris Metropolis.

ROAMING WORKSHOPS AND THEMES DISCUSSED

The discussions benefited from the support of a scientific team and were structured on the basis of a collaborative approach between civil servants, project leaders and planning practitioners. Roaming workshops were included in the methodology in order to visit the projects in situ and discuss the five themes selected: urbanity, design, participation, project organization and governance.

Four inter-city workshops were held between June 2018 and April 2019:

WORKSHOP 1

Brussels, Belgium,
June 5-6, 2018

WORKSHOP 2

Lyon, France,
June 7-8, 2018

WORKSHOP 3

Montréal, Canada,
September 24-26, 2018

WORKSHOP 4

Paris, France,
April 1-3, 2019

The workshops enabled the participants to frame urban project practices in the cities visited, to visit the project sites, to meet local actors and to exchange views based on an analysis grid prepared by the scientific team.

RESULTS OBTAINED

The exchanges held during the process gave rise to three types of results:

I.

The first result consists of seven monographs on the projects studied, each presenting the urban context, scaling, a description of the project under the five themes analyzed, and identification of the strengths and weaknesses of the approach adopted for project implementation. These seven monographs are also accompanied by four documents explaining the decision-making structure for urban planning in the territories visited.

II.


The second result consists of a transversal analysis of the projects under the same five themes, which makes it possible to highlight common challenges as well as the strategies adopted by each city to take into account the complexity of urban development issues and to implement mixed, inclusive and sustainable programmes.

III.

The third result consists of a catalogue of twenty-nine innovative practices in urban planning, which allows us to observe specificities in the ways of doing urban planning for each of the cities, but also certain trends linked to paradigm changes in the field of urban planning.

NAVIGATING THE REPORT

This report is structured in three parts: monographs, thematic analyses and innovative practices.

Hyperlinks have been provided to allow the reader to better navigate between the three parts. The monographs and innovative practices are grouped by city and identified by colour. Some innovative practices are accompanied by supplementary multimedia in the form of video vignettes composed of relevant extracts elaborated by different experts. The vignettes can be accessed in two ways, either by scanning the QR code or by following the video link when viewing the document in its digital form. Some images are marked with the symbol “” allowing a reader to enlarge them.

ROLES OF THE SCIENTIFIC TEAM AND THE PARTNERS

The exchange process between the four cities benefited from scientific support led by the Catholic University of Louvain (UCL) and the University of Québec at Montréal (UQAM).

The team was coordinated by Bernard Declève (Metrolab/UCL-LOCI), as was the production of the video recordings, while the transcriptions of the workshops, the coding of the speeches and the coordination of this report were entrusted to the UQAM team headed by Priscilla Ananian. The Lyon Metropolitan Area Urban Planning Agency, the Paris Region Institute and the Free University of Brussels (Metrolab/ULB) were also part of the scientific team and contributed to the elaboration of the various deliverables.

The role of the partners was to mobilize local operators, produce the discussion material on the projects and organize the in-situ workshops. This approach, involving cities and universities, has made it possible to systematize the analysis of projects to achieve the pilot project’s objectives.

One of the main challenges of the exchange was to understand the governance structure of the urban project in each of the contexts studied and to identify the range of institutions, tools and devices specific to each urban planning system. A glossary has been prepared for the benefit of the reader.

BELGIUM – BRUSSELS-CAPITAL REGION

BBP

The Brussels Planning Office (Bureau Bruxellois de la Planification or BBP), commonly known as perspective.brussels plays the role of regional centre of expertise and initiator of the development strategy of the Brussels-Capital Region. It is responsible for statistics, socio-economic knowledge and strategic and regulatory planning in the region.

BKP

Beeldkwaliteitsplan – Landscape and Urban Design Quality Plan. The BKP has two objectives: to increase the cohesion of the canal area and to strengthen the territorial and social relationships between the different districts.

BMA

Bouwmeester Master Architect. The Bouwmeester and his team are responsible for ensuring the quality of space, in terms of architecture, but also in terms of urban planning and public space in the Brussels-Capital Region. It is a question of pushing forward Brussels' ambitions in terms of urban development. The Bouwmeester occupies an independent position.

CLT

Community Land Trust. The CLT acquires land to manage for the benefit of the community, since it is itself managed by the community. It undertakes to never divest itself of the land. The buildings constructed on these plots belong to the individuals, associations or cooperatives that occupy them, while the land remains collective. This procedure makes it possible to build housing at a lower cost.

CQD

The Sustainable Neighbourhood Contract (Contrat de Quartier Durable or CQD) which appeared in the 1990s, is an action plan limited in time and space, concluded between the Region, the municipality and the inhabitants of a Brussels neighbourhood. It sets out a program to be carried out with a defined budget.

CRU

An Urban Renewal Contract (Contrat de Rénovation Urbaine or CRU) is a programme that concentrates resources, energies and projects for a defined neighbourhood, both in housing and public space and in facilities.

FEDER

The European Regional Development Fund (Fonds Européen de Développement Régional or FEDER) aims to strengthen economic and social cohesion within the European Union by correcting regional imbalances.

PAD

The Master Development Plan (Plan d'Aménagement Directeur or PAD) is the planning tool of regional competence which allows the strategic and regulatory aspects of an urban strategy to be defined in a single movement.

PCD

The Communal Development Plan (Plan communal de développement or PCD) is the document that defines the development strategy of a commune (municipality) on the basis of the guidelines defined by the PRDD. It indicates the specific objectives of the municipalities and the development priorities as well as the means to be used in this context.

PIR

The PIR delimits a Zone of Regional Interest (see ZIR in this glossary).

PPAS

Particular Land Use Plans (Plans Particuliers d'Affectation du Sol or PPAS). These local planning tools determine precisely how the area in question should be organized. It determines the allowable allocations by zone and complements the PRAS. These plans are drawn up by the municipality or the region.

PRAS

Regional Land Use Plan (Plan Régional d'Affectation du Sol or PRAS). The PRAS defines the spatial planning (zoning) across the entire Brussels-Capital Region. All permit applications must respect the zoning prescribed therein.

PRDD

The Regional Sustainable Development Plan (Plan Régional de Développement Durable or PRDD) sets out the region's development objectives and priorities, based on economic, social, environmental and mobility needs.

RRU and RCU

The Regional Urban Planning Regulations (Règlements Régionaux d'Urbanisme or RRU) and the Municipal Urban Planning Regulations (Règlements Communaux d'Urbanisme or RCU) contain provisions relating to the urban planning characteristics of buildings and their surroundings. They also prescribe rules for the development of public spaces. The RRU is hierarchically superior to the RCU so it repeals RCU provisions that are not in conformity with it.

SAU

The Société d'Aménagement Urbain (SAU, the urban development corporation) is the public operator responsible for the operational implementation of development plans in the strategic areas determined by the Government of the Brussels-Capital Region. The SAU plays the role of a developer in order to ensure the concrete development of these areas, in a logic of co-construction of projects with the relevant private and public partners.

ZEMU

Zone d'Entreprises en Milieu Urbain: a business area in the urban environment. The creation of this new zoning category is intended to allow a functional mix in monofunctional areas. This zoning allows economic activity and residential functions to coexist.

ZIR

Zone of Regional Interest (Zone d'Intérêt Régional or ZIR). A zone defined with the aim of enabling the reurbanization of major urban eyesores, the development of new urban areas and the rehabilitation of buildings having heritage protection.

ZRU

The Urban Revitalization Zone (Zone de Revitalisation Urbaine or ZRU) was defined by the Brussels-Capital Region to revitalize neighbourhoods in difficulty. It delimits the perimeter of a priority intervention zone for public investments.

EPCI

The Public Establishments for Intermunicipal Cooperation (Établissements Publics de Coopération Intercommunale or EPCI) are groups of municipalities whose purpose is to draw up common development projects within a collaboration perimeter.

PLU and PLU-H

The Local Urban Plan (Plan Local d'Urbanisme or PLU) and the Local Urban and Housing Plan (Plan Local d'Urbanisme et de l'Habitat or PLU-H) are local planning documents.

PPRI

Flood Risk Prevention Plan (Plan de Prévention des Risques d'Inondation or PPRI): A regulatory document defining the rules of constructibility in various sectors likely to be flooded.

PPRT

The Technological Risk Prevention Plans (Plan de Prévention des Risques Technologiques or PPRT) are plans that organize the cohabitation of risky industrial sites and the surrounding areas. Their purpose is to protect human lives in the event of an accident by implementing preventive measures in inhabited areas and on industrial sites. The parties concerned, industrialists and employees, the public and local residents, elected officials and government departments, work out these measures by means of a consultative process.

PUP

Urban Partnership Project (Projet Urbain Partenarial or PUP). The PUP is a contract negotiated between the local authority responsible for urban planning and an operator (developer) to finance the public facilities necessary for the development operation.

QIE

Innovative Ecological Neighbourhoods (Quartiers Innovant et Écologique or QIE). This scheme supports the ambitious regional development projects of local authorities in the Paris region.

SCoT

The Territorial Coherence Schema (Schéma de Cohérence Territoriale or SCoT) is an urban planning document that determines, on the scale of several municipalities, a project aimed at aligning all the sectoral policies, in particular in housing, mobility, commercial development, environment and landscape.

SNCF

The Société Nationale des Chemins de fer Français or SNCF is the French public railway company.

SPL and SPLA

The Local Public Corporation (Société Publique Locale or SPL) and Local Public Development Corporation (Société Publique Locale d'Aménagement or SPLA) are legal structures available to French local authorities for the management of their public services.

ZAC

A Concerted Development Zone (Zone d'Aménagement Concerté or ZAC) is an urban development operation resulting from public initiatives. Once its territory is defined, a series of studies are conducted to establish a diagnosis of the situation, which leads to the adoption of a specific intervention plan.

OAP Zone

The Development and Programming Guidelines Perimeter (Périmètre d'Orientations d'Aménagement et de Programmation or OAP perimeter) delimits an OAP zone within which there are defined development and programming guidelines.

CANADA — QUÉBEC, MONTRÉAL

CMM

The Montréal Metropolitan Community (Communauté Métropolitaine de Montréal or CMM), often referred to as Greater Montréal in English, is a planning, coordinating and financing body that covers 82 municipalities.

LAU

The Act Respecting Land Use Planning and Development (Loi sur l'Aménagement et l'Urbanisme or LAU) defines the planning and regulatory instruments used in the province of Québec.

LEED-AQ

Leadership in Energy and Environmental Design – Neighbourhood Development standard (Aménagement du Quartier or LEED-AQ). LEED certifications are granted to real estate projects that respect a pre-established grid of criteria aimed at promoting sustainable construction. Its "Neighbourhood Development" section certifies a whole neighbourhood.

PDUES

The Urban, Economic and Social Development Plan (Plan de Développement Urbain, Économique et Social or PDUES) is one of the tools that can be used by the City of Montréal to develop a strategic plan for a given sector. It sets out the city's intentions for the area in question and proposes guidelines and actions for urban planning and economic, social and cultural development.

PIIA

Site Planning and Architectural Integration Plan (Plan d'Implantation et d'Intégration Architecturale or PIIA). It allows the evaluation of projects according to qualitative criteria in addition to the normative criteria defined in the zoning or subdivision by-law. This approach aims, among other things, at harmonious integration with the existing built or natural environment.

PMAD

The Metropolitan Land Use and Development Plan (Plan Métropolitain d'Aménagement et de Développement or PMAD) is the plan adopted by the CMM to establish the major guidelines and objectives of the metropolitan region.

PPCMOI

Often referred to when implementing an urban project, the regulation on Specific Construction, Alteration or Occupancy Proposals (Projets Particuliers de Construction, de Modification ou d'Occupation d'un Immeuble or PPCMOI) aims to enable the realization of a project under specific conditions, despite the fact that it derogates from one or another of the municipality's planning by-laws.

PPU

The Special Planning Program (Programme Particulier d'Urbanisme or PPU) is a component of the urban plan that allows for more detailed planning of certain sectors (for example, a new residential sector or an urban project).

PU

The Planning Program (Plan d'Urbanisme or PU) is the planning document that establishes, at the local municipal level, the overall vision and guidelines for development.

SAD

The Land Use and Development Plan (Schéma d'Aménagement et de Développement or SAD) is the planning document that establishes the guidelines for the physical organization of a regional county municipality (formerly a "county") grouping together several local municipalities. However, this regional territory is smaller than the metropolitan scale (see also PMAD above).

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OF URBAN PROJECTS

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PART I. MONOGRAPHS OF URBAN PROJECTS

PART I.
MONOGRAPHS OF URBAN PROJECTS

BRUSSELS-CAPITAL REGION

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[B]	TIVOLI GREENCITY	34

GREATER LYON

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ÎLE-DE-FRANCE

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BRUSSELS- CAPITAL REGION

CONTEXT

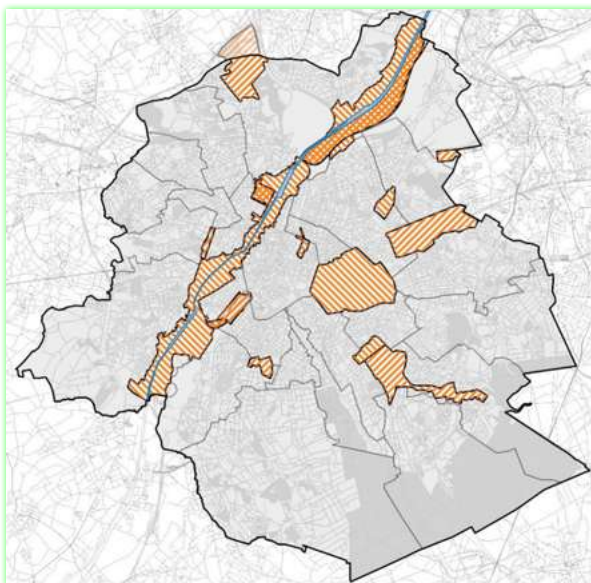
- BRUSSELS-CAPITAL REGION
- URBAN.BRUSSELS

REGULATORY PLANS AND POLICIES

The Brussels Planning Code, commonly known as CoBAT, governs urban planning in the Brussels-Capital Region. It defines the tools that set the specific rules for projects. The most frequently used tools are land use plans, urban planning regulations and subdivision permits. The land use plans divide the territory into different zones and determine what can be done there.

The Regional Land Use Plan (PRAS) covers the entire territory of the Region. The PRAS is the master plan for spatial planning in the Brussels-Capital Region. In particular, it defines “Zones of Regional Interest” or ZIR with the aim of allowing the reurbanization of major urban wastelands, the development of new urban areas and the rehabilitation of buildings having heritage protection. It is supplemented, in some places, by Specific Land Use Plans (PPAS), drawn up by the municipalities.

The urban planning regulations determine the rules applicable to buildings and their surroundings (size, height, etc.). The Regional Planning Regulation (RRU), like the PRAS, cover the whole of the region’s territory. The Municipal Planning Regulations (RCU) complement the requirements of the RRU at the local level.



ZONES OF REGIONAL INTEREST (ZIR) DEFINED BY THE PRAS



REGIONAL PLANNING REGULATION (RRU)

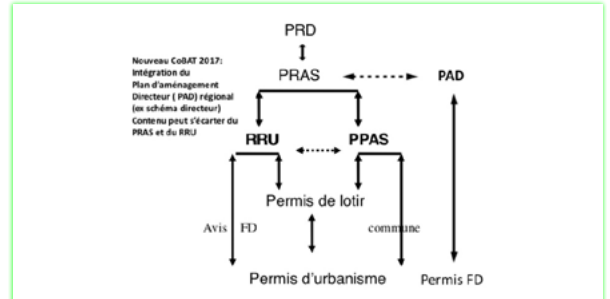
STRATEGIC PLANS

They establish and present the strategy to be developed based on the objectives to be achieved. Their guiding principles become the basic principles of spatial planning. They do not have the force of law, and their respect and implementation are the responsibility of the political authorities, who are responsible for their development.

The Regional Sustainable Development Plan (PRDD) covers the entire regional territory. The Brussels Government defines therein its regional vision for 2040. The Municipal Development Plans (PCD) cover the entire municipal territory. The Canal Plan sets out the principles for development of the Canal Zone.

STRATEGIC AND REGULATORY PLANS

The new reform of the CoBAT specifies that master plans are integrated into the regulations and are called Master Development Plans (MDP). In particular, they will help ensure the implementation of projects in the ten strategic priority areas identified by the Government, such as the Canal Zone.



URBAN RENEWAL

The objective of urban renewal is to restructure an urban area, in whole or in part in order to develop or promote its urban, economic, social and environmental functions, where appropriate by enhancing its architectural and cultural features, and in a context of sustainable development. It can also be a tool for urban renewal that aims to fight against the feeling of insecurity through land use planning and the development of neighbourhoods.

The Sustainable Neighbourhood Contract (CQD), which appeared in the 1990s, is an action plan limited in time and space, concluded between the Region, the municipality and the inhabitants of a Brussels neighbourhood. It sets out a program to be carried out with a defined budget.

In the continuum of the Neighbourhood Contract policy, the Region has recently developed a new tool, the Urban Renovation Contract (CRU), a time-limited action plan that extends over the territory of several municipalities, carried out by several regional and municipal operators under the leadership of the Region.



URBAN RENEWAL ZONE (ZRU)



URBAN RENOVATION CONTRACT (CRU)



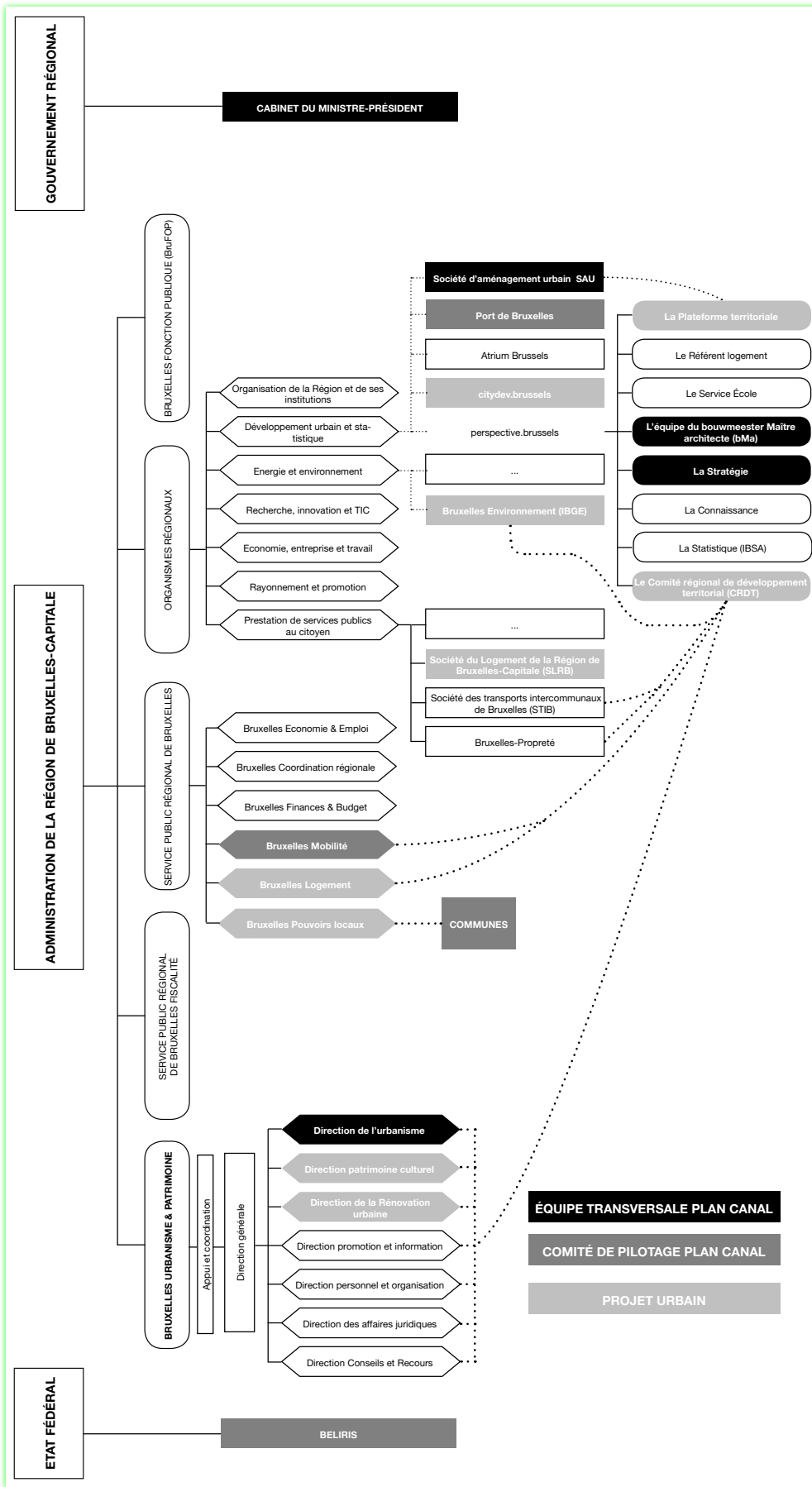
SUSTAINABLE NEIGHBOURHOOD CONTRACT (CQD)

NEW IN THE DEMOGRAPHIC PRAS: ZEMU

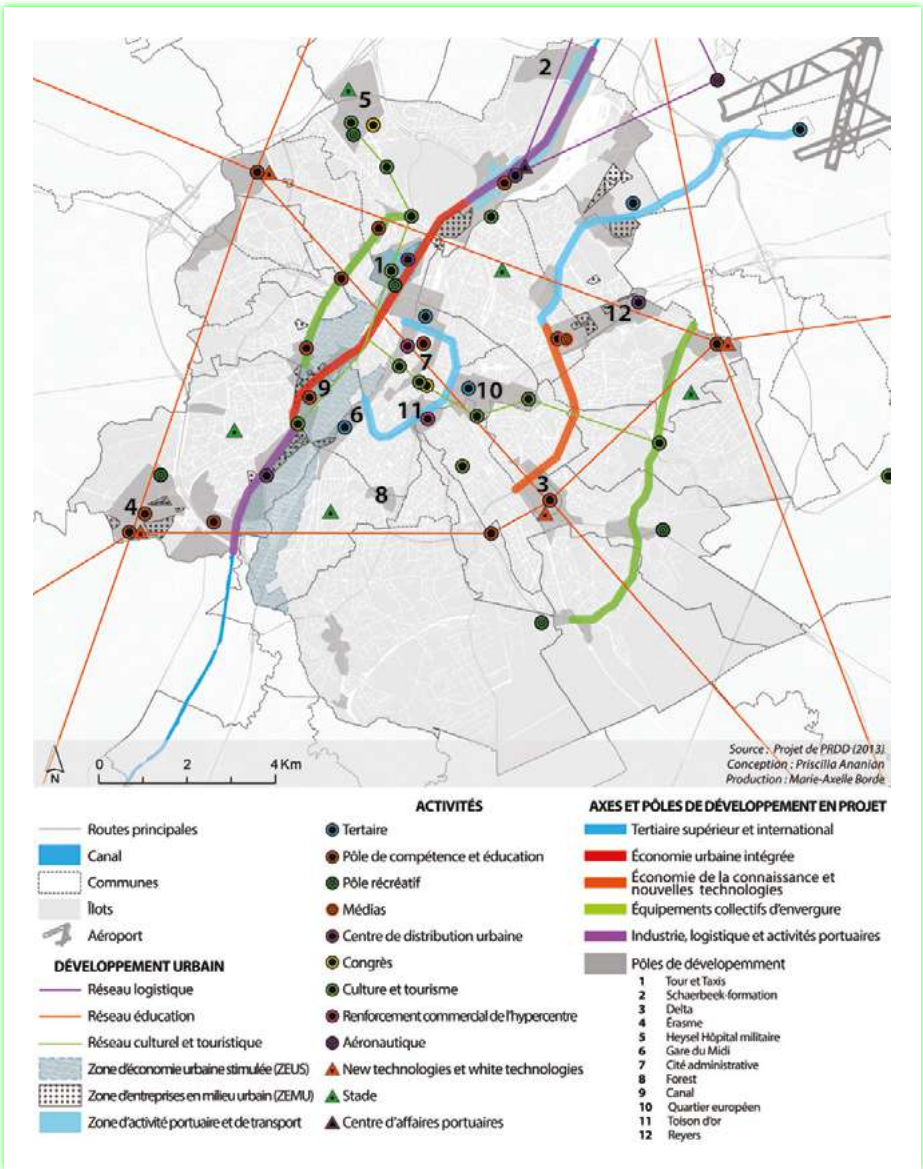
One of the main innovations brought about by the demographic PRAS is the creation of a new type of zone, the Urban Enterprise Zone (ZEMU). The creation of this zone responds to the need to envisage a

functional mix within areas that are currently mono-functional, and in particular within the Urban Industrial Zones (ZIU).

INSTITUTIONAL ORGANIZATION CHART



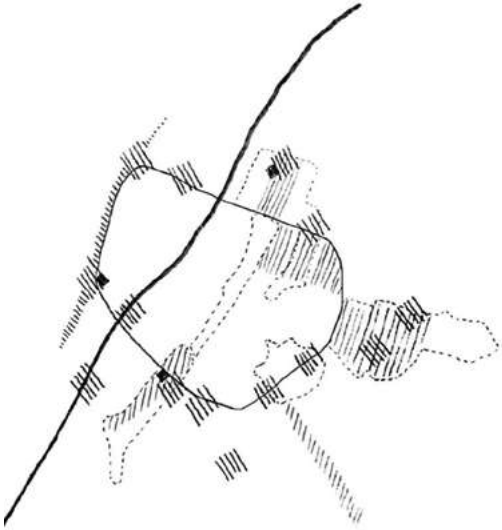
SOURCE: BE.BRUSSELS



**SPATIAL ORGANISATION
CONCEPT OF THE DRAFT
BRUSSELS-CAPITAL REGION
REGIONAL SUSTAINABLE
DEVELOPMENT PLAN.**

SOURCE: BRUSSELS-CAPITAL REGION, 2013

REFERENCE(S): "PROJECT(S) IN MONTRÉAL AND BRUSSELS: THE CHALLENGES OF URBAN DENSIFICATION", BERNARD DECLÈVE, PRISCILLA ANANIAN, 2017



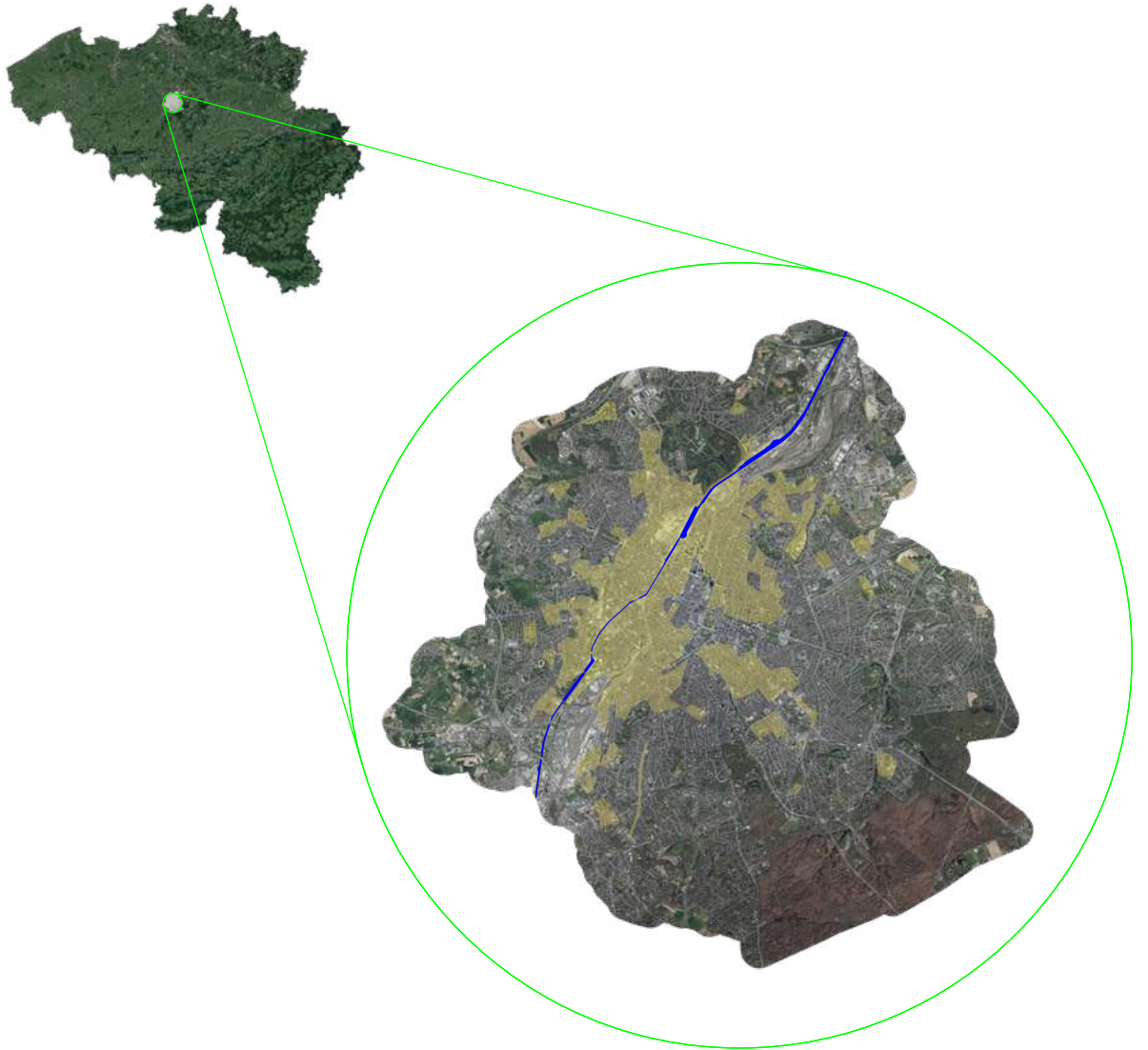
**PRINCIPLE OF
DENSIFICATION AROUND
THE ENLARGED PENTAGON
(BRUSSELS METRO LINE)**

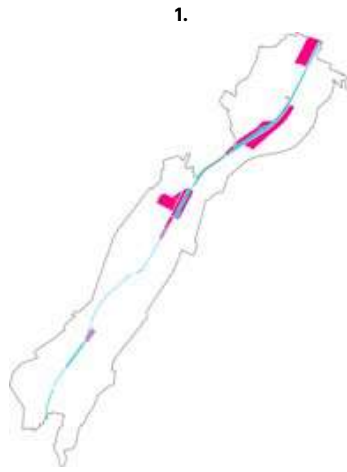
REFERENCE(S): "PROJECT(S) IN MONTRÉAL AND BRUSSELS: THE CHALLENGES OF URBAN DENSIFICATION", BERNARD DECLÈVE, PRISCILLA ANANIAN, 2017

[A] CANAL PLAN

7 CANAL.BRUSSELS

LOCATION





1. CANAL AND PORT

These are the canal, the waterway and its 30 km of docks, as well as the port that owns and manages large areas of land (85 ha).

2. INDUSTRIAL HERITAGE

Everywhere in the Canal Zone, factories and shops form a part of its built heritage.

3. PUBLIC SPACES

Unevenly distributed, they create continuities or stand out by their very absence. They also constitute land reserves.

4. EXCEPTIONAL CIRCUMSTANCES

A plot of land aligned with a basin, another on top of a hill, are local monuments of the Canal Zone.

5. ABANDONED

They are there but we don't see them. Alongside roads or bordering brownfields, these are abandoned lands.

6. NATURE IN THE CITY

Green space, river banks, nature is found in the city. The Senne is one of its main threads.

REFERENCE(S): CANAL.BRUSSELS



The canal linking Brussels to Antwerp and Charleroi crosses the Brussels Region from north to south, passing to the west of the Pentagon, the Region's historic centre. The area around it is mostly former industrial areas developed in the 19th century. In the 20th century, these districts underwent a deindustrialization process that greatly weakened their urban fabric (resulting in an abandoned industrial heritage and numerous brownfields), and their socio-economic fabric.

Today, these central districts, given their highly diverse urban composition and their relationship with the canal, present many difficulties: a dense, young and cosmopolitan population of immigrant origin,

a high unemployment rate, a low level of qualification, an aging housing stock, great needs in terms of health, education and cultural facilities, and a lack of green spaces, etc. Their urban fabric is characterized by large former industrial lots interspersed with smaller housing parcels.

Three main segments with specific characteristics can be distinguished: the North, the Centre and the South.

North Canal Zone

The northern part of the canal territory encompasses very diverse situations: closer to the sea, port activity is still solidly established in the vicinity of the Vergote basin and the outer harbour, with its large transshipment, storage and transit areas linked to the transport of hydrocarbons, heavy materials and wholesale trade. However, this portion is seeing these activities diversify: the Tour & Taxis site is developing its tertiary activities and a series of housing projects are being developed on both sides of the basins.



Centre Canal Zone

The zone between Place De Trooz and the Cureghem bridge has a more urban vocation, characterized by a dense historical fabric of shops and dwellings: the tension between spaces for industrial, port and residential functions is clearly visible here. The tension between industrial, port and residential functions is clearly visible.



South Canal Zone

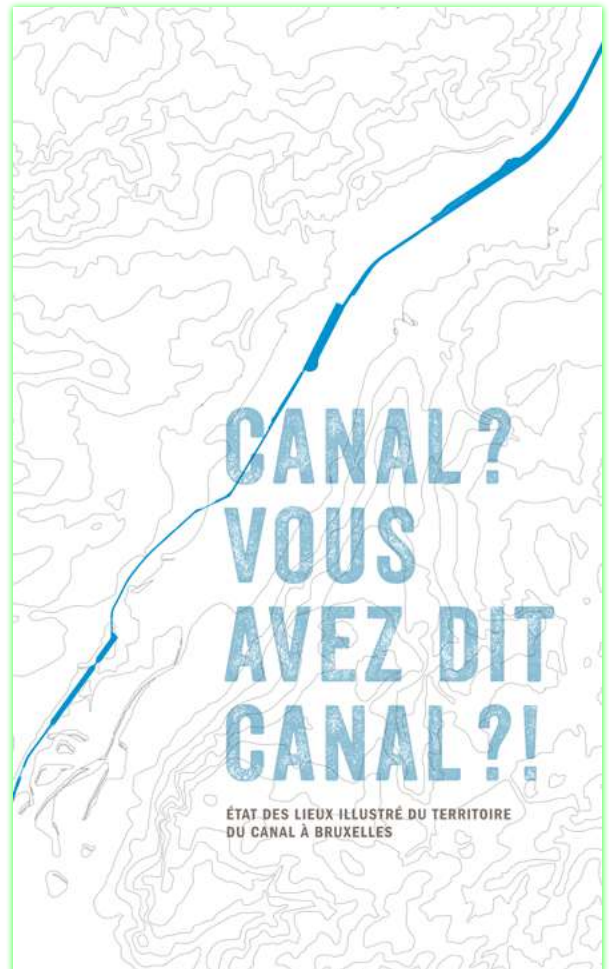
In the southern part, which starts around the Cureghem bridge, the canal area is lined with small houses, businesses (less industrial than in the past) and industrial and business zones, including the Anderlecht slaughterhouses. As you move away from the city centre towards Ruisbroeck, the density decreases and gives way to more open spaces. While the Biestebroek basin retains a very industrial appearance, the Batelage basin is a green space dedicated to walking and living, as it is lined with inhabited barges. Around the Anderlecht lock, you can observe the Senne in the open air, winding through vast islands occupied by companies before plunging back underground at the limits of the Region under Boulevard Industriel.



A disused industrial heritage punctuates this territory and contributes to the renewal potential of the area, considered as a whole as a favourable focal point for development.

The transformation of the canal's new economic functions (public bodies, financial institutions, cultural institutions, etc.) may have an impact on local activities. Indeed, those that cannot compete for available space may be weakened.

In this area, we should note the presence and vibrancy of the companies of the Port of Brussels which represent nearly 12,000 workers or 2% of the region's employment.



REFERENCE(S): "CANAL? DID YOU SAY CANAL? AN ILLUSTRATED INVENTORY OF THE BRUSSELS CANAL ZONE" (IN FRENCH) LISE NAKHLÉ, FRÉDÉRIC RAYNAUD

CANAL PLAN

The redevelopment of the Canal Zone has so far gone through three main phases:

① —————→ 2012



A vibrant area, the beginning of a transformation

The first phase was the beginning of the transformation where the land started to reveal itself.

During this first phase, actions were mainly carried out by the municipalities through the district contracts. This was a policy of micro-urban planning.

② 2012 —————→



A metropolitan ambition, The Canal Plan, Alexandre Chemetoff

The second phase was the definition of the Canal Plan led by Alexandre Chemetoff. This phase saw the development of a metropolitan ambition. The work that Alexandre Chemetoff's team carried out over two years can be summarized in two main elements: the first is a book containing a precise analysis of the area; the second is that they united the actors around principles. The Canal Plan is not a planning tool. It proposes urban development through projects.

This is a method and a process of the city transforming the city itself applied to the Perimeter of Regional Interest and which is translated into actions on the lands of the Regional Domain. It is an evolving project that proceeds by amendments, adaptations, successive adjustments, so that, reworked and refined according to circumstances and initiatives, and at the time when each of the programmes that make it up is being carried out, it can be truly in tune with the times.

③ 2015 —————→ 2025



Operational phase: negotiated urban planning

REFERENCE(S): BMA, PRESENTATION "THE CANAL PLAN", JUNE 2018, BRUSSELS

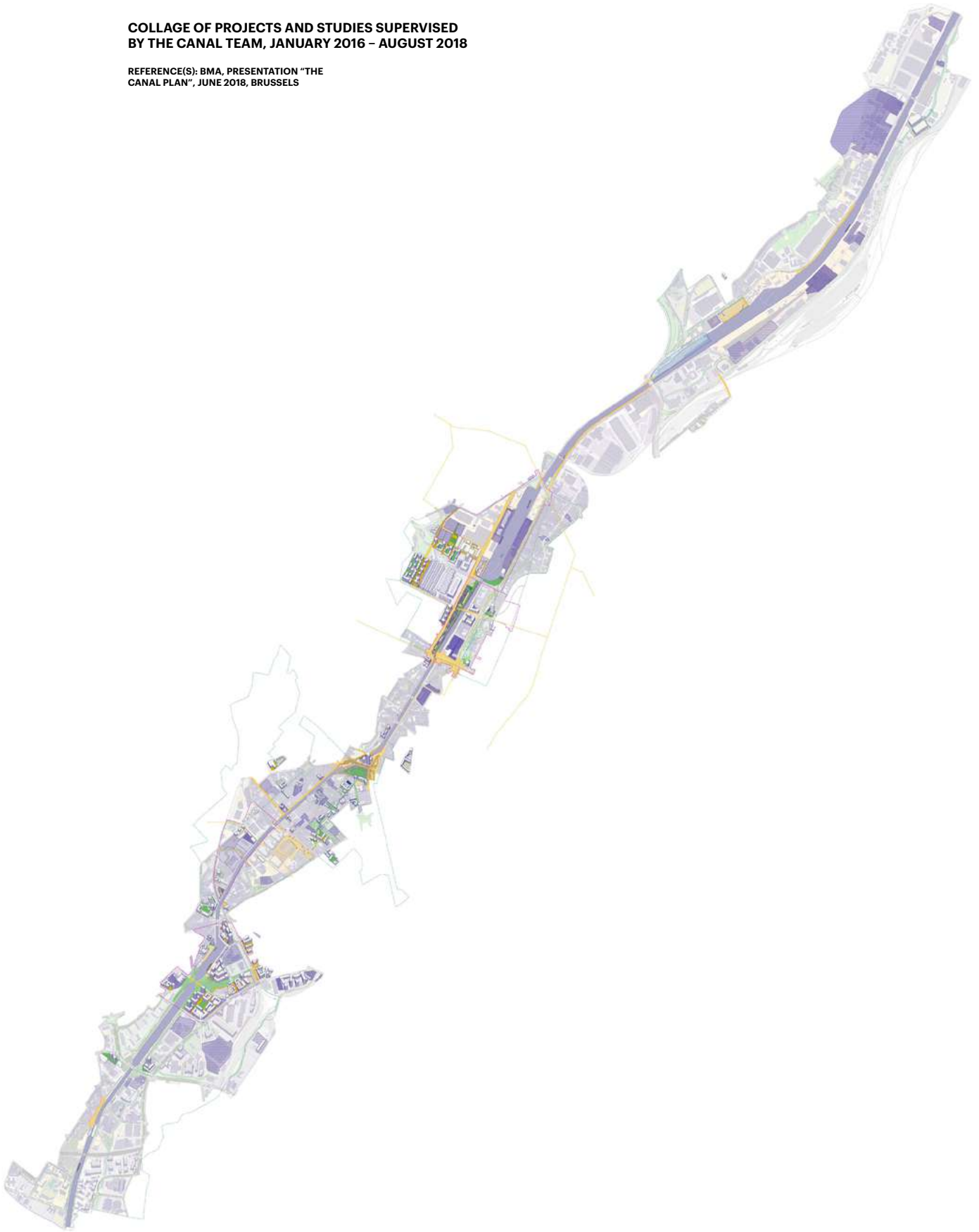
The Brussels Government validated the implementation phase of the Canal Plan on February 5, 2015 with a Canal Team composed of four organizations to begin a negotiated urban planning phase.

The team consists of Société d'Aménagement Urbain (SAU - the Urban Development Corporation), the Bouwmeester Master-Architect (BMA) team, urban.brussels and perspective.brussels.

IMPLEMENTATION

**COLLAGE OF PROJECTS AND STUDIES SUPERVISED
BY THE CANAL TEAM, JANUARY 2016 - AUGUST 2018**

REFERENCE(S): BMA, PRESENTATION "THE
CANAL PLAN", JUNE 2018, BRUSSELS





VERTICAL MIXED USE - BIESTEBROECK BASIN

PROJECT ANALYSIS

Program principles :

- Functional mix and search for compatibility solutions between the various activities;
- Strengthen economic activities and maintain productive activities;
- Meet the housing needs of the Brussels population and provide accessible housing for low-income groups;
- Improve the quality of the landscape and urban living.

SEEKING INNOVATION

Tour & Taxis and the TACT

The TACT site is crucial to the realization of the Canal Plan's ambitions. The explicit objective is to make room for economic activity as part of the urban renewal that is taking place along the canal. As for companies, they will be required to adapt to what can be described as the urban context, whether it is already present or in the making, in terms of location, architectural appearance and functional organization. Compact construction enabling a high density, spatial organization managing possible nuisances between functions, architectural integration into the environment... these are design principles that go hand in hand with maintaining businesses in an urban context.

The TACT area provides the transition between the mixed development with public spaces on the Tour & Taxis site and the TIR urban distribution centre in the Port of Brussels. This is why the urban character and integration into the surroundings are of utmost importance.

The Biestebroeck basin

The Biestebroeck basin was selected in 2013 by the Brussels-Capital Region government as one of the six pilot sites for the Canal Plan.

The current and projected demographic growth of the Brussels population has led the regional authorities to define new frameworks for housing creation.

The Urban Enterprise Zone (ZEMU) is one of the new tools created. This is a new zoning in the Regional Land Use Plan (PRAS) that allows the creation of a functional mix within areas previously zoned monofunctional. This new system has been in force since 2013 with the adoption of the partial modification of the PRAS by decree of the Government of the Brussels-Capital Region.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- How to manage the competition between, on the one hand, the manufacturing economics function and the residential function; and on the other hand, between manufacturing and tertiary activities?
- What form should public space take to be compatible with the coexistence of economic functions without separating everything?
- How can we maintain the economic function of the canal and at the same time make it a protected biodiversity corridor?



- + The main challenge of the Canal Plan is to mix and match workplaces, especially manual labour sites, factories and workshops, with the other functions of the city. The project is built on the foundations of an industrial city inherited from past centuries, with those who live there, those who work there and those who will come there, attracted by the new programs.
- + Increase in third places that bring new forms of mixed use and innovation (coworking, fablabs, etc.).

-
- Competition between the manufacturing and tertiary economic functions.
 - Competition between residential spaces and manufacturing work spaces, in a context where housing has become the strongest function.



LANDSCAPE QUALITY PLAN (BKP)

PROJECT ANALYSIS

The principles of the Canal Plan, in terms of urban form:

- Rationalization of land use and search for compactness
- Urban design in which public space is a foundational element
- Creation of a network of public spaces along the Canal, helping to make it a unifying element between districts
- Enhancement of the industrial heritage and typological research based on it
- Interaction between the buildings and the public spaces, enlivening of the facades and in first priority, the ground floors on the street by appropriate functions

In terms of architecture :

- Search for a variety of bold and innovative architectural and urban typologies
- Competitive bidding for designers
- Affirmation of the functions in the reading of the building

SEEKING INNOVATION

As part of the team created by the Brussels Government for the operational phase of the Canal Plan between 2015 and 2025, the BMA team provides advice to guarantee a high level of architectural and urban quality. They carry out this mission through three tools:

- The organization of competitions for the selection of new architectural and urban planning projects. Project owners, whether from the public or private sector, are thus provided with guidance and tools adapted to each one.
- Research by design. Some projects require a preliminary or more fundamental study. Research by design ensures that the right questions are asked at the right time and that the context, competition and stakeholders are sufficiently clear.
- The quality room. In Brussels, most of the projects come from the private sector and are therefore not the result of a competition procedure. Faced with this situation, the BMA has set up a method that has already been tried and tested in several cities: the quality room.

Within the Canal Team, perspective.brussels recently launched a Landscape and Urban Design Quality Plan (BKP). At present, the various municipalities which the canal zone crosses each have their own vision and policy for public space, with no real coordination between them. However, this zone needs a global vision. The development of a landscape and urban design quality plan is therefore a response to this problem. This plan aims to provide guidelines that the various public and private project developers can use to improve the identity and coherence of the public space.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

What planning criteria should be put in place to reconcile the need for densification, functional access to facilities and activities, and the sustainability of public space?

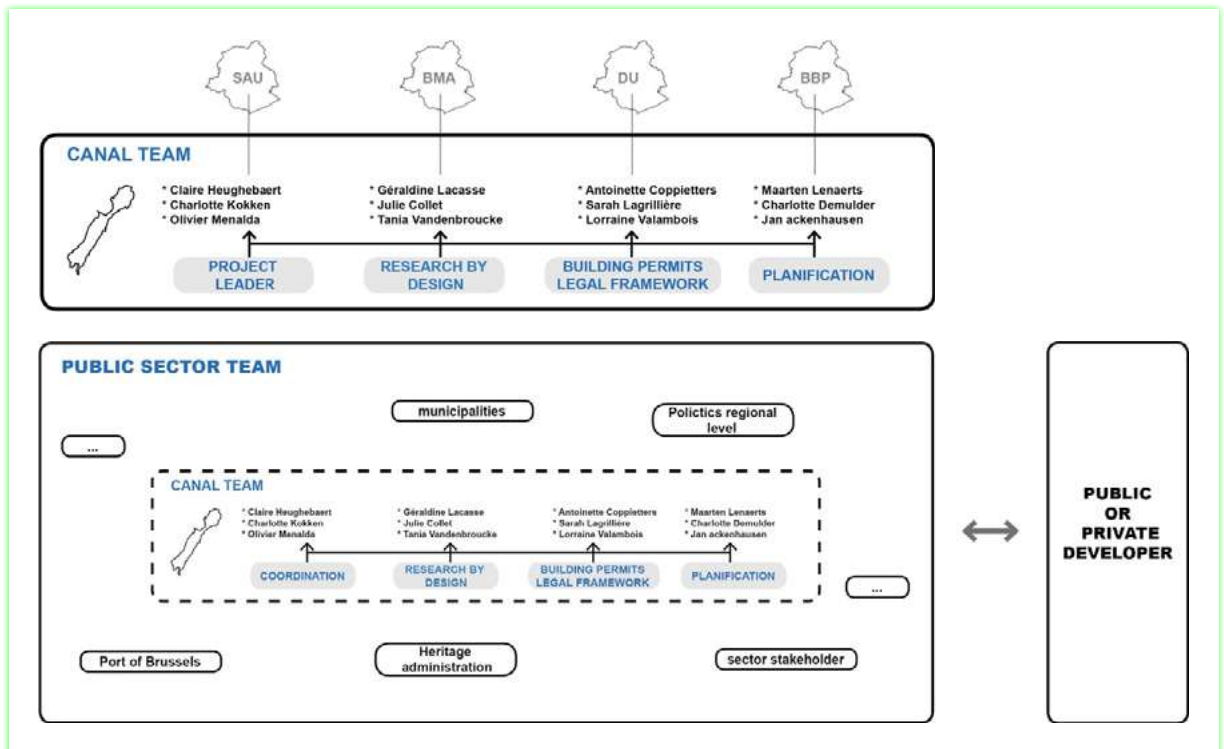
Under what conditions and to what extent do innovative design tools make it possible to reconcile private economic models with quality urban development without giving in to pressure from private investors to increase the size of operations and built density?



- + The value of Research by Design conducted on site and in close interaction with public and private partners.
- + The Landscape and Urban Design Quality Plan (BKP) as a tool for structuring the area on the basis of a unified and biodiverse landscape and a public space that is both functional and a producer of ecosystem services.

- The risk of accelerating gentrification inherent in the power of innovation.

★ GOVERNANCE



REFERENCE(S): BMA, PRESENTATION THE CANAL PLAN, JUNE 2018, BRUSSELS

PROJECT ANALYSIS

The Canal Plan is first and foremost a project-based approach in which value is placed on:

- The partnership dimension: the projects are the result of a co-construction between public (regional and municipal) and private actors
- Research through projects: it is around the plan and through drawing that the dialogue on projects takes place
- Negotiation between partners: a good project is a search for
- balance between urban ambitions and economic constraints
- The relative vision: it is by working with various project leaders

SEEKING INNOVATION

The Government of the Brussels-Capital Region decided in 2015 to set up a team dedicated to the design and operational implementation of the Canal Plan. The various members of the Canal Team and their respective roles are presented below:

- The BMA is the guarantor of the Canal Plan in terms of project consistency and overall vision. He supervises a research by design team dedicated to the Canal Plan. He also plays a role in assisting the project owner to cultivate the quality of procedures and, ultimately, the architectural and urban quality
- urban.brussels has set up a team in charge of monitoring projects and examining all regional planning authorizations within the Canal

Plan perimeter. A single delegated official issues all planning permits within this area.

- perspective.brussels is involved in the strategic and regulatory aspects.
- The Société d'Aménagement Urbain (SAU) is to become the developer of the Canal Plan. It coordinates the entire project process in this zone and carries out operations in a subsidiary manner in relation to other public operators. It oversees the operational aspects of the Canal Plan.

Its mission is carried out under the authority of the Minister-President of the Brussels Capital Region in charge of territorial development and urban renewal, and the Secretary of State in charge of Urban Planning.

All these different members form the Canal Team, which works on all the projects within the scope of the Canal Plan with the municipalities concerned.

This organization makes it possible to provide comprehensive support (strategic, regulatory and operational) for real estate and public space projects within the scope of the Canal Plan. The aim is to initiate this support as early as possible and to facilitate the intersection of public and private interests in order to give rise to ambitious high-quality projects for their users.

The sum of these projects, guided in this manner, should give rise to a "Canal Plan" spirit. It is therefore important that the project which is the subject of the present competition be aligned with the principles of the Canal Plan mentioned above.

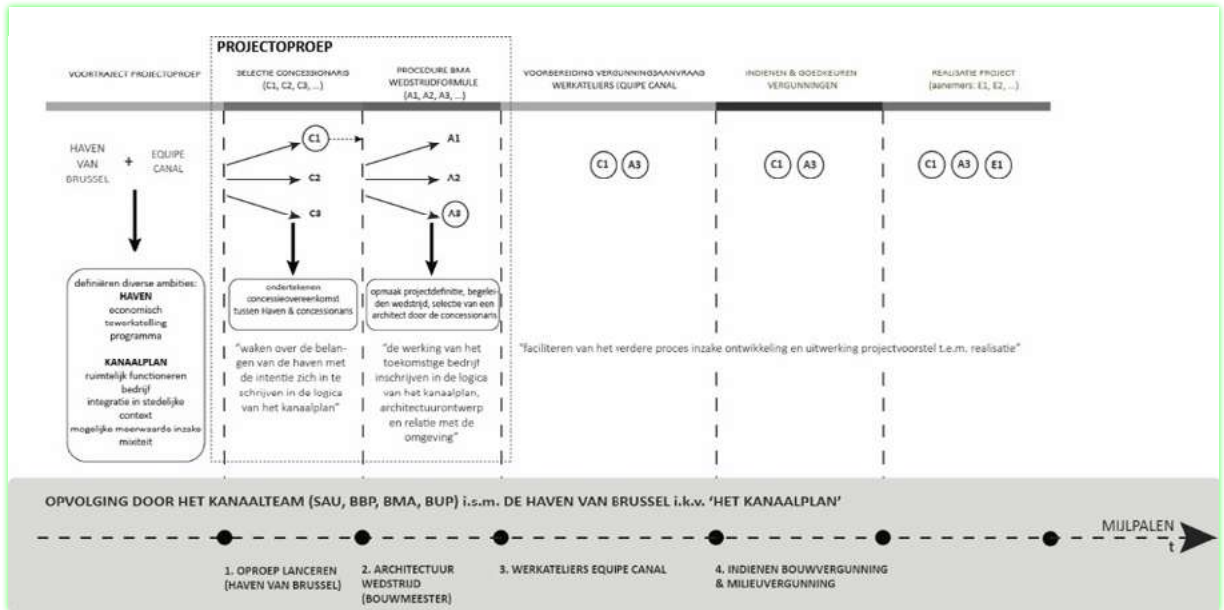
UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Coordination between the components of the Canal Team
- Link between the Canal Team and the Government
- Organization of the relationship between private and public



- + The Canal Team, which brings together several Brussels public bodies, operates by an original method, based on co-construction, transversality and project-based urban planning. It meets every two weeks. The ability to rely on a dedicated team is clearly an innovation for the Brussels ecosystem.
- + Strong involvement of the Government in project governance

- Frequent questioning of the transversal method, which represents both an ideal model of coordination, but which in practice is a double constraint: inter – and intra-departmental.



REFERENCE(S): BMA, PRESENTATION THE CANAL PLAN, JUNE 2018, BRUSSELS

PROJECT ANALYSIS

The Government has given itself 10 years to realize its ambitions for the canal area. To realize the canal's potential, it has defined an operational perimeter of 700 hectares, including 300 hectares of public land.

SEEKING INNOVATION

The status of ZEMU

To make it possible to create housing on the many brownfields and in unoccupied industrial buildings, the authorities created a new regulatory status in 2012: the Urban Enterprise Zone (ZEMU). However, the question remains as to what the formulae for this new mixed usage will be in practice and how the compatibility of housing and economic activities will be expressed in concrete projects.

Call for projects – Collaboration between the Port and the Canal Team

As the Port of Brussels is an important regional partner in realizing the ambitions of the Canal Plan, a proposal was drawn up by the various parties involved – the Canal Team and the Port – to work toward a “win-win” situation, in particular to carry out real Canal Plan projects in which the Region fulfils its own exemplary role.

The Port has a tradition of carrying out new projects by granting concessions. Co-creation is the key concept linking the Canal Team and the client. The ambition was therefore not only to look for a concessionaire with sufficient ambitions in terms of economics and employment, but also for concessionaires who are willing to dialogue with the Canal Team in order to contribute to the achievement of the Canal Plan's ambitions.

The Canal Team will also assist the concessionaire in the process. Using the diagram (see image), we describe the different steps of this joint process. This call for projects was jointly prepared. A number of preconditions were formulated which stem from both the ambitions of the Port of Brussels and the Canal Plan.

- In the framework of this call – issued by the Port of Brussels – the concessionaire was invited to draw up a general action plan in accordance with the Port's questions/requirements and to endorse the principles of the Canal Plan (see selection criteria of the call for projects).
- In the second phase, an architectural competition will be held. The appointment of the design office is done in collaboration with the BMA. The BMA assists the client in setting up the procedure, drawing up the statement of work and the program and selecting the consultancy firm.
- From that point onward, the project is developed in close collaboration with the Canal Team and the Port of Brussels.
- The presence of the various players, including urban.brussels, responsible for issuing planning permits, thus ensures that the planning permit application is processed as quickly as possible, in compliance with the regulations and prerequisite procedures.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Management of the (im)balance between the land costs and the investments necessary for quality living conditions in public spaces and quality landscaping
- The question of planning permit costs



- + The creation of the ZEMU status, which makes it legally possible to define new formulae of urban mixed usage in an area formerly dedicated exclusively to industry.
- + The call for projects procedure since 2015. Every new concession granted by the Port includes a Canal Plan clause and the combination of the competition tool with a vision of the territory firmly framed by the public authorities.
- + The ability of the Société d'Aménagement Urbain (SAU) to go beyond its coordinating role and to exercise project management for atypical projects such as, for example, a 7,000 m² sports tower, the KANAL project in the former Citroën building, the extension of the Port's headquarters, etc.
- + The assessment of companies as collaboration sparkplugs.

- A highly developed partnership, but one that often develops at the expense of genuine citizen participation.



PROJECT ANALYSIS

The first objective of creating the Canal Team is to make the four organizations work in a transversal and horizontal way. This team is part of a larger ecosystem that includes most other government services. Even if it is an essentially partnership-based dialogue, which in fact leaves little room for citizen participation as traditionally envisaged, this extended consultation approach contributes to a new Brussels culture of public spaces and to an ecosystem in which institutional players, the economic world and civil society work more closely together. This translates into a search for program innovation that is uncommon in the real estate industry.

SEEKING INNOVATION

The 48 hours of the Canal Plan

During the study phase of the Canal Plan led by Alexandre Chemetoff and in order to build a proposal, the Canal Plan was conceived as an open book approach. Its progress was shared in workshops, public presentations and the 48 hours of the Canal Plan.

Sequence after sequence, the field surveys and the drawing up of the maps required to define the Domain were commented on and criticized during sessions with the main actors of the development.



REFERENCE(S): "PLAN-CANAL/KANAALPLAN", A. CHEMETOFF & ASSOCIÉS, 2014

These workshops brought together representatives of the territorial development agency, the regional services, the various stakeholders concerned, elected representatives, city technicians, the management of the Port of Brussels, the STIB, Citydev and other public and private partners.

Everyone contributed their knowledge of current projects or initiatives in gestation, thus contributing, through the expression of free speech, to the constitution of the Domain and the definition of pilot sectors. These workshops enabled previously isolated issues to be brought together in the same plan.

For 48 hours, Chemetoff's team met almost non-stop with the project partners and key stakeholders. The draft was commented on, discussed and amended. These meetings enabled a large number of stakeholders to share the initial conclusions of the work carried out. The event continued and concluded with a public presentation under the auspices of the Minister-President.

Following these 48 hours, the Region committed itself to the constitution of the Regional Domain and to the continuation of the Canal Plan by focusing on a certain number of pilot sectors.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Managing the dual constraint of transparency/confidentiality in the negotiation process
- Communication/consultation with local residents and all Brussels citizens.



- + The open-book approach and the open-source management mode encourage the development of a collaborative culture. Used to the fullest by the Chemetoff team during the diagnostic phase, it is more difficult at the operational stage where confidentiality is often one of the necessary conditions for negotiated urban planning.

- The weakness of classic citizen participation mechanisms is accompanied by the emergence of new forms of urban activism in which the temporary occupation and negotiation of the rights to use project sites generates new power relationships that can influence programming, as was the case with the development of a park near the Labour Monument, following the occupation of the site by the inhabitants of the district and a positive dynamic of participation that enabled the financing of the development of the park.

[B] TIVOLI GREENCITY

- TIVOLI GREEN CITY
- TIVOLI GREEN CITY — CITYDEV

LOCATION



REFERENCE(S): [HTTPS://WWW.CITYDEV.BRUSSELS/FR](https://www.citydev.brussels/fr)

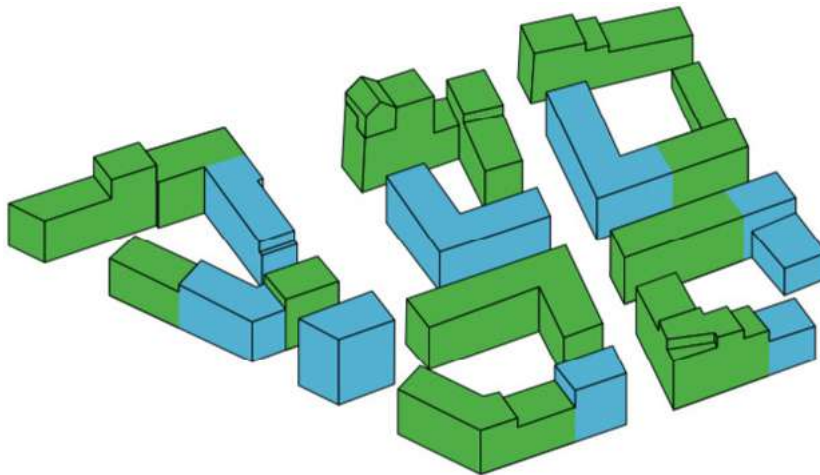
TERRITORY

Most of the Tivoli site formerly housed the cable storage area and offices of the former national telephone company. The neighbouring company at the time operated a wood autoclave. Citydev.brussels acquired the site in several pieces in order to turn it into a sustainable neighbourhood project.

It is located at the crossroads between a city with quite popular old buildings on the municipalities of

Laeken and Molenbeek-Saint-Jean and a part of the industrial city which is located along the canal with warehouses and workshops and the Tour & Taxis site next door. It is a strategic area for Brussels because it is located on the canal, next to Tour & Taxis, which is an area of very large public and private development, and the older buildings of the Marie-Christine district.





SOCIAL MIX – DISTRIBUTION OF SOCIAL AND FIXED-PRICE HOUSING

- CITYDEV.BRUSSELS: 271
- SLRB / FLH: 126

PROJECT ANALYSIS

Analysis data, residential portion :

- 397 passive housing units of which 271 sold by citydev.brussels
- 2 daycares with 62 places each
- 7 commercial spaces totalling approximately 770 m²
- 1 equipment room for the City of Brussels’ Sanitation Unit
- underground car parks with a total capacity of 291 spaces
- more than 650 bicycle parking spaces, including more than 580 for private use
- approximately 10,000 m² of public spaces, including 3 new roads, a 2,000 m² tree-lined square and a 1,000 m² mall

Portion reserved for business, Greenbizz (ERDF project):

- 5500 m² of low energy production shops for SMB (Small and Medium Businesses)
- 2800 m² of passive incubation space for eco-oriented companies

SEEKING INNOVATION

Experimentation with a new urban planning tool

The master plan produced in 2008 by the MSA agency for the Tivoli district served as a prototype for a procedure that would later become the main tool for public project management of major urban projects in

Brussels. The master plan establishes a program basis as context for the integration of the project – in this case, working-class neighbourhoods, the Tour & Taxis site and the canal – and defines the road and lot structure of the district. In the case of Tivoli, this program basis is then cast into a regulatory tool, a subdivision permit, also produced by MSA, and obtained in 2011, and used as a basis for launching public procurements for definition.

Social and functional diversity

Citydev.brussels’ management contract includes a search for innovation in sustainable development in both aspects of its activity: economic expansion and urban renewal. In terms of functional mix, the master plan favoured a “juxtaposed mix”. As a result, the Greenbizz complex was developed by the Economic Development Directorate on a part of the land adjacent to Tour & Taxis and the TACT logistics zone. The Urban Renewal Division carried out the sustainable residential neighbourhood operation on the part adjacent to the Laeken residential areas.

The search for innovation is reflected in the master plan program and in the process that has allowed experimentation with new urban and architectural forms. The part reserved for companies includes production workshops, an incubator for companies specialized in environmental technologies and, recently, a fablab. There are also shared infrastructures and facilities (internal logistical alleys, common spaces open to the public), the result of collaboration between various actors and emerging from FEDER, the objective being that these spaces should be catalysts for social and civic engagement.

In terms of social mix, the program provides for 70% fixed-price housing and 30% social housing. The novelty is in the application of the 70/30 mix formula not across the whole site but in each block. This changes the overall balance of the neighbourhood and makes it all the more important to ensure that community services and communal gardens are well laid out inside the blocks. Another innovation to follow is the allocation by citydev.brussels of one of the blocks on the site for a pilot project of group housing.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

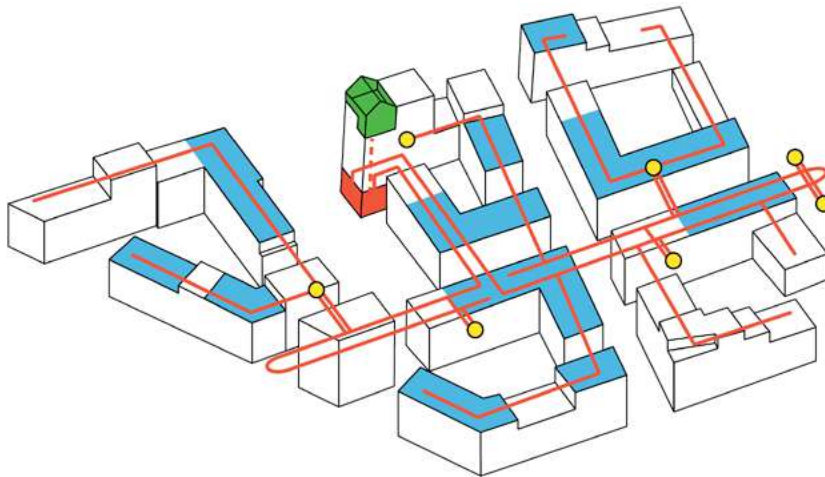
- How far can/should the master plan go in prescribing urban planning? What room for manoeuvre should the urban planning tool used as a basis for the specifications for launching procurements leave to the private promoter?
- How will the project’s many innovations be monitored and managed once the new neighbourhood is occupied?
- What are the internal rules and procedures of association, mutualization and cooperation between the companies occupying the Greenbizz complex?







- + Novelty of the planning tool used, both from the point of view of content (reorganization of the road network, regrouping, open island system, porosity, green grid, distribution of social mix per block) and method (broad inter-partner consultation, citizen participation; conversion of the strategic tool into a legal tool – the subdivision permit – and use as a basis for launching public procurements)
- + Innovation in urban, architectural and landscape forms.
- + Greenbizz as a third place and a tool for the development of a new urban business culture at the service of residents.



- Importance of innovation linked to the use of new urban planning tools.



SUSTAINABLE ENERGY MANAGEMENT

-  Experimental greenhouse
-  Solar panels
-  Heating network
-  Central boiler room

PROJECT ANALYSIS

Procurements for promotion, architecture and construction were solicited for both the business and residential sections. The competition for the residential part was organized by Immo Tivoli and citydev.brussels, and was won in 2014 by the Adriana Association (Atlante, Atelier 55, Cerau, Y+Y and Eole). The Greenbizz competition was won by the architectural firm Architectesassoc+.

SEEKING INNOVATION

The residential project is organized around physically closed but visually open blocks. "Green gateways" (block entrances) and green facades provide a link between the public space, the interior of the block and the roof gardens. The boundaries are marked by low walls and fences.

The public space frames all parts of the project. It is designed as a "green" framework and a support for soft mobility, which enables the consistency of the whole while providing optimal biodiversity.

Transit traffic and access to the underground car parks are transferred to the peripheral streets of the district, while the new internal streets are designed for soft mobility with priority for pedestrians and green facilities. The STIB intends to implement projects to improve public transport services (tram and bus) in the new district.

The sustainable approach is emphasized in several ways:

- Waste collection: An innovative collaboration with Brussels Sanitation services for the installation of underground containers in the streets at various locations in the district.
- Water management: Collection of rainwater through roofs and through trenches in roads and within the blocks in order to supply the collective laundry rooms installed on the ground floor of each block. Grey water will also be collected and treated.
- District heating network fed from a central heating plant and heating a collective greenhouse.
- Mobility: This is the first citydev.brussels complex to have so many bicycle parking spaces

Greenbizz has been designed to take into account the city that surrounds it. Carriage accesses to workshops and the underground car parks are located on the side of Tour & Taxi and the sustained activity of the International Road Transport (TIR) centre. The main entrance is a large glassed-in hall that opens onto the city. The link with the residential part is a shared space where pedestrians have priority.

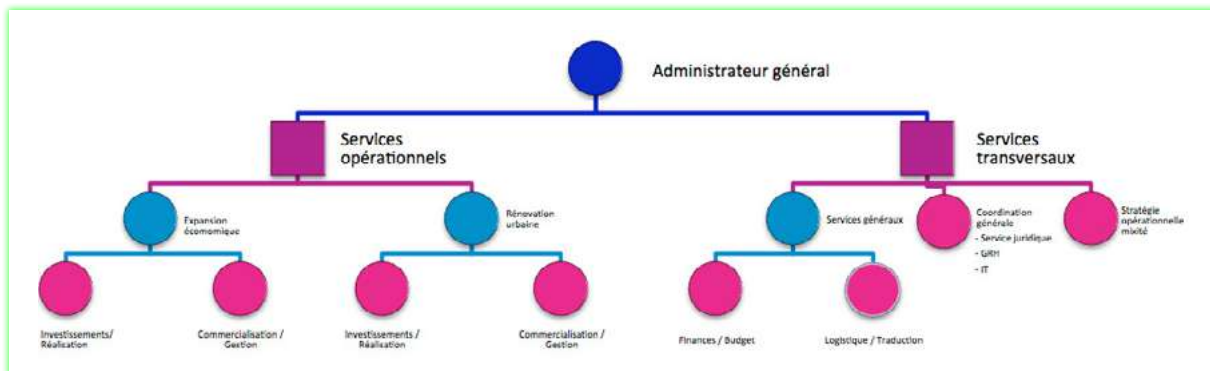
UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- The new roads on the site will be handed over to the City of Brussels at the end of the project. How to ensure the transfer, innovation follow-up and maintenance of innovative landscaped rainwater infiltration systems?
- Are there any plans to set up structures for the operation and maintenance of community facilities and of the Tivoli GreenCity sustainable neighbourhood “charter” (which all new buyers are required to sign)?



- + Urban forms and the way public space and landscape frame the distribution of high densities.
- + The porosity of the residential blocks and the principle of “green gateways” associated with the desire to protect the remarkable trees, the possibility of a diagonal pedestrian path crossing the residential area toward Greenbizz and the canal.
- + The innovative design of the public roads (trenches).
- + The significant bicycle parking infrastructure.
- + Collective spaces: collective greenhouse on the roof of the building containing the boiler room of the district heating network, collective laundry rooms, vegetable gardens on the roof, etc.

- The real capacity of the road administration of the City of Brussels to take over the roads is unknown.



ORGANIGRAMME CITYDEV.BRUSSELS

PROJECT ANALYSIS

GreenBiz

Partners: CSTC / Impulse / Bruxelles-Environnement
 Future Manager: SA Greenbizz

Residential portion

Promoter: PARBAM (Pargesy + BAM)
 Architecture: Atlante, CERAU, Atelier 55, YY
 Architecture Landscaping: Atelier EOLE paysagistes

SEEKING INNOVATION

The Tivoli GreenCity operation is being managed by the Brussels-Capital Region's public company for regional development, citydev.brussels, through its general administration, which launched the project in 2008 and began the land acquisition operations.

Citydev.brussels established a partnership with PARBAM through a public procurement for mixed promotion aimed at the preparation and promotion of the operation until the sale of the apartments.

As a public company, citydev.brussels is obliged to use the public procurement process. The management of the "master plan" and

“development permit” procurements and the monitoring of the associated innovation dimension were carried out by the Mixed Projects Division.

The master plan operation gave rise to broad consultation between all the public players concerned, which helped to integrate the master plan tool into the Brussels ecosystem and to give the Tivoli operation the status of a prototype and source of innovation in the management of major urban projects.

As soon as the subdivision permit was obtained in 2011, the “Economic Expansion” department launched the definition procurement procedures, formulated an application for FEDER funding, launched the service procurement which led to the appointment of Architectesassoc+ as the project manager for the operation, then launched and monitored the construction procurement process that enabled the inauguration of Greenbizz in 2016.

The land prep and the planning of the residential district project took more time (see “project set-up”). Citydev.brussels wanted to give preference to teams of architects. A competition was organized for the award of the project management services procurement, with the innovation of interacting with the advisory committee procedure set up by the first BMA in Brussels to help public developers make the right decisions from the points of view of urban character and habitability of projects.

This advisory committee brought together a member of the BMA team, a person from the municipality concerned, the citydev.brussels services and external experts. This search for diversity led to the reservation of one of the lots for an innovative grouped housing operation, the idea of which is itself one of the results of the citizen participation process associated with the operation (see “participation”).

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- What are the constraints and opportunities that the public procurement procedure for mixed development – or more broadly the collaboration between a public company and a private developer – brings to light at different levels of the project, and in particular in the job of the project manager?



- + A pilot project in many aspects
- + Project governance provided at the various levels of the company and involving other players in the Brussels ecosystem via original governance tools, such as the 2008 master plan and the advisory committee procedure set up by the Bouwmeester.
- + The willingness to award the project management services procurement to teams rather than to a single agency.

- The unknown factor is the lack of definition – at this stage – of monitoring/evaluation mechanisms for innovations.



MAP OF THE OWNERS AT ACQUISITION TIME

- LAND ACQUIRED BY CITYDEV.BRUSSELS FROM BELGACOM
- "SA VIA BRABANDT"

PROJECT ANALYSIS

Greenbizz

- Total investment of €16,180,627, of which
- FEDER subsidy: €14,410,627
- FEDER CSTS subsidy: €570,000
- citydev.brussels : €1,200,000

Residential portion

- Total investment of €100,000,000

SEEKING INNOVATION

In terms of land management, the Tivoli GreenCity project generated two innovations:

Budgetary coordination between the two operational departments of citydev.brussels, which enabled the 50/50 purchase of a first part of the land owned by the real estate division of the public company Belgacom. It should be remembered that these two operational departments do not report to the same minister. The Urban Renewal Division reports to the Minister-President of the Region, while the Economic Expansion Division reports to the Minister of the Economy. In the company's organization chart, the "Mixed Project" department is not an operational

department. It's more of a strategic studies department which does not have a budget to buy land or award procurements.

The use of the corporate acquisition process to secure control of the second part of the operating site.

This part of the land belonged to "SA Via Brabant", a timber autoclaving company whose assets were reduced to the land capital. Through a corporation, citydev.brussels redeemed the cost invested in the purchase of land through the sale of apartments, and thus maintains capital and cash flow that allows it to finance operations without necessarily having to go through the budgets of the two operational departments of citydev.brussels.

It should be noted that since 2011, citydev.brussels is a deconsolidated entity. This implies that the institution's financial results are not taken into account in the calculation of the financing balance and debt ratio, under the standards of the Brussels-Capital Region. Citydev.brussels is considered a "merchant producer" as more than 50% of the production costs are covered by sales.



- + From the point of view of diversity, it is worth noting the coordination – unprecedented to date – between the two departments of the regional company (economic development and urban renewal, which are under the authority of different ministers) to buy 50/50 a part of the land necessary for the mixed project (before the master plan was drawn up).
- + It is also worth noting the innovative nature of the operational structure, which enabled citydev.brussels to obtain control of the second part of the site and at the same time to create a limited company that has since become the company's instrument for lands purchases.

-
- The developer's involvement ends with the sale of the apartments. There does not seem to be a mechanism for operating common facilities at this time.



PARTICIPATION IN THE IMPLEMENTATION OF THE TIVOLI PROJECT

REFERENCE(S): PERIFERIA ASBL

PROJECT ANALYSIS

Citydev.brussels developed a comprehensive participatory consultation process in stages corresponding to the project process, which it intends to apply to all mixed or housing projects of more than 50 units. Very briefly, the four main consultation phases (which can be broken down into several workshops) are

- upon acquisition of the site
- upon award of the promotion procurement
- as construction progresses
- at the end of construction

Under a framework agreement, Citytools, an office specializing in participation, will be responsible for carrying out this process on Citydev projects for the next four years. Currently, four projects are the subject of participatory citizen consultation. The number is growing as it is directly linked to the acquisition of assets.

SEEKING INNOVATION

Participation with residents of the surrounding neighbourhoods

Subsidies obtained from the Minister for Urban Renewal made it possible to launch a participatory process with the inhabitants of the neighbourhoods surrounding the Tivoli site from the beginning of the operational phase, i.e., after the development of the urban planning tool.

A service provider specializing in the conduct of participatory processes was therefore designated by public procurement. Numerous participatory workshops were organized, in which residents could make proposals on the composition of public spaces, the nature of shops and the organization of common facilities, as long as these proposals remained within the framework set by the subdivision permit.

It was an information process, a “participatory consultation”, rather than a real co-production. The workshops dealt with themes such as mobility and the progress of major projects in the area

The objective of these workshops, which were all organized in the period between the subdivision permit and the planning permit, was to bring together a group of inhabitants who would continue this process of collective living. However, this process was blocked for almost two years due to an appeal to the Council of State against the decision to award the promotion procurement. Meanwhile, the group of residents lost interest.

Participating with future residents

In an attempt to unite the new residents, citydev.brussels is planning a one-shot event in the form of an inauguration party, which will also be the last step in the participatory process.

The developer obtained the agreement of the purchaser of one of the commercial spaces in the project to allow residents to temporarily use the space for community purposes. This room could be used for information sessions on the use of the specific features of passive apartments and other sustainable aspects of their living space. But this is only temporary: the premises will become a business as soon as the buyer decides to invest in the place.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

In the missions of the public authorities, the initial constraints are such that participation in the sense of co-construction of the project from scratch is not possible. The guidelines must be clearly set from the first contacts with inhabitants, which does not prevent a real interaction and interest in the project.



- + Importance of the participatory process that accompanied the development of the 2008 master plan.
- + Subsidizing by the Minister of Urban Renewal of a “participatory consultation” process on the issues of green spaces, shops and community facilities to accompany the design of the project on the basis of the subdivision permit.

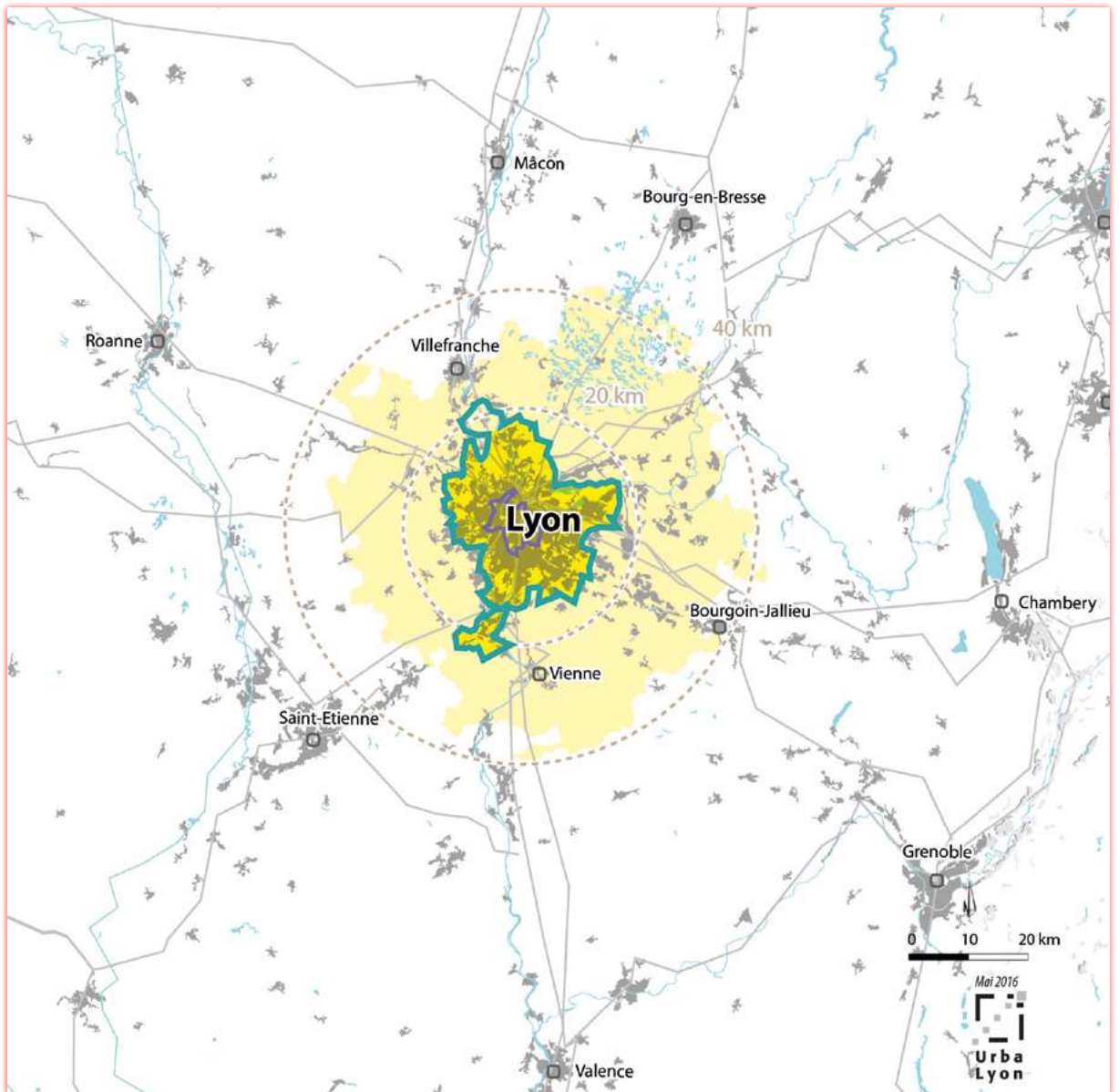
- Blocking of the project process for almost two years by an appeal to the Council of State against the award of the contract for project management services, preventing the participation dynamic from being maintained over time.

GREATER LYON

CONTEXT




7 GREATER LYON

KEY STATS AND MAPS

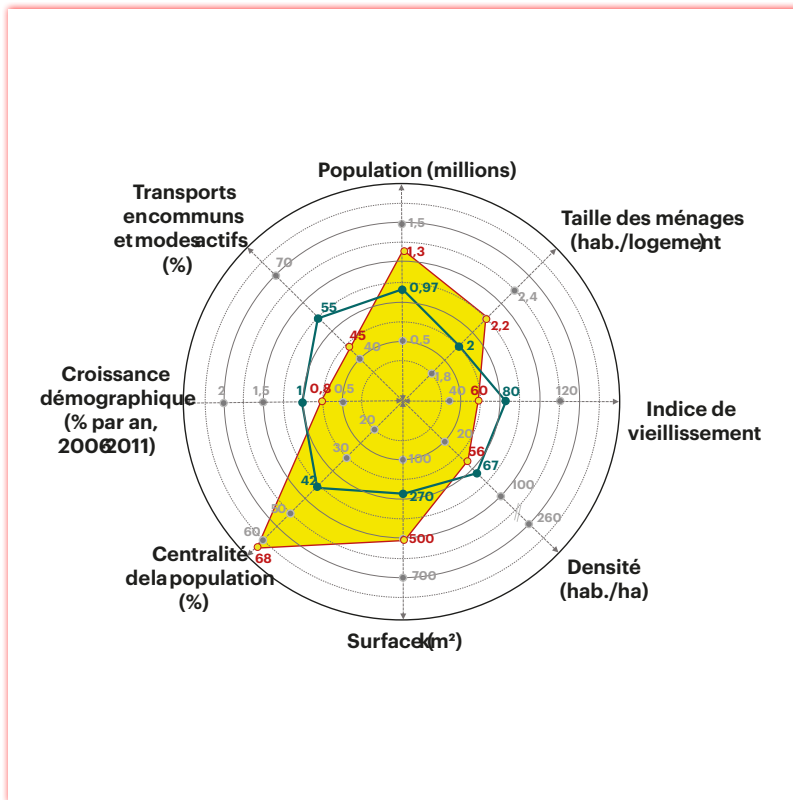


REFERENCE(S): GOVERNANCE HANDBOOK, NOVEMBER 2016

EUROSTAT PERIMETERS – URBAN AUDIT, 2011-2014

	POPULATION (MILLIONS)	SURFACE AREA (KM ²)
 FUNCTIONAL URBAN AREA	1,9	3 649
 METROPOLIS / AGGLOMERATION 59 MUNICIPALITIES	1,32	534
 MUNICIPALITY	0,5	47,9

URBAN CONTEXT OF GREATER LYON



Parameters explained

AGING

Aging index, ratio of the population aged 65 and over to the population under 20. An index higher than 80 indicates advanced aging, which is confirmed when the index exceeds 100

DENSITY

Population within the predominantly residential urbanized area

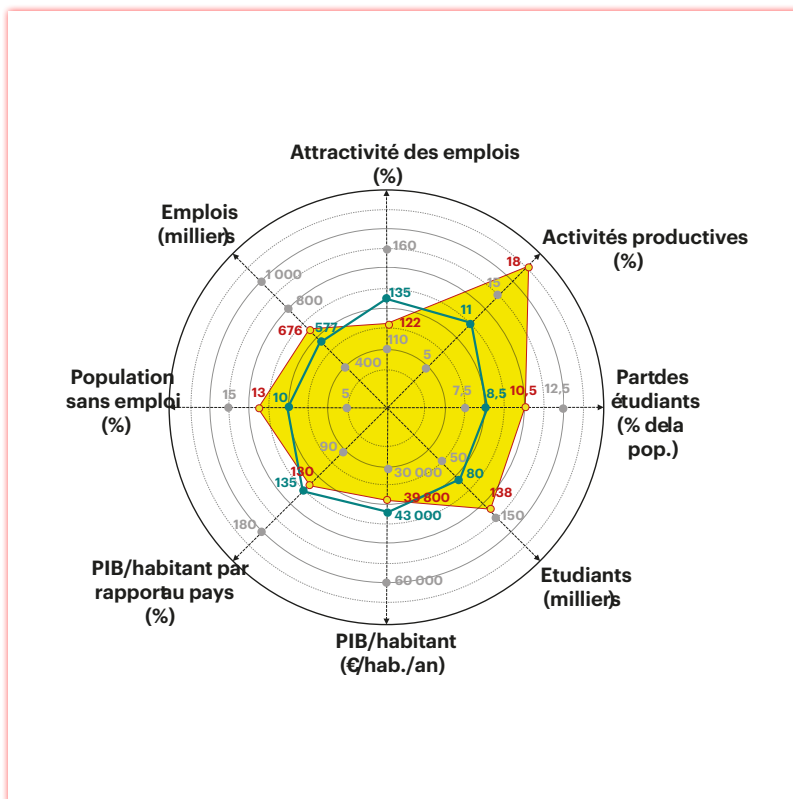
POPULATION CENTRALITY

Percent population in the agglomeration in relation to the functional urban area

PUBLIC TRANSPORT AND ACTIVE MODES

Modal share of public transport and active modes (cycling, walking) in travel

ECONOMIC CONTEXT OF GREATER LYON



Parameters explained

% JOB ATTRACTIVENESS

Jobs per 100 employed persons, indicates the presence of an employment centre and the capacity of the metropolis to attract workers

% PRODUCTION ACTIVITIES

Share of agriculture, industry and construction in the total labour force

GDP/CAPITA COMPARED TO COUNTRY

GDP/capita of the metropolis (NUTS 3 level) compared to the national GDP/capita.

NUTS 3

A Eurostat territorial division between the regional and local levels

POPULATION UNEMPLOYED

% inactive in the labour force, whether seeking work or not

JOBS

Number of public and private jobs

INTER-INSTITUTIONAL RELATIONS

The French territorial reform includes an affirmation of metropolises (métropoles). The Metropolis of Lyon (Greater Lyon) was created as a territorial authority with general jurisdiction.

The relationship between the Metropolis of Lyon and the State

The State can delegate various competencies to the Metropolis of Lyon, particularly in the field of housing and habitat. The State may also transfer to it the ownership, urban development, maintenance and management of major facilities and infrastructures.

The relationship between the Metropolis of Lyon and the Auvergne Rhône-Alpes Region

By agreement, the Auvergne-Rhône-Alpes Region may delegate some of its powers to the Metropolis of Lyon. The latter then exercises, within its territory, these jurisdictions in place of the Region.

The Metropolis of Lyon is involved by right in the preparation of documents having an impact on its territory. This concerns, in particular, State-Regional Planning Contracts (CPER) with a specific section for Lyon's territory, and other planning documents for economic development, regional planning, the environment, transport, innovation, higher education and research.

The relationship between the Metropolis of Lyon and the Rhône Department

Several partnerships have been set up between the Metropolis of Lyon and the new Rhône Department:

- the Departmental Fire and Rescue Service;
- the Rhône Departmental Archives Service;
- the Rhône Management Centre.

The relationship between the Metropolis of Lyon and the municipalities and unions of municipalities

The Metropolis of Lyon can delegate the management of certain competences to the municipalities located within its territory. The Metropolis of Lyon replaces unions of communes or mixed unions in its territory.

Involvement of civil society

The Lyon Metropolis Development Council

Created in 2000, this tool for permanent dialogue between the elected representatives of the Metropolis of Lyon and civil society plays a consultative role with elected officials. It produces briefs and may be asked to consider or take up any issues relating to the development or planning in Greater Lyon.

The Lyon Local Public Services Advisory Commission (CCSPL-Lyon)

The Local Public Services Advisory Commission meets an obligation under the law on local democracy for local authorities and the inter-municipal public cooperation institutions or EPCIs with more than 50,000 inhabitants. Set up in 2003, it is composed of elected officials and associated representatives.

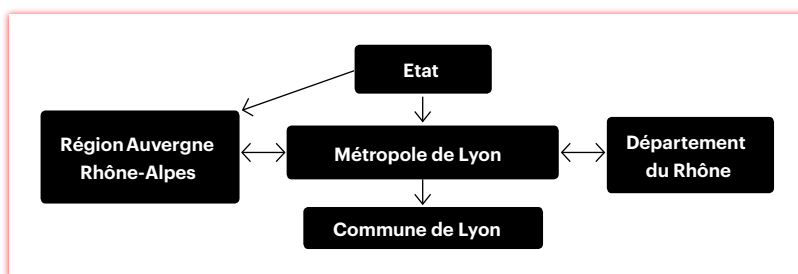
It operates in the areas of jurisdiction of the Metropolis of Lyon that are covered by a public service delegation or a financially autonomous public service body. This commission, among other things, reports on activities and improves services in the areas of water, parking lots, district heating, cemeteries, sanitation, waste collection and treatment.

The Intermunicipal Accessibility Commission

The Intermunicipal Commission on Accessibility is a citizen participation body for with people with disabilities. It is the permanent consultation body for improving the consideration of accessibility and quality of use in the public planning policies of Greater Lyon.

Set up in 2009, it brings together three types of expertise: political (elected representatives of the Metropolis), technical (agents) and users (people with disabilities).

SIMPLIFIED STRUCTURE OF INSTITUTIONAL GOVERNANCE OF GREATER LYON IN FRANCE



METROPOLITAN POLE

The Metropolis of Lyon is a member of the Metropolitan Pole (cluster)

Created by agreement between the Metropolis of Lyon, Saint-Etienne Métropole, ViennAgglo and the Communauté d'agglomération Porte de l'Isère (Capi), in 2012, the Metropolitan Pole is a public institution encompassing the heartland of the Auvergne-Rhône-Alpes region. On January 1, 2016, the Villefranche-Beaujolais-Saône agglomeration community and the East Lyon community of municipalities joined the Metropolitan Pole making a total of six members. The Metropolitan Pole thus unites 174 municipalities and nearly 2 million inhabitants across an area of 2,007 km².

This project space allows the six agglomerations to carry more weight in a context of economic globalization and large international metropolises.

BIRTH OF A METROPOLIS

On January 1, 2015, the Metropolis of Lyon replaced the Lyon Urban Community with the same territorial limits (59 municipalities).

Establishment of the Lyon Urban Community in 1969

The law of December 31, 1966, amended by the law of July 12, 1999, provided for the establishment of the Urban Community of Lyon. It corresponded to an inter-municipal grouping, in a single area and with no enclave forming, at the time of its creation, a whole of more than 500,000 inhabitants. This grouping required at least one municipality with a population of 50,000 or more.

The structure of this group was an EPCI (inter-municipal public cooperation institution) with its own tax system, with jurisdictions recognized by all the member municipalities in areas such as regional development and planning, urban policy and the management of urban services.

The objective was to carry out an urban development and planning project within a united community space.

The Lyon Urban Community was established in 1969. The Lyon agglomeration was one of the first four urban communities created by law. Initially made up of 55 municipalities, it counts 59 today.

January 1, 2015: Creation of the Metropolis

The Modernization of Territorial Public Action and the Affirmation of Metropolises act (MAPTAM Act) reinforces urban dynamics by recognizing the metropolitan fact.

The objective of the Metropolitan Pole is to improve citizens' quality of life

To this end, the Pole works:

- To promote employment, by creating economic vitality around recognized centres of innovation, more efficient business services, and support for higher education and research;
- To improve mobility by setting up a coherent, intermodal public transport network (via the Lyon Metropolitan Area Transport Syndicate);
- To preserve natural and agricultural areas and promote balanced and coherent territorial development around a multi-polar metropolis model;
- To provide a broad range of cultural offerings accessible to all citizens.
- elle diversifiée et accessible à tous les citoyens.

It enables the major French agglomerations to have a metropolitan status adapted to their local characteristics.

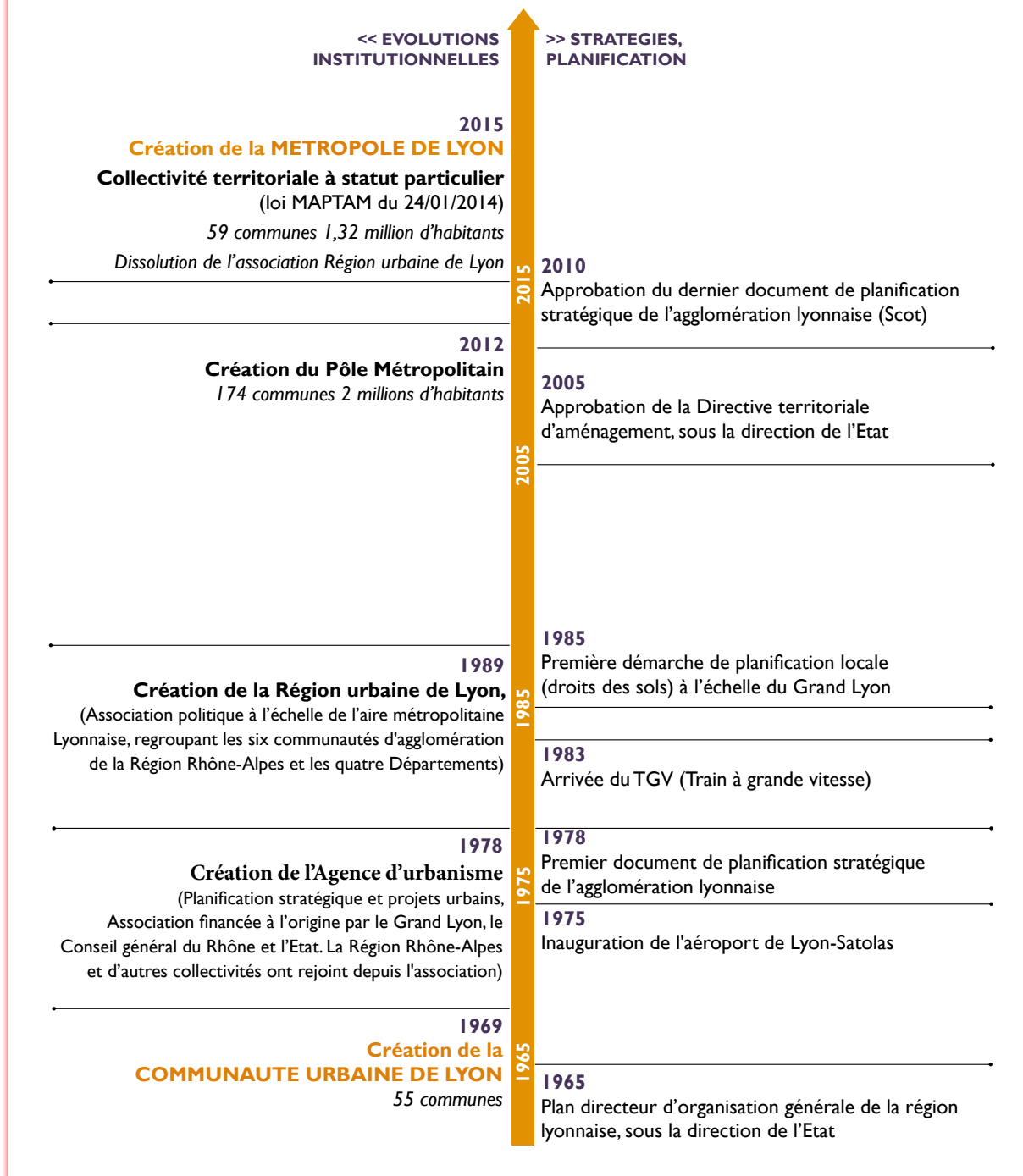
Thus, as of January 1, 2015, the Metropolis of Lyon replaced the Urban Community of Lyon and the Department of the Rhône, with the same territorial boundaries: 59 municipalities, 1.32 million inhabitants, 534 km² (i.e., a density of 2,481 inhabitants/km²). It inherited the jurisdictions of the Rhône Department, particularly social competencies, within the same boundaries. The number of employees rose from 4,700 to 8,700.

The creation of the Metropolis simultaneously redefined the perimeter of the Rhône department, which retains its powers outside Greater Lyon.

Cooperation at the metropolitan area level

- The Metropolitan Pole (cluster)
- The inter-Scot: a cooperation and dialogue process concerning strategic planning, which currently brings together thirteen territories forming the Lyon metropolitan area and 3,185,000 inhabitants.

Dates-clés du développement de la Métropole de Lyon



GOVERNANCE ENTITIES

our bodies lead the Metropolis of Lyon: the Metropolitan Council, the Permanent Commission, the Metropolitan Conference and the Territorial Conferences of Mayors.

The Metropolitan Council

Deliberative Assembly

It is composed of metropolitan councillors elected by universal suffrage. The Council of the Metropolis elects its President and the members of the Permanent Commission, which constitutes the executive of the Metropolis. Each decision is taken by majority vote.

As of 2020, the metropolitan councillors will be elected directly by the citizens. Until then, the 165 community councillors, elected in March 2014, hold the same office.

The Council of the Metropolis has created seven permanent commissions with various themes. The President of the Council of the Metropolis is the ex officio President of these commissions. Each committee shall appoint its vice-chairman and alternate.

Each committee shall have at least 30 seats; one seat shall be allocated to each political group.

The president of the former Urban Community of Lyon has become president of the Metropolis of Lyon.

The Permanent Commission

Executive Commission

The Council shall delegate some of its powers to its President and to the Permanent Commission. Each of the twenty-four Vice-Presidents is responsible for a specific area of competence.

The Metropolitan conference

Coordination body between the Metropolis of Lyon and the 59 constituent municipalities

Any topics of metropolitan interest may be discussed. The Metropolitan Conference draws up the Metropolitan Coherence Pact between the Metropolis and the municipalities within six months of each municipal council renewal. As a framework document, it proposes a strategy for the delegation of jurisdictions from the Metropolis of Lyon to the municipalities in its territory, as well as a strategy for the delegation of certain jurisdictions from the municipalities to the Metropolis of Lyon.

Territorial Conferences of Mayors

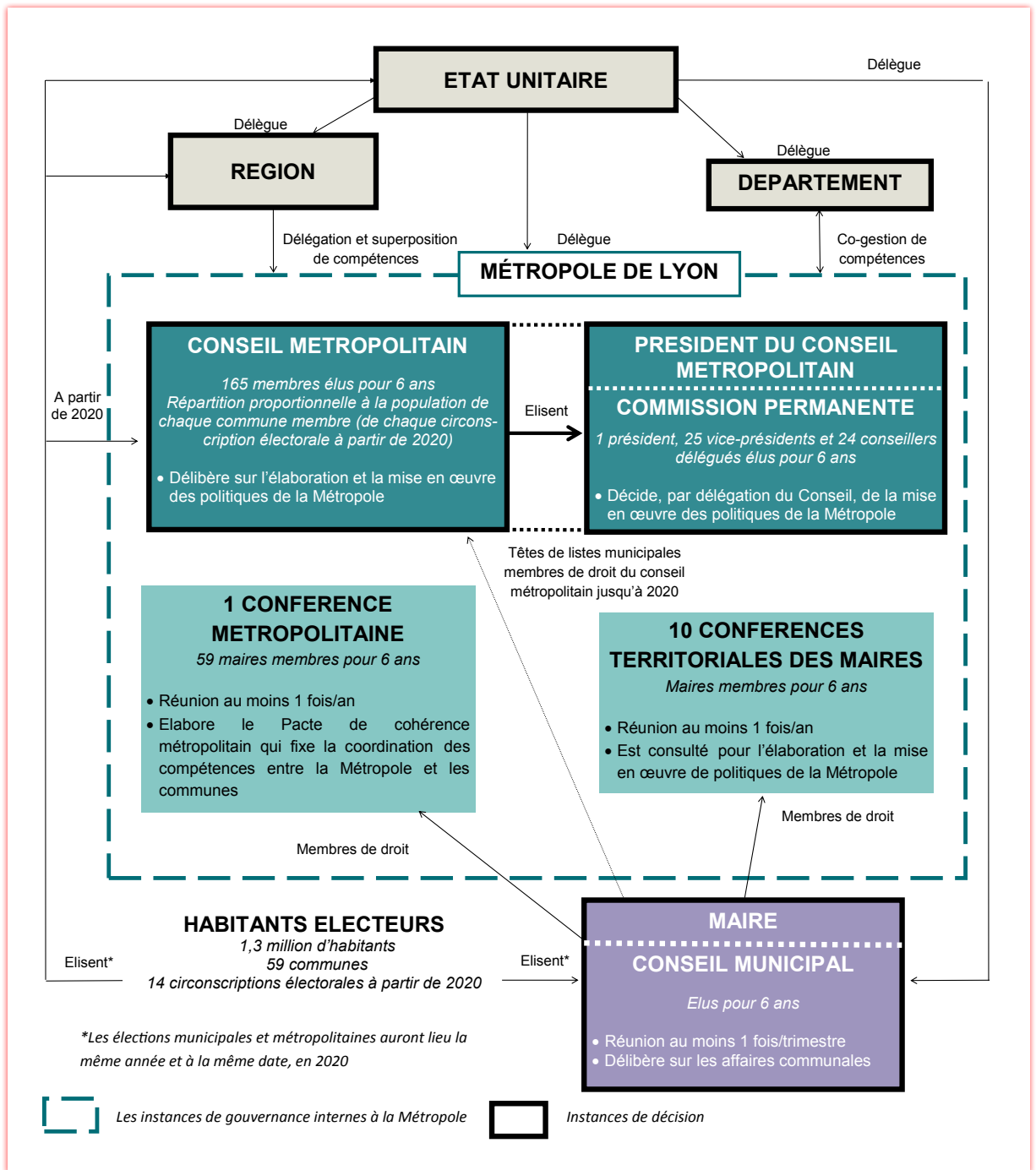
Advisory role

These bodies are consulted during the development and implementation of the Metropolis' public policies.

Their boundaries are determined by deliberation of the Metropolitan Council. Each conference shall elect a chairperson and a vice-chairperson from among its members.

They shall meet at least once a year, at the initiative of their chairperson or at the request of half of their members.

The Council of the Metropolis sets the operating procedures for the territorial conferences of mayors.



JURISDICTIONS OF THE METROPOLIS

Resulting from the merger of the jurisdictions of the urban community, the Rhône Department within the territory of the agglomeration and the municipalities, the Metropolis of Lyon has a general jurisdiction clause.

Water and sanitation

- Drinking water supply
- Waste water management
- Protection of aquatic environments
- Flood prevention

4,000 km for the drinking water system

Cleanliness

- Waste collection and treatment
- Management of waste disposal facilities
- Cleaning of public spaces

523,000 tonnes of waste collected and sorted annually

Major projects and urban development

- Development of public spaces and green areas
- Preparation of the Local Plan for Urban Planning and Housing (PLU-H)
- Management of the Parilly and Lacroix-Laval parks

Energy and the environment

- Preservation of air quality and natural spaces
- Promotion of waste separation and management
- Support for peri-urban agriculture
- Supporting the energy transition

22,575 hectares, i.e., 43% of agricultural and natural areas

Employment and economic development

- Support for business real estate
- Help for professional integration and entrepreneurship
- Attracting and supporting businesses
- Development of very high-speed networks

Knowledge and culture

- Support for the University
- Construction and maintenance of colleges
- Management of the Musée des Confluences and the Gallo-Roman Museum of Fourvière
- Support for major cultural and sporting events
- Support for associations and amateur sports clubs
- Support for artistic activities

Attractiveness and outreach

- Support for innovation and competitiveness clusters
- Attractiveness and welcome of tourists and major conferences

135,000 companies, 5 competitive clusters

Children and families

- Management of early childhood workers and day-cares
- Management of mother and child protection centres (PMI)
- Supporting the adoption process
- Actions for children at risk
- Management of family planning and education centres (CPEF)

Social Solidarity

- Help for the elderly and disabled
- Public health actions
- Conduct of city policy
- Allocation of the Active Solidarity Income (RSA)

Habitat and housing

- Support for housing construction
- Strengthening access to housing for all
- Support for thermal renovation and rehabilitation
- Financing of social housing
- Facilitating access to property

10,000 new homes per year

Transportation

- Development of public transit alongside the Syndicat mixte des transports pour le Rhône et l'agglomération lyonnaise (Sytral)
- Development of the bicycle network and encouragement of alternative modes of travel
- Maintenance of roads, bridges and tunnels
- Management of the northern ring road and expressways

3.9 million travelers per day, including 630,000 on public transport, 6 million visitors per year

MAIN SOURCES OF REVENUE	BUDGET	CAPITAL EXPENDITURES	OPERATING EXPENSES
66%: taxation (€1,746 million) 20%: State grants (€533 million) 14%: other management resources (€358 million)	2014 3 202 828 000€	€810 million (2015 provisional)	€2,390 million

The Metropolis of Lyon has two structures aimed at developing economic development strategies. It is also fully involved in large-scale urban projects.

Grand Lyon, l'Esprit d'Entreprise (GLEE)

Grand Lyon, l'Esprit d'Entreprise (Greater Lyon, the spirit of business) is an economic and development strategy developed by the economic players of the Lyon Metropolitan Area with the ambition of making the agglomeration one of the top 15 European metropolises.

These economic actors are:

- The Rhône Chamber of Trades and Crafts
- The Rhône General Confederation of SMB
- Eurexpo Lyon
- MEDEF Lyon-Rhône,
- The Greater Lyon Tourist and Convention Bureau
- The University of Lyon
- The Municipality of Lyon
- The Rhône Department

ONLYLYON is the banner and signature used in all promotional operations for the agglomeration and its international influence by all institutional and economic (public and private) players. The Metropolis of Lyon is ONLYLYON's main funder.

Social projects

- Smart metropolis
- New mobilities, the agile city
- Digital services, the easy city
- Energy, the sustainable city
- Conditions for innovation, the testbed city

A strategy based on the creation of major economic development sectors and deployed through major urban projects

- Lyon Confluence, an extension of the city centre on the southern part of the peninsula across 150 hectares. This new district, developed by the Société publique locale d'aménagement (SPLA) Lyon Confluence, aims at social and functional diversity
- Lyon Part-Dieu, business district
- The Blue Ring, redevelopment of the riverbanks and ecological continuity and redevelopment of the banks of the Saône
- The Anneau des Sciences, an urban ring road.

INTERNATIONAL RELATIONS

The Metropolis of Lyon is partnered with cities around the world, including :

— **In Europe**

Yerevan (Armenia), Frankfurt, Leipzig (Germany), Barcelona (Spain), Milan, Turin (Italy), Lodz (Poland), Birmingham (UK), Gothenburg (Sweden), Tinca (Romania)

— **In Asia**

Yokohama (Japan), Canton (China) and Ho Chi Minh (Vietnam)

— **In the Middle East**

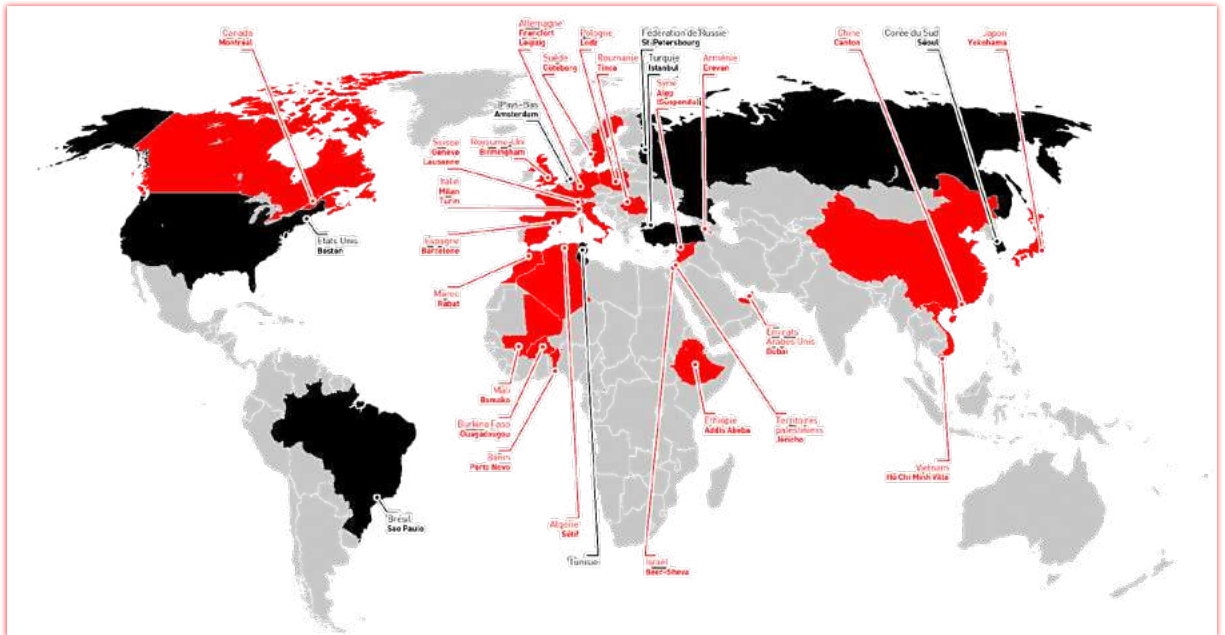
Dubai (United Arab Emirates), Be'er Sheva (Israel), Jericho (Palestine) and Beirut (Lebanon)

— **In North America**

Montréal (Canada)

— **In Africa**

Sétif (Algeria), Porto-Novo (Benin), Ouagadougou (Burkina Faso), Addis Ababa (Ethiopia), Haute Matsiatra (Madagascar), Bamako (Mali), Rabat (Morocco)



GREATER LYON'S PARTNER CITIES

It is also a member of several national and international networks, including

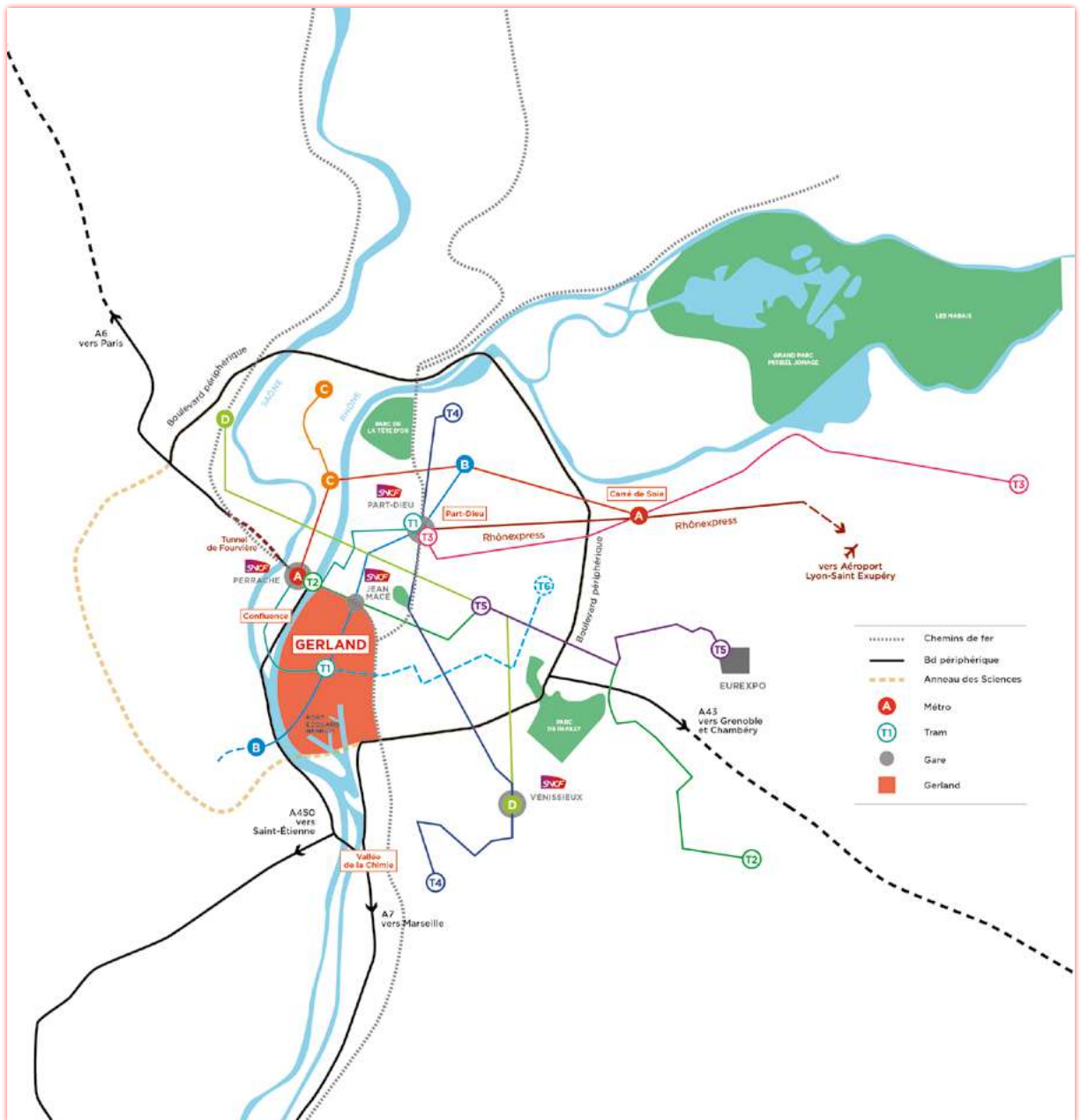
- **AFCCRE**, French Association of the Council of European Municipalities and Regions
- **AIMF**, the International Association of Francophone Mayors
- **IAEC**, International Association of Educating Cities
- **UCLG**, United Cities and Local Governments
- **Délice**, the Global Cities Food and Gastronomy Network
- **Eurocities**, the network of major European cities
- **France urbaine** (a merger of CUF, United Cities France and the AMGVF, Association of Mayors of Large Cities in France)
- **LUCI**, international network of cities on urban lighting
- **WHO Age-Friendly City**, World Health Organization's Global Network of Age-Friendly Cities
- **OWHC**, Organization of World Heritage Cities
- **UNESCO Creative Cities Network**

The Metropolis of Lyon has had the status of a territorial authority with general jurisdiction since January 1, 2015. This resulted from the merger of the powers of Greater Lyon, the Rhône Department within the agglomeration and powers from the municipalities. The Metropolis is fully invested in large-scale urban projects, as well as in the implementation of development strategies on an international scale. ONLYLYON is Lyon's urban marketing tool that supports the city's international promotion efforts.

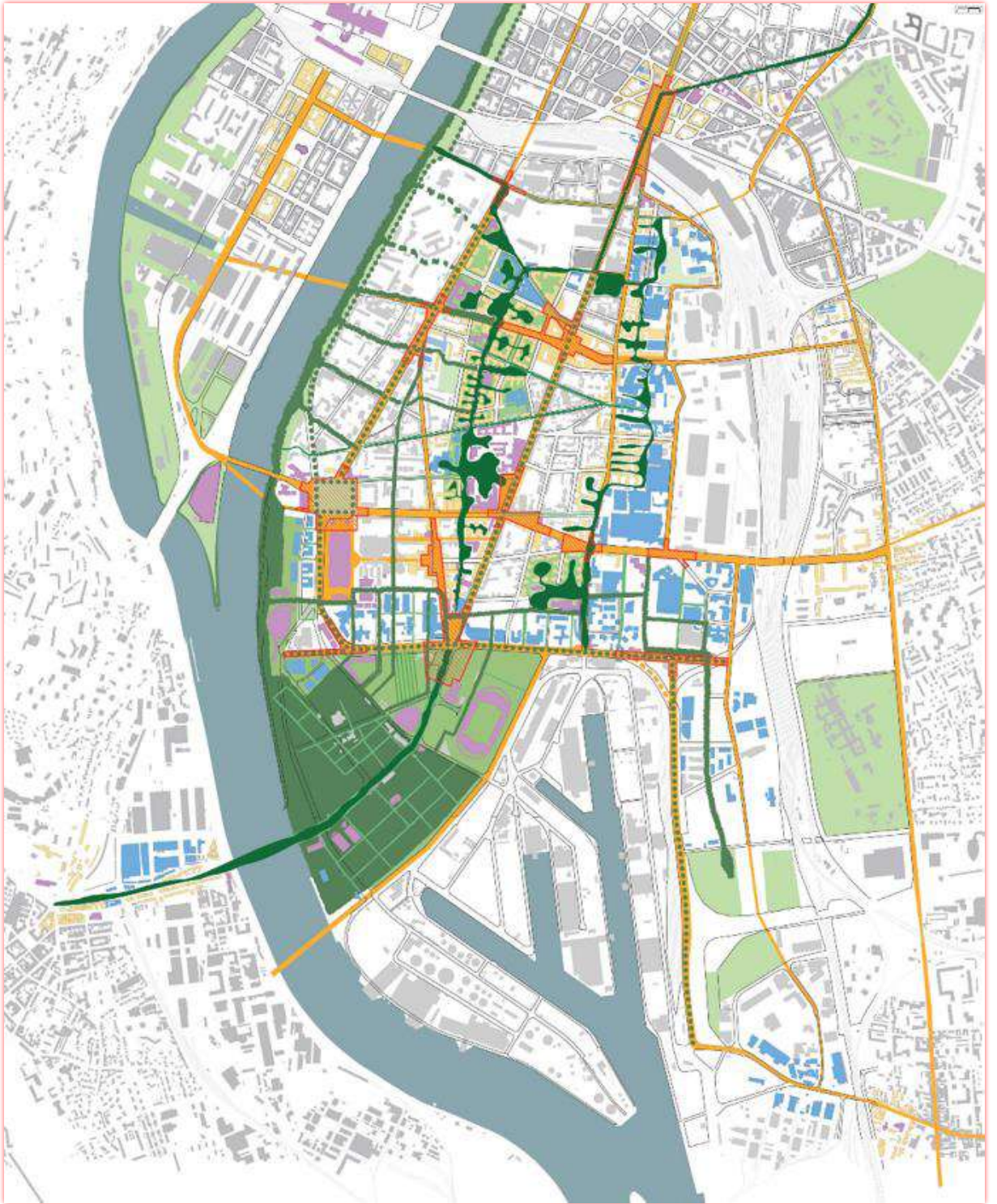
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7 GERLAND

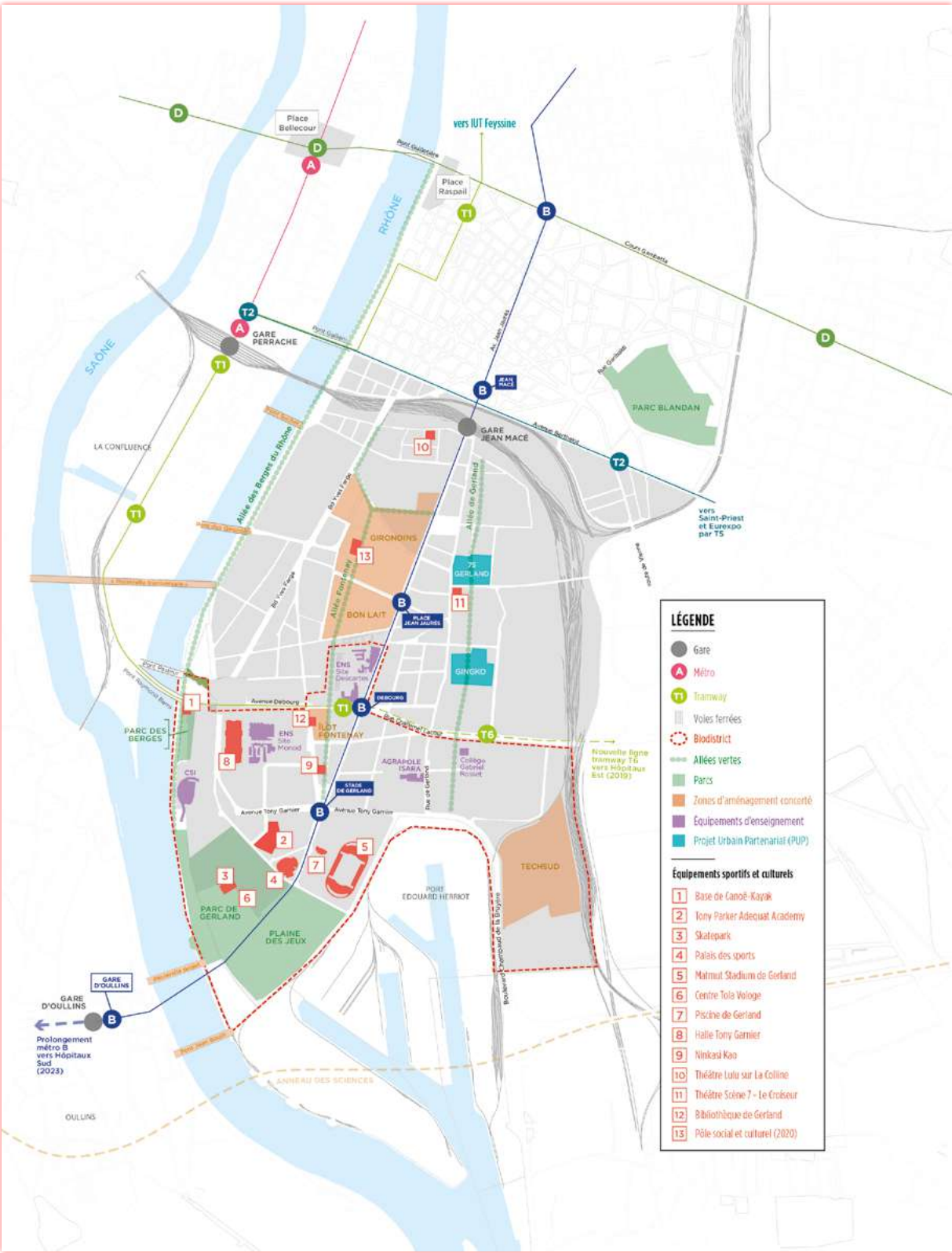
LOCATION



REFERENCE(S): MISSION GERLAND



SITE MAP



History of the district

A territory of 700 hectares, populated today by 30,000 residents, Gerland's transformation has accelerated over the 20th century and even more so since the 1980s. Its strategic geographical location (at the southern entrance to the city) and its significant land reserves make it a preferred location for urban development in the Greater Lyon area.

With an enclosed periphery and not very conducive to urban development because of the marshes, Gerland was the natural place to set up industries at the time of the city's growth a century ago. At the same time as industries were being set up in the area, the Gerland Stadium and the municipal slaughterhouses (now Tony Garnier Hall) were erected at the heart of a project on a scale never before seen at national level. The two worlds interrupted the industrial development of Gerland as planned by Tony Garnier, and the subsequent transformation of the district took place in an unplanned manner until the 1980s. The unsuccessful bid for the 1968 Summer Olympics did not justify the implementation of a development plan that could have strengthened Gerland's sporting vocation.

From the 1980s onwards, the renewal of the district really picked up steam. The industrial decline and decentralization brought the area out of its slumber, with the establishment of major schools (École Normale Supérieure), a technology park (now the Biodistrict), an urban park, hotels and high-end residences.

The transformation of the district was accompanied by the arrival of the Metro in 2000, the opening of the Jean Macé station in 2009 and the extension of the T1 tramway, which connect the area to the rest of the city of Lyon.

At the same time, massive public investments and the support of the local authorities (Greater Lyon and the City of Lyon) through a dedicated management and steering structure (the Gerland Mission) have made it possible to change the image of Gerland and to transform the area into a small new town within the urban fabric.

Future challenge: bringing the two faces of Gerland closer together

Although the metro line serves the heart of Gerland, and the connections with Jean Macé station (2009) and Oullins station (2014), and the extension of the T1 line to Perrache (2014), the extension of the T6 line to the East Hospitals (2019) and the B line to the Southern Hospitals (2023) all strengthen Gerland's accessibility and openness, many zones remain far from any service, such as the western fringe on the banks of the Rhône (Avenue Leclerc) and the southern sector of the Techsud ZAC.

Although there has been marked public action for many years on mutable sectors (ZAC Massimi, ZAC du Parc de Gerland, ZAC du Bon Lait, ZAC des Girondins) and on the creation of new public spaces (Parc de Gerland and des Berges, Place des Docteurs Charles et Christophe Mérieux, Square de Barcelone, etc.), many "historically" inhabited zones in Gerland do not benefit directly from these public investments, which are often very distant. This is the case with the social housing estates to the south (Cité Jardin), the Rue de Gerland, which is undergoing a true spontaneous real estate transformation, and the north of Gerland (Rue Nadaud, Rue Lortet), where public investment in roads has not followed.

Although the economic development strategy promoted by Greater Lyon is helping on the one hand to boost investor confidence in tertiary products and on the other hand to strengthen the Biodistrict in the south, the area is struggling to develop alternative real estate products that will enable activities to be maintained or developed, even though they are compatible with the eastern fabric of Gerland, which is very well served by road and rail (in particular, maintaining crafts and SMEs).

Although the historical presence of life science players, now reinforced by the Aguetant, Sanofi, Merial, Bioaster and IARC (International Agency for Research on Cancer) projects, makes Gerland a world-class urban health and biotechnology campus, it is regrettable that many of Gerland's inhabitants find it difficult to access the health care system mainly for socio-economic reasons (a very high rate of complementary universal health coverage (CMU-C) beneficiaries).

While the presence of highly renowned schools (ENS, Cité Scolaire Internationale, Lyon 1, Isara) contributes to the development of Gerland and its influence, the results of the Gabriel Rosset secondary school place it in a poor position among the secondary schools in the Rhône Department, and raise questions about the area's ability to continue its transformation in order to achieve balance and strengthen its image and attractiveness.

Consequently, one of the main challenges in terms of public investment is to accompany the "historic" sectors in their evolution in parallel with public actions already initiated in other zones of this vast area – to ensure that the two faces of Gerland are brought closer together in order to avoid social fracture and/or to attenuate its impact.



INTEGRATION, DIVERSITY AND BALANCE OF URBAN FUNCTIONS

PROJECT ANALYSIS

Master plan:

- Road network: the network provided for in the guide plan (2.7 km) aims to complete the existing network and open up the area.
- Open spaces: extending the nature of Gerland Park around the city via three landscaped pathways (Fontenay, Gerland, Berges).
- Mobility/transportation: The guide plan provides for a complementary public transit network facilitating east/west links to Part-Dieu and Confluence.

Urban programming:

- Density: adapting densities in order to maintain perspectives while creating enough value, notably to meet the challenge of soil decontamination.
- Social mix: adjusting the balance of supply and diversity at the block level.
- Diversity of functions the development of the economic cluster and the residential diversification must allow Gerland to be a world-class area for life sciences, while at the same time as neighbourhood life is developed through diversification of the housing supply, the maintenance of social services and the improvement of urban quality through greening and the reinforcement of the local commercial areas.

ACHIEVEMENTS

Development of the residential market has accelerated in recent years with a production rate of 400 housing units per year. The increase in the supply of housing has been accompanied by a strong increase in prices (over €5,000/m² for new housing today). From a historically very social area (first low-cost housing in the City of Lyon), the district has gradually diversified. The challenge of the major operations is to ensure a rebalancing of the social offer throughout the territory, particularly between the historically social south of Gerland and the more mixed north. All the projects in Gerland have between 25% and 30% social rental housing, 30% subsidized housing and 40% unrestricted housing.

The affirmation of the Biodistrict and the Sports/Health Campus also contributes to maintaining a fabric of activity in the area, guaranteeing a functional mix.

While the main principles of diversity are implemented as and when private (companies or developers) projects are carried out, the community's wishes are expressed through negotiated urban planning. The high densities required to meet the challenge of decontamination limit the development of large public or private breathing spaces. Some operations (e.g. Follement Gerland) are however references in terms of combining density and landscape, economic viability and urban quality.

The realization of the landscaped paths is done as a function of the projects: The Allée de Fontenay Sud was developed, northern part completed as part of the ZAC des Girondins and the Pré-Gaudry operation.

The availability of land in Gerland also leads to opportunity-based urban planning, which is an asset for diversity (establishment of the EM Lyon School of Management) but which is generally done to the detriment of public spaces.

Mobility is a major issue for the opening up of the district. The opening of the J. Macé station in 2009 constitutes a major hub in the north of the region. The extension of Metro B to Gare d'Oullins (2013) and the T1 tram (2014) will open up the area to the east and west.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Ensure the urban quality of Gerland by maintaining a high level of public investment, contrary to the decrease in public finances, for the realization of landscaped walkways beyond the only parts completed within the framework of operations.



- + Successful social mixing occurred by block (Bon Lait ZAC).
- + Affirmation of the world centre for life sciences with the new headquarters of the IARC (International Agency for Research on Cancer).
- + Strengthening of the Sports Campus with the arrival of the LOU (Lyon Olympique Universitaire) and the TPA (Tony Parker Academy).
- + Experimentation with new uses (Follement Gerland).

- The rate of production of public facilities is lagging the needs (school, college, etc.).
- Negotiated and opportunistic urban planning that has a negative impact on urban breathing space (high densities).
- Long-term evaluation of the experiences remains to be done.



THE FRIENDLY CITY

PROJECT ANALYSIS

Gerland aims to develop the concept of a friendly city. To achieve this, several urban design processes are implemented in Gerland to create new and innovative forms of the city:

- Charrettes: design workshops with multidisciplinary teams exploring new ideas in a limited time.
- Ideas competition: allows stakeholders (residents, architects, users, etc.) to come up with innovative solutions for building the city of tomorrow.

Beyond these processes implemented to shape the territory, principles and standards of sustainable development are imposed and influence the definition of urban forms:

- Double orientation of the buildings to optimize sunshine in dwellings and offices.
- Obligation to absorb water on the plot to limit discharges into the sewer system and the river.

ACHIEVEMENTS

The monitoring of projects and their definition is the subject of work by the Gerland Mission. Gerland's architect-urban planners are called upon for each request for a building permit in order to work with the project owners to achieve quality projects.

In 2017, the Lyon City Demain ideas festival took place in Gerland. Since 2013, this free festival, open to all, has taken over a changing district of Lyon to reflect on the evolution of urban lifestyles. The themes chosen were the food supply of tomorrow, the natural environment and mobility, and the social connection in the construction of the city of tomorrow. It allowed the inhabitants to experience 15 designers' proposals, to follow experimental routes and to imagine the city of tomorrow (workshops, conferences, animations).

The ZAC du Bon Lait and Follement Gerland are two examples of integration of environmental constraints: Le Bon Lait has 20% of green spaces irrigated by collected rainwater. A drainage trench accompanies the ditches and roof water is managed on the plot via infiltration wells. Within the framework of Follement Gerland, the environmental objectives (shared greenhouse, common garden, bicycle station...) are accompanied by a strong social project for residents, animated by a manager and a gardener.

La Commune opened in 2018 and is a symbol of the transformation of Gerland with an architectural heritage reappropriated to create a culinary incubator.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Do not put the economic model ahead of quality of use.
- Continue to implement ambitious urban design processes in order to make Gerland a territory of innovation and experimentation.
- Develop new forms of urban design in conjunction with private operators, stimulating innovation and experimentation and aligned with the progress of the territory's development.



- + Experiments to be renewed, such as for La Commune, which generates flows beyond the residents and users of Gerland.

- The need to carefully monitor experimental shared spaces in order to ensure their appropriation by the inhabitants and users (Follement Gerland).



THE BIODISTRICT OR THE CO-CONSTRUCTION OF CENTRE OF EXCELLENCE

PROJECT ANALYSIS

The participation process has gone through several phases in the overall territorial project:

- 2000s: very active consultation with workshops bringing together inhabitants and actors to consider the development of public spaces (Place des docteurs Mérieux) and more recently the ZAC des Girondins and the Place des Pavillons.
- Today, private operations carried out in the form of PUPs are less publicized and less concerted, while respecting the unavoidable regulatory procedures (prior consultation, public enquiries, etc.).
- In the context of the Biodistrict, work involving academics, researchers, employees in the south of Gerland and residents has made it possible to imagine the prospects and ambitions for the development of this high value-added cluster, while at the same time ensuring that it is integrated into the life of the neighbourhood, thus seeking new uses common to all users in the area.

ACHIEVEMENTS

The Biodistrict cluster of excellence is a special place for consultation and co-construction because it is at the crossroads of the life sciences sector economic policy, the territorial development policy, the innovation and research strategy and the Metropolis' smart city approach.

One of the major challenges is to ensure the physical and functional decompartmentalization of the Biodistrict in order to create the synergies necessary for each actor. The governance partnership (President, Mayor of the 7th borough, representatives of companies and academic bodies, representatives of public investors) was set up to facilitate implementing an approach based on four pillars:

- Identity, Marketing & Communication
- Business, Infrastructure & Services
- Research & Training
- Urban Quality & Mobility

One of the achievements of the partnership work is the Trend Book (Carnet des tendances) published in September 2017. It is a reference document for the players who make up the Biodistrict and aims to ensure overall consistency between public and private project owners, project managers, managers and actors in the ecosystem. Its development has been the subject of numerous working meetings with local authority departments, university organizations, companies and Gerland town planners.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Ensure that the inhabitants' expertise is taken into account in the framework of private development in order to maintain, beyond the regulatory participation procedures, good integration of the projects within the urban fabric.
- Maintain the partnership dynamic for the affirmation of the Biodistrict, particularly with companies in the life sciences sector.



- + Establishment of a governance partnership that allowed sharing issues and objectives to affirm the Biodistrict
- + A complete consultation with community services (investors & managers).

- The Trend Book is not prescriptive and requires political support to be better accepted and applied.
- Outside the Biodistrict, consultation is linked to the ambitions of private project owners.



FROM PRESCRIPTIVE TO NEGOTIATED URBAN PLANNING

PROJECT ANALYSIS

The transformation of Gerland is controlled by the community through the Local Urban Development Plan (PLU) (and the future PLU-Habitat) which plans the usage of land at the metropolitan level. In order to maintain control over the City's production, a Guide Plan for Gerland allows for the gradual opening up of construction rights in the PLU in accordance with the urban ambition for the territory.

The transformation of Gerland is now based on an ever-increasing partnership between the public and private operators. The community, less and less wealthy, remains in control of the programming and utilization of the available land. Thus, negotiation is done in such a way that private operators participate in the public investments necessary for their project.

Several types of operational arrangements are used to finance public facilities (schools, public spaces):

- Concerted development areas: Bon Lait, Girondins, Techsud
- Urban partnership projects: 75 Gerland, Gingko, 3 areas under study (Jaurès-Grande Famille, Marot-Bollier, Fontenay-rue de Gerland)

Built-up land is then an additional tax source for the community through property and housing taxes until 2018.

ACHIEVEMENTS

The Local Urban Development Plan (PLU) is the main planning tool of the community. In particular, it allows for balanced development and a mix of functions by prescribing the maintenance of activity in the city, which is less profitable than de-emphasized tertiary activities. The Metropolis relies on 2 PLU tools:

- Land reserves established through the urban right of first refusal
- Specific zoning in the future Local Urban Development and Habitat Plan (PLU-H) obliging the realization of active real estate programs.

Outside of the current general revision (approval in early 2019), an annual modification allows the opening of construction rights to project developers by integrating the conclusions of prior negotiations with the community. The Gerland Mission and its urban planners ensure the development of projects in line with the Gerland guide plan.

One of the tools used in the Gerland area is the Urban Partnership Project (PUP) created in 2009. Carried out for a development or within a perimeter, the PUP is a contract signed with the developers which fixes the financial contribution toward public equipment necessary and related to the development. The participation of the developer in the facilities is proportional to the use that will be made of them by the future inhabitants. It can thus finance public roads, squares, school classrooms, networks, amenities....

Beyond the PUPs, the ZAC remains an important tool for urban development thanks to the leverage effect it provides: in 2010, the public investment of €86 million in the Girondins ZAC allowed for private investment of €315 million. In addition, the tax gain generated by this development was estimated at €1.59M per year for the City of Lyon (2010 construction ratio and tax base).

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Maintain a high level of knowledge of projects in order to initiate discussions with project leaders sufficiently in advance and to co-construct an economically viable and quality project.
- Limit the effects of avoidance of contributions to public facilities: setting up PUP perimeters that require the agreement to be signed before the town planning permit is obtained.



- + The PUPs as agile tools of financial participation that also allow defining the urban quality with the project developer.
- + The PUP lays the foundations for a discussion on finance, which is an opportunity to discuss urban quality with the private sector.

- A rate of delivery of (school) facilities that is not in line with private operations.
- Decontamination as an issue that reduces the community's negotiating leeway.
- Difficulty in reconciling private economic models with urban development of general interest (density).



INSTITUTIONAL REORGANIZATIONS THAT REQUIRE RETHINKING THE GOVERNANCE OF URBAN PROJECTS

PROJECT ANALYSIS

The coordination and steering function of the overall Gerland project is carried out by the Gerland Mission, which was created to ensure the overall consistency of municipal and metropolitan public policies in this rapidly changing area.

In addition, the Gerland Mission is responsible for ensuring proper communication of information between the players, being the contact for all the public and private players who act on the territory. A technical project committee will meet every six months for a time of exchange with each project developer.

As a corollary to this technical organization, there is also a question of proposing the setting up of political steering bodies that will enable close political oversight shared between the Metropolis and the City of Lyon.

ACHIEVEMENTS

Public actors

Governance in the Gerland area has been in transformation since 2017. Indeed, the reorganization of delegations within the Metropolis and the election of a Mayor of Lyon who is different from the President of the Metropolis leads to a rethinking of the governance of Gerland: the challenge is to legitimize the maintenance of a joint city/metropolis team

within the Gerland Mission, which can guarantee the proper implementation of the urban project.

The growth in developments and project managers in the area reinforces the need for technical coordination with the Gerland project review, which is updated by the technical project committee. The aim is to ensure that information is shared between all the public players in the area (City, Metropolis, developers).

Some specific projects are subject to specific governance, such as the Edouard Herriot Port and the Biodistrict.

Private actors

The gateway for developers is the Gerland Mission. Working sessions with the urban planners enable the implementation of projects that are both economically viable and consistent with the territory's guide plan. Often, developers already have an offer on a property and a feasibility study when they contact the Mission.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Legitimize the maintenance of a joint City/Metropolis team within the Gerland Mission despite institutional and political changes.
- Set up regular steering and coordination bodies to anticipate urban and territorial issues.
- Ensure that contacts/discussions are held as early as possible with future purchasers of land so that projects take into account the constraints linked to the district's project as early as possible.



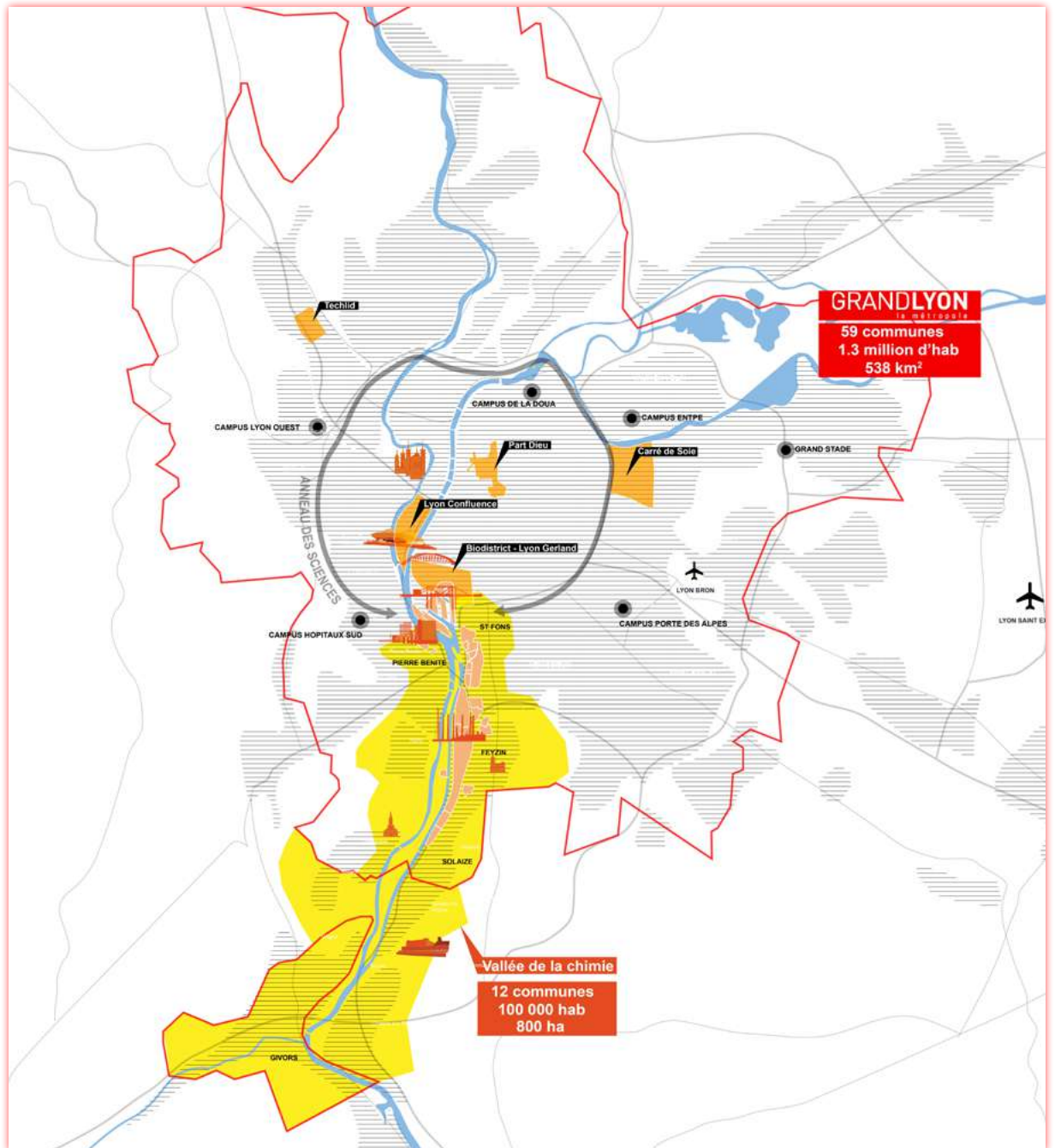
- + The dynamics of the project require strong governance.

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- Difficulty in setting up steering bodies and regular coordination.

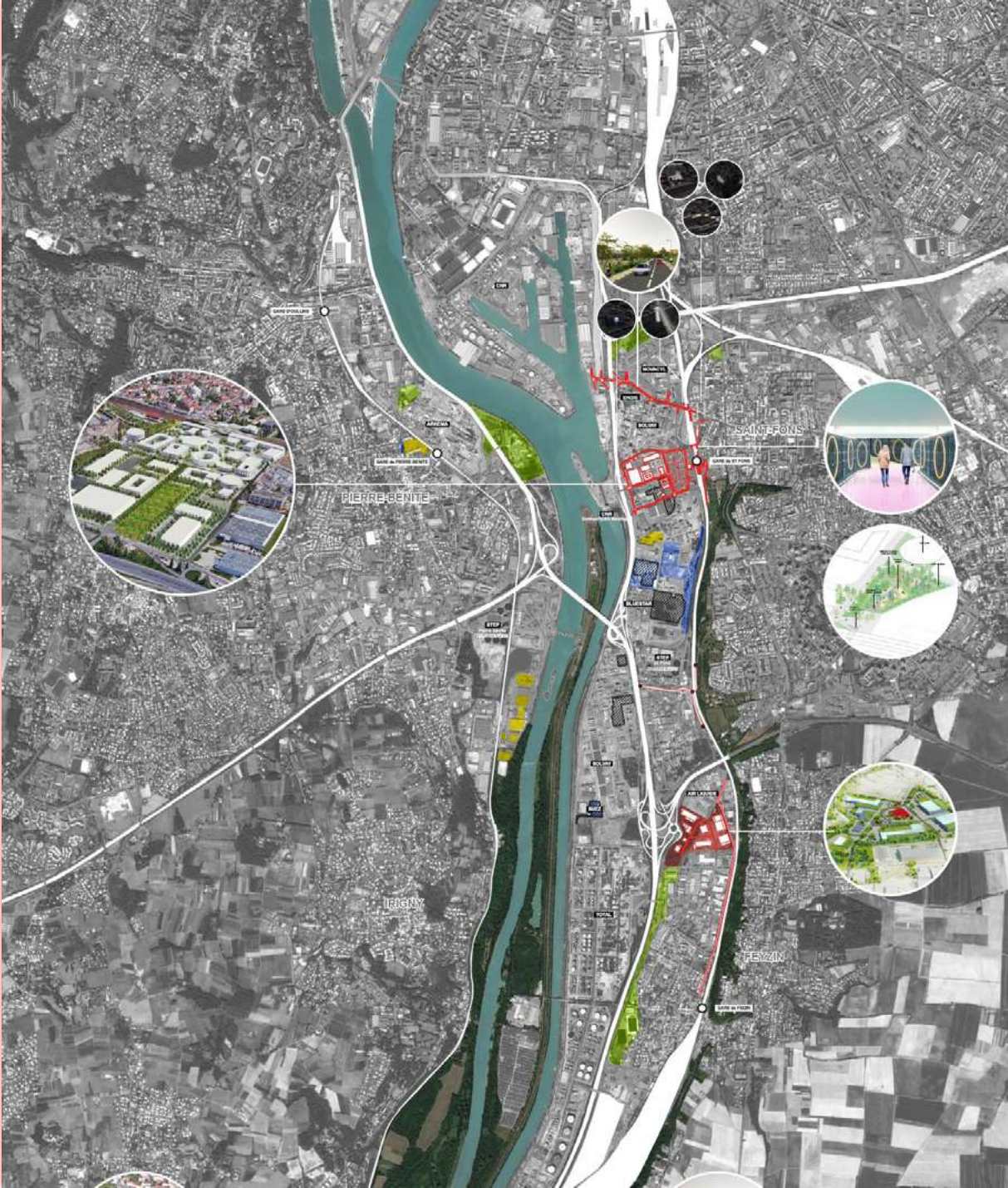
[D] CHEMICAL VALLEY

7 CHEMICAL VALLEY

LOCATION



REFERENCE(S): CHEMICAL VALLEY



History of the district

The shape of the Chemical Valley varies by point of view (institutional or usual), but our area of discussion includes 12 municipalities and just over 100,000 inhabitants on a territory of 9,400 ha. This composite perimeter brings together a variety of territorial and geographical situations: the agricultural plateaus, the string of inhabited towns, the escarpments and floor of the valley. The latter comprises an area of 3,200 ha, largely occupied and fragmented by transport infrastructures and by the Rhône and the canal.

Though the industrial history of the valley goes way back with the construction of the Perret factory in 1853, the creation of the Société Chimique des Usines du Rhône (specialized in the manufacture of dyes) in 1895 and the opening of the Paris-Lyon-Méditerranée (PLM) railway line, the major economic history of the territory was written in the epic of the Elf refinery and the Rhône Poulenc group. From an industrial area, the Chemical Valley became one of the most important petrochemical industry sites in Europe in just two decades after 1964.

This makes the industrial transformation of the valley quite a recent event. The opening of the refinery in 1964 and the disruption of the valley's natural ecosystem marked the beginning of a period of late, but politically and economically powerful, industrialization. The images of this period show quite clearly the process of large-scale land reconfiguration, with the only guideline being the search for industrial optimization and performance. In the following decades, the valley pursued this goal by sharing out the branches of activity among a number of industrial groups. These developments led to multiple spatial and building reconfigurations within industrial sites in response to changes in industrial processes.

This "industrial metabolism" structured a composite landscape, made up of industrial networks, transport infrastructures and the interlacing of chimneys and storage tanks. At the same time, the "regular town" developed over time in the gaps left open in the valley between the industries and the escarpments.

Target 2030

The Metropolis of Lyon is carrying out an ambitious planning and development project for the Chemical Valley, to be completed by 2030. It aims to strengthen the industrial and Research and Development (R&D) character in relation to changes in the chemical, energy and environmental sectors, to encourage better integration of this unique valley into the Greater Lyon area and help strengthen the metropolitan production base. In order to implement this regional project, the Metropolis of Lyon has entrusted the urban and landscape architect group "OMA-BASE-SUEZ Consulting" with the production of a guide plan. The latter includes four priority action sites and six development aspects:

- Diversification and economic infiltration
- Metropolitan Energy Plant
- Transnaturalness and Productive Landscapes
- Extension of the public transit coverage
- Relaunch your Port, reinventing the waterway
- Parc des Balmes (escarpments park)

The call for projects for the redevelopment of industrial brownfields in Chemical Valley, initiated by the Metropolis (L'Appel des 30 !), first launched in 2014 and relaunched in 2016, aims to voluntarily develop the land resources that can be mobilized to host economic and technological activities that will lead to the creation of the Chemical Valley of tomorrow.

This innovative and partnership-based call for projects involves 30 industrial players and partners to develop a hundred hectares of public and private industrial brownfields for economic use. The aim is to set up new activities in the fields of chemistry, energy and the environment, in areas "constrained" by technological risks (Chemical Valley Risk Prevention Plan approved in October 2018 after more than eight years of preparation) and soil pollution (landfill and industrial pollution).

The first foundational public investments in Chemical Valley (€8 million between 2014 and 2018) have had a strong leverage effect on private investments since, over the 2015/2020 period, more than €200 million will have been committed by industrial operators in the area.



INTEGRATION, DIVERSITY AND BALANCE OF URBAN FUNCTIONS

PROJECT ANALYSIS

Master plan

- Road network: The implementation of a concept of “innovative industrial” roadways is at the heart of the Chemical Valley project.
- Public spaces: The treatment of private spaces must be given the same attention as that given to public spaces
- Mobility/transportation: The guide plan provides for the development of the public transit network based on the existing rail network and offering a package of services (mobility as a service)

Urban programming

- Density: implementation of a strategy of infiltrating new programs into existing industrial sites by means of the Call of the 30!
- Social mix: rebalancing between the industrial valley floor and the peripheral municipalities so that Valley inhabitants can have priority to benefit from the new jobs.
- Diversity of functions: The Chemical Valley industrial platform offers a framework conducive to the establishment of new players and the development of innovative projects. A range of efficient services (security, catering, maintenance, etc.) and dedicated support facilitates integration of Research and Development (R&D), demonstration, experimentation and production activities into the value chain.

PROJECTS IN PROGRESS

Following the completion of the Chemical Valley 2030 Guide Plan, five sector plans were developed by the OMA-BASE-SUEZ consortium. These define the framework of the urban projects currently under development in the four municipalities of Saint-Fons, Feyzin, Pierre-Bénite and Solaize.

The development of a “productive” urbanity is based on a new form of resilient cohabitation between inhabited areas (more than 100,000 inhabitants in 10 municipalities) and industrial areas.

The proposed new urban seams aim to stretch beyond the limits formed by the major infrastructures (Rhône navigation canal, motorway, railways). Several projects for new crossings (bridges, passages under the railway tracks) are planned in the short term.

The functional mix, strongly limited by French regulations on industrial risks, is based on a strategy of infiltration of new activities (support, logistics, cleantech). The establishment of a chemical-energy-environmental industrial platform connected to its district is a priority issue in the district’s project.

The landscaping strategy proposed by the BASE agency is based on the concept of transnaturalité. The poorly accessible landscape strata (the escarpments, oxbow lakes and islands) are compensated for by the development of productive landscapes that create value. The implementation of a large-scale soil fertilization strategy on the one hand, and the creation of a short-rotation biomass sector on the other, are unique approaches.

The development of new mobility options, based on the SNCF railway stations and the Chemical Valley, is being encouraged. The development of last mile transport solutions and the implementation of a package of services (mobility as a service) are also proposed.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

To guarantee successful cohabitation between the industrial valley floor and the peripheral municipalities: in particular by encouraging the development of jobs adapted to the local population;

To guarantee efficient connections, by all modes, between the centre of Lyon and the industrial platform of the Chemical Valley in order to make the area more attractive;

Turning constraints (risks, pollution, deindustrialization, end of petroleum) into opportunities by promoting the establishment of new economic sectors and favouring the circular economy.



- + Strong district dynamics based on a public/private partnership.
- + Presence of major infrastructures in the district.
- + Global industrial players who want to continue to invest and develop R & D centres that are more urban in character.



- Strong constraints linked to technological risks (limited mix).
- Scale of the area and difficulty in quickly linking industrial sites to the centre of Lyon.
- Governance of the district which still needs to be built, particularly for energy and services...



REIMAGINE THE PERCEIVED VALLEY

PROJECT ANALYSIS

How can we transcend the currently negative images of Chemistry by inventing new forms of representation of the Valley?

The Chemical Valley Mission, in charge of the Valley's project, launched several idea competitions, well upstream of the planning and urban project process, in order to identify new ways of understanding the Valley:

- Competition with students from the School of Architecture and two engineering schools in Lyon, in partnership with the architect and elected representative from Barcelona Itziar Gonzales Viros
- Exploratory study of artistic and cultural support for the Chemical Valley urban project: aiming to propose large-scale artistic scenarios (including Land Art).
- A territorial Agenda 21 was set up in 2007 to encourage the participation of residents and industrialists in the environmental renewal of Chemical Valley.

In addition to these actions, the OMA-BASE-SUEZ architect/urban planner/landscape designer group has also undertaken a prospective urban design approach to affirm the transgressive character of the Chemical Valley on the scale of the Lyon metropolitan area.

In terms of sustainable development, the implementation of a territorial Agenda 21 across the Valley constitutes a singularity in terms of a major urban project. The new sources of development include the implementation of the Metropolitan Energy Factory concept in order to make Chemical Valley the "resource" region of Greater Lyon (currently

50% of the renewable energy produced in the metropolitan area comes from the Valley).

ACHIEVEMENTS

The creation of a new productive landscapes sector in Chemical Valley will enable the emergence of biomass, depollution and soil fertilization projects on abandoned land, or on land constrained by the Technological Risk Prevention Plan (PPRT) on which no other activity can be envisaged. The landscape will thus become triply productive, since it will enable at the same time:

- Creating a new, innovative and promising economic sector;
- Developing activities of strong environmental benefit for the metropolis and beyond;
- Offering a greener living environment to the inhabitants and users of the Chemical Valley using a land art approach.

In parallel with this approach, the Chemical Valley Mission wished to set up participative landscape actions in order to mobilize inhabitants in the transformation of their area.

Among the actions currently being developed in the Valley, the creation of a vast open linear park (Parc des Balmes) should make it possible to re-establish links between municipalities of the Chemical Valley while offering new viewpoints. This landscaped area should also encourage the connection of cultural centres of interest in the Valley (concert hall, arts centre, Feyzin Fort, etc.).

Finally, actions are being studied in the area of communications to the public on technological risks in order to reconstruct the public perception of risk.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- To promote the development of a visionary and qualitative architecture that will allow the invention of new perceptions, through the mission of chief architect entrusted to the OMA agency;
- Encourage the implementation of innovation and experimentation processes, particularly in the fields of landscape and energy.



- + An area of innovation, particularly in industry, which can reinvent itself with the establishment of new, more virtuous economic activities.
- + A team of architects/landscape designers in charge of the international Chemical Valley project that promotes the implementation of quality projects.

- A very negative perception of this territory and the chemical-energy-environmental sectors, which forces us to rethink our perceptions and representations.
- The mobilization of industrialists is currently limited due to their own economic constraints.



L'APPEL DES 30 ! (THE CALL OF THE 30!) BRINGING INNOVATION TO LIFE IN THE VALLEY

PROJECT ANALYSIS

“The Call of the 30! is a unique opportunity to experiment with building an operational project, in collaboration with public and private partners, and to develop synergies in a dynamic industrial ecosystem, in the heart of France’s 2nd largest economic hub. This innovative initiative, supported by the Lyon Metropolis and 30 public and private partners, is a concrete illustration of our economic diversification strategy, which aims to anticipate changes in the chemical industry, strengthen the energy and environment sectors, and support the emergence of cleantech activities” said David Kimelfeld, President of the Metropolis of Lyon.

Created in 2013 by the Chemical Valley Mission team, the Appel des 30 ! call for partnership projects is a unique mechanism for energizing a large territory within the framework of a participative approach involving public and private players.

This tool complements two other participatory approaches by the Metropolis in Chemical Valley:

- The Chemical Valley partnership charter signed between major industrial groups, the Metropolis and the State
- The Chemical Valley Agenda 21, with a dedicated public-private support tool: the Chemical Valley Sustainable Development Association

ACHIEVEMENTS

The first two editions of the Call of the 30! launched in 2014 and 2016 by Lyon's Chemical Valley Mission resulted in the selection of 25 implementation projects currently being deployed. In total, more than 200 new jobs and more than €250 million could be provided by various partners by 2030.

By bringing together the Valley's main public and private partners, the Call of the 30! has made it possible to build a community of players and to encourage the dynamics of mutualization and cooperation throughout the industrial platform area. The preparation, currently underway, of a third and final edition of this call for projects should enable this community to be extended to groups of residents, employees and associations present in Chemical Valley (in particular through the implementation of the concept of participatory landscape and with the promotion of new mobility services).

At the same time, a partnership charter for the Chemical Valley master project was signed in November 2014 by the Metropolis of Lyon and the Valley's principal large industrial accounts. The signatories of the partnership charter for the Chemical Valley industrial campus are: Greater Lyon, Air Liquide, Arkema, Elkem Bluestar Silicones, GDF Suez, IFPEN, Kem One, Novacap, Solvay, Suez Environnement, Total, the UIC Rhône Alpes GICCRA, the Rhône Alpes Region and the Rhône Prefecture.

In addition to their active participation in the Call of the 30!, the charter partners are committed to promoting energy efficiency, optimizing renewable energies and securing jobs, in line with the sustainable development objectives of the local Agenda 21.

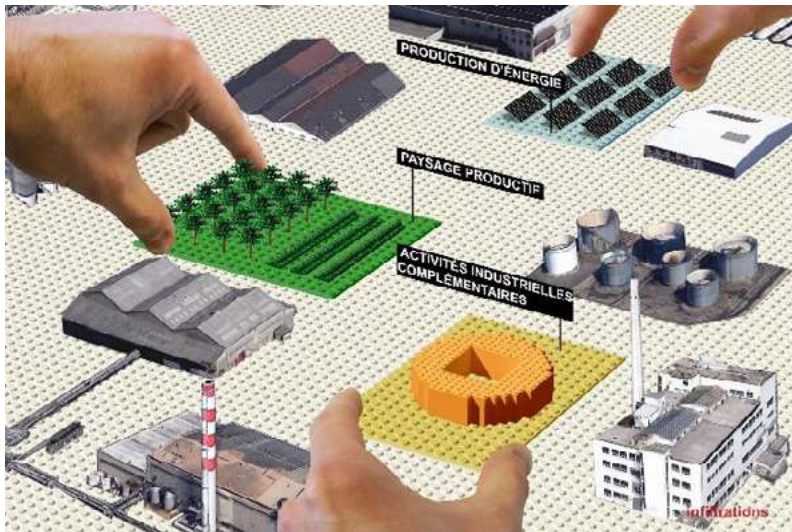
UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Find new levers to perpetuate the mobilization of the territory's actors in the context of the non-renewal of the Call of the 30! after the 2018 edition;
- Strengthen the participation of the Valley's inhabitants, especially those who do not work within the industrial platform, and reinforce the exogenous attractiveness.



- + Setting up a unique and singular governance within the framework of the Call of the 30!
- + New themes (participatory land-scapes, mobility, etc.) that encourage the mobilization of civil society in addition to employees and manufacturers.

- Lack of territorial governance with mixed public and private bodies.
- The inhabitants were strongly (even over-) solicited as part of the elaboration of the Technological Risks Prevention Plan, without having been necessarily heard, and are henceforth reluctant to engage in new participative approaches.



BUILD DEVELOPMENT PROJECTS BASED ON THEIR FUTURE USERS

PROJECT ANALYSIS

The development projects currently underway in Chemical Valley take different forms depending on the municipalities:

- Saint-Fons: Aulagne urban partnership project, development of public spaces and roads/infrastructure (town entrance, passage under the SNCF railway line, etc.)
- Feyzin: Sous-Gournay urban partnership project, development of public spaces and roads/infrastructure
- Solaize: Development of public spaces and roads/infrastructure (campus)
- Pierre-Bénite: Demolition and asbestos removal, restoration

What all these projects have in common is an iterative approach in which the development operations undertaken by the local authority (Metropolis of Lyon) result from the needs of users who wish to set up in Chemical Valley (mainly within the context of the Call of the 30!)

This means that development projects are not conceived upstream of the economic prospectation processes but according to the needs of the Valley's users, both current (industrialists, municipalities) and future (new projects). The negotiation is done in such a way that the developers participate, in a non-majority way, in the public investments necessary for their project. In all cases, the leverage effect of public investments allows private investments to be multiplied by 10.



The other originality of the operational arrangements currently being developed in Chemical Valley is linked to the very low level of land control by local authorities. Most of the land is brownfields owned by industrialists.

REALIZATION

Two major development projects, developed in the form of Urban Partnership Projects, are currently underway in Chemical Valley:

- Saint-Fons AULAGNE: development of a large cleantech business park directly connected to the Saint-Fons city centre and the train station (three minutes from downtown Lyon): 50,000 m² of floor space (industry, activities and tertiary premises, 500 potential jobs). The project is being carried out by the SERL/EM2C consortium (a planner and a developer/promoter), which won the first edition of the "Call of the 30!" as part of an urban partnership project.
- Feyzin SOUS-GOURNAY: development of real estate programs for chemical-energy-environmental activities and spaces dedicated to last-mile logistics. Project carried out in the form of an Urban Partnership Project with the SERL/EM2C consortium selected as part of the Call of the 30!

In addition, the Local Urban Development Plan and the Technological Risk Prevention Plan are also called upon to guarantee the maintenance of industrial and productive activities in Chemical Valley, in particular by limiting the establishment of other activities (commercial: automotive cluster, but also logistics, as demand is very high in the area).

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

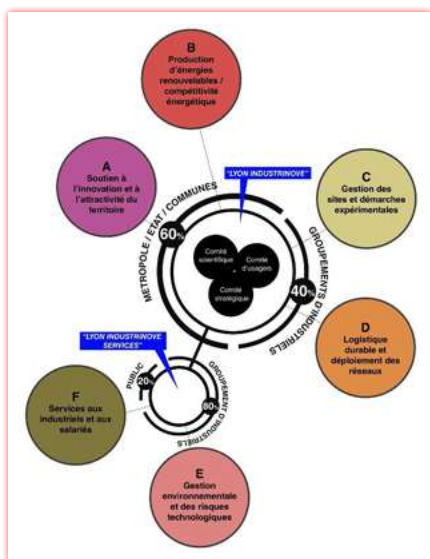
- Maintain a very strong leverage effect of public investments on private developments, using in particular reverse Urban Partnership Projects (which lead to requesting lower amounts of participation than those expected by the development tax – common law – due to the significant additional construction costs related to technological risks).
- Perpetuate specific zoning for industrial activities, in particular within the framework of the future Metropolitan Plan for Industrial Activities.



- + Development projects which are the result of calls for projects and which are built from the real needs of users.
- + A very significant leverage effect on private investments.



- A longer time to market due to the regulatory approvals (chemical/energy) which companies wishing to establish themselves are subject to.
- Pollution and technological risks have a strong impact on the balance sheet.



TOWARDS A DEDICATED PUBLIC/PRIVATE TOOL FOR THE MANAGEMENT OF THE LYON CHEMICAL VALLEY PLATFORM

PROJECT ANALYSIS

The Chemical Valley mission, organized in commando mode around a multidisciplinary team of 7 people from the Metropolis of Lyon, pilots and coordinates the entire territorial project. In particular, it implements four public policies:

- Economic and industrial development of the territory
- Urban development and improvement of the living environment
- Sustainable development and Agenda 21 (including mobility)
- Employment development, particularly the integration aspect

The Chemical Valley Mission is the only territorial mission of the Metropolis attached to the Economic Delegation (and not to Urban Development). However, for development projects, it benefits from technical co-piloting. Political governance, led by the Vice-President for the Economy, is supplemented as necessary by the Vice-Presidents for Technological Risks, Sustainable Development and Planning, Urban Development and Housing.

In addition to this public steering, the Chemical Valley Mission has also developed mixed public/private tools, particularly within the framework of the ad-hoc governance of the Call of the 30!

Lastly, a partnership charter sets out the development priorities shared by all the Valley's stakeholders since 2013.



REALIZATION

Partnership charter for the development of Chemical Valley

Signed in 2013 between the 11 largest industrialists in the Valley, the State, the Auvergne-Rhône-Alpes Region and the Metropolis of Lyon, it has enabled the players to implement shared governance tools for the development of the Lyon Chemical Valley industrial platform, including the Call of the 30!

The Call of the 30!

The “Appel des 30!” (Call of the 30!) has made it possible to unite all the actors of the territory in the same development dynamics. The success of this call for projects lies as much in the new partnerships (and poolings) that have emerged from this process as in the new implementation projects.

The VALDEN approach (Waste and Energy Recovery in the Chemical Valley)

This initiative was launched by the Chemical Valley Mission at the end of 2017, following the “Appel des 30!” (where many new business projects in the energy and waste management sectors never saw the light of day due to the lack of information and data sharing between the Valley’s industrialists). This should make it possible to define the precise form of waste management and energy production needs in relation to the Chemical Valley 2030 Guide Plan’s concept of the Metropolitan Energy Plant.

AGENDA 21

Agenda 21 has made it possible to increase the number of actions aimed at the Valley’s inhabitants and employees, and has encouraged the emergence of a territorial project culture, including within the technical team of the Chemical Valley Mission.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Maintain a priority connection between the Chemical Valley Mission and the General Delegation for the Economy;
- Launch a working group in 2018 for a new public/private governance of the Chemical Valley, especially post Call of the 30!



- + The Call of the 30! has encouraged the establishment of governance structures at the level of the territory project.
- + The Valley’s industrialists are now aware of the need to organize themselves, with the community, to develop an integrated chemical-energy-environmental platform that is competitive on an international scale.

-
- Conflicting (and/or commercial) relations between industrialists do not facilitate the establishment of platform governance.

CITY OF, MONTRÉAL

CONTEXT

7 CITY OF MONTRÉAL

INTRODUCTION

After presenting some socio-demographic data, this overview document briefly describes:

- the municipal organization of the territory (the City of Montréal and its boroughs, the Montréal Urban Agglomeration, the Montréal Metropolitan Community);
- the planning and regulatory tools in force ;
- the urban project management process ;
- the two selected projects, Griffintown and MIL Montréal.

A socio-economic profile created in 2016 by the City of Montréal reveals its territory covers an area of 365 km² divided into nineteen boroughs. Its 1.8 million inhabitants represent 88% of the total population of the Montréal Urban Agglomeration, 42% of the Census Metropolitan Area (CMA) and 21% of the entire population of the Province of Québec.

The city's population growth reached a rate of 3.3 percent between 2011 and 2016, adding 55,175 residents in five years. This influx of new citizens brings its population density to 4,821 inhabitants per km². The arrival of international immigrants, combined with a positive natural increase, explains this population growth.

Nearly six out of ten Montrealers are directly or indirectly of immigrant origin. Between 2011 and 2016, the top five countries of immigrant origin were, in order, Haiti, Algeria, Italy, France and Morocco.

Nearly two-thirds of the population aged 25 to 64 has a college or university degree. One in ten people, however, has no diploma. The labour force participation rate for the total population aged 15 and over is 64.1%, while the employment rate is 58.3%. A 9% share of the labour force was looking for work in 2016. The median annual house-hold income is \$52,519. A 17.9% proportion of the population is in a low-income situation (City of Montréal, 2016, socio-demographic profile).

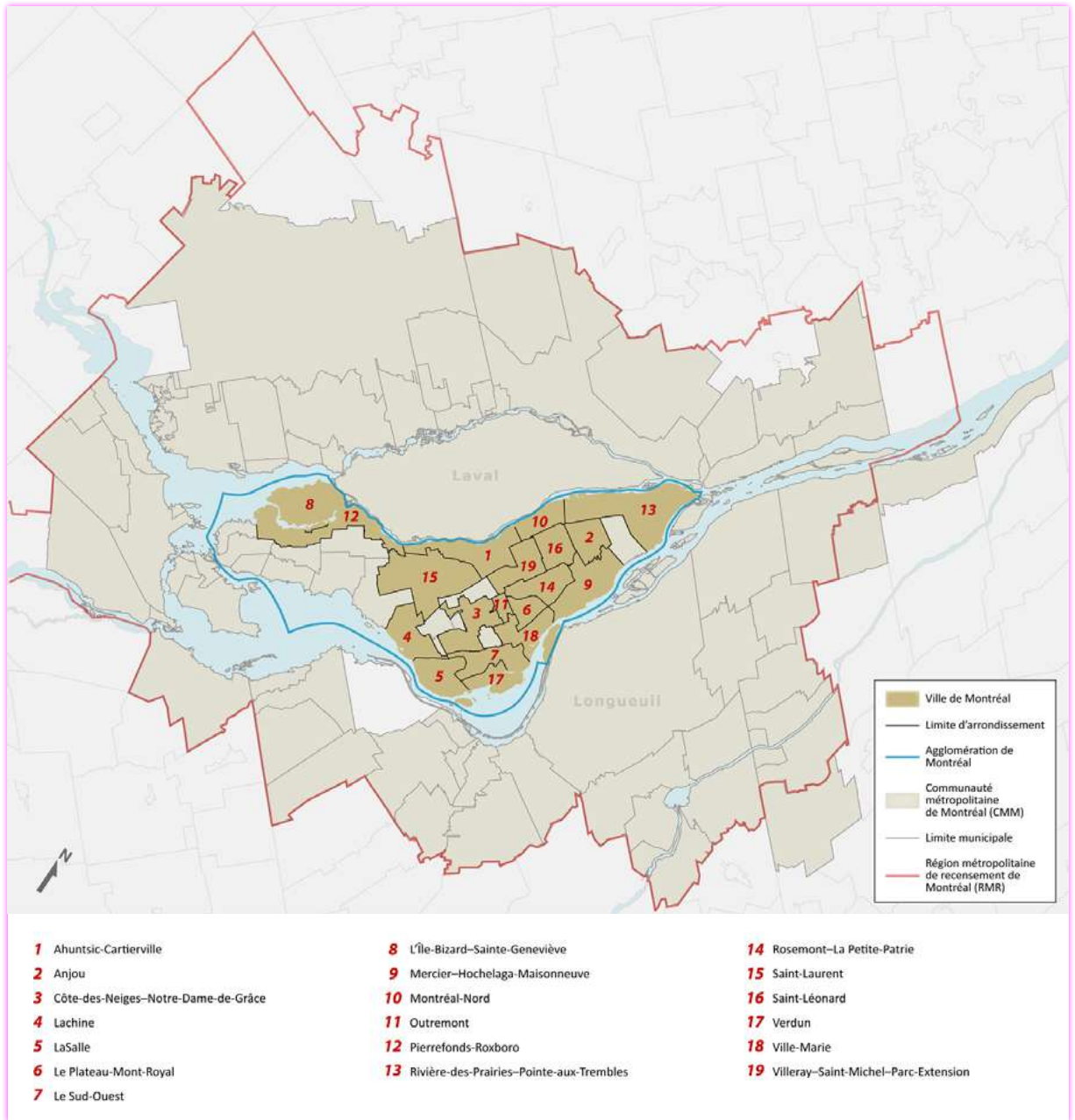
	Population (millions)	Superficie terrestre (km ²)	Densité
Communauté métropolitaine de Montréal	3,95	3837	1029
Agglomération de Montréal	2	497	4024
Ville de Montréal	1,76	365	4821

Source : Ministère des Affaires municipales et Occupation du territoire, 2017

REFERENCE(S): CITY OF MONTREAL, MINISTRY OF MUNICIPAL AFFAIRS AND LAND USE



MAP OF THE CITY, THE AGGLOMERATION AND THE MONTRÉAL METROPOLITAN COMMUNITY



MUNICIPAL ORGANIZATION

Each of Montréal's 19 boroughs is headed by a borough council composed of a mayor and at least four councillors. This borough council exercises local powers in the following areas:

- Urban planning;
- Waste management;
- Culture;
- Sports and Recreation;
- Social and Community Development;
- Parks;
- Roads;
- Housing;
- Human resources;
- Fire prevention;
- Non-taxation pricing;
- Financial management.

The central city is governed by a municipal (city) council composed of the Mayor of Montréal, the borough mayors (note that the mayor of Montréal is also the mayor of the borough of Ville-Marie) and 46 city councillors.

City Council adopts the annual city budget and the three-year capital program. In particular, it is responsible for urban planning, public safety and the environment. It also manages agreements with the government of Québec.

The Montréal Urban Agglomeration

The Montréal Urban Agglomeration (MUA) includes the city of Montréal and 14 other cities (also called "related cities") located on the island of Montréal. A 15th related municipality, Île-Dorval, lies adjacent to the island of Montréal. The MUA is governed by the Urban Agglomeration Council which is composed of:

- The Mayor of Montréal;
- 15 elected members of the Montréal City Council;
- 14 mayors from the related cities on the island of Montréal (Île-Dorval is represented by the Mayor of Dorval);
- one additional representative from the borough of Dollard-Des Ormeaux (due to the size of its population), designated by the Mayor of that city.

Each Municipal Council determines, by means of guidelines, the manner in which its elected representatives to the Agglomeration Council exercise their right to vote.

City of Montréal representatives hold about 87% of the votes in the Urban Agglomeration Council while the 14 suburban cities together cast about 13% of the votes. These vote percentages are proportional to the respective demographic weight of each city on the island of Montréal.

The Agglomeration Council exercises jurisdiction with regard to:

- Property assessment;
- Security services, including police, fire and 9-1-1;
- The Municipal Court;
- Social housing;
- Assistance for the homeless;
- The Waste Management plan, including the elimination and recovery of residual materials and the management of hazardous waste;
- Water supply and sewage disposal, except for local distribution networks;
- Public transit of persons;
- Economic promotion, including for tourism purposes, outside the territory of a related municipality;
- The major nature parks of the City of Montréal.

The Montréal Metropolitan Community

The Montréal Metropolitan Community (CMM) is a planning, coordinating and financing body that includes 82 municipalities. It is headed by a 28-member council composed of the Mayor of Montréal, 13 elected officials designated by the Urban Agglomeration Council and 14 elected officials from cities located off the island. The Mayor of Montréal chairs the CMM Council.

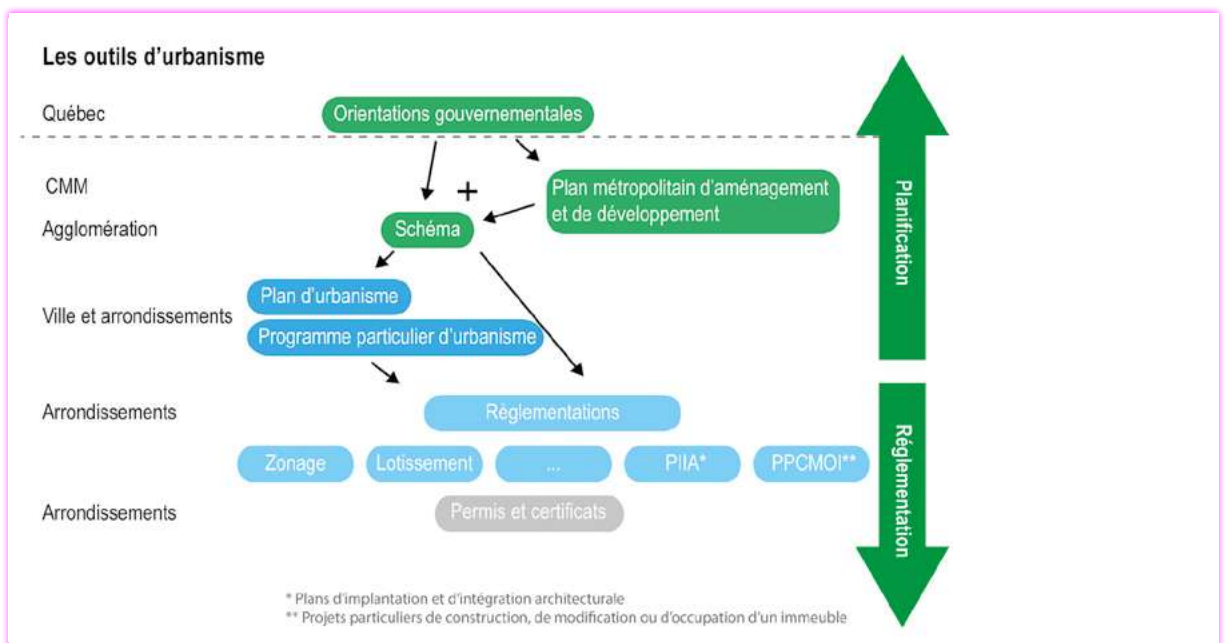
The CMM has jurisdiction in the following areas:

- Planning and development;
- Transportation;
- Environment;
- Economic development;
- Social housing;
- Metropolitan facilities and services.

PLANNING AND DEVELOPMENT ACT (LAU)

The Act Respecting Land Use Planning and Development (LAU) defines the planning and regulatory instruments that can be used to ensure the orderly and harmonious development of living environments. This law determines not only the obligations and powers of metropolitan, regional and local authorities, but also the rules of compliance between these different levels. From this law, follow:

- The following planning tools:
 - Metropolitan Land Use and Development Plan (PMAD),
 - The Montréal Urban Agglomeration’s Land Use and Development Master Plan;
 - the Urban Development Plan (including the Specific Urban Development Program).
- Regulatory and normative tools:
 - Zoning, subdivision and construction by-laws, etc.
- Discretionary regulatory tools:
 - The Specific Construction, Alteration or Occupancy Project for a Building (PPCMOI), the Site and Architectural Integration Plan (PIA), the Comprehensive Development Plan (PAE), etc.



Three planning instruments overlap and complement each other in the City of Montréal.

Metropolitan Land Use and Development Plan (PMAD)

The Metropolitan Land Use and Development Plan (PMAD), in force since 2013, establishes several major principles, objectives and criteria for the territory of the Montréal Metropolitan Community (CMM), relating to the planning of metropolitan transportation routes for people and goods, the optimization of spaces dedicated to urbanization, densification and mixed uses, and the protection and enhancement of the built and natural heritage.

Montréal Urban Agglomeration Land Use and Development Plan (SAD)

The coming into force of the PMAD led to the modification of the MUA Land Use and Development Plan (SAD). The Plan specifies and complements the agglomeration's major orientations in terms of planning and development. It also establishes minimum standards to be met by all municipalities on the island.

Urban Development Plan (PU)

At the City of Montréal level, an urban development plan (PU) was adopted in 2004. This one will be updated soon. The urban development plan contains pan-Montréal elements as well as separate chapters for each borough. The detailed planning section of the PU identifies certain portions of the city's territory that present complex urban planning issues that could not be addressed in detail prior to its adoption.

For all of these sectors, the City has conducted or is conducting a detailed planning exercise using an integrated approach adapted to the specificity of each case. These sectors to be transformed or built upon present issues that affect the entire city or directly concern more than one borough.

The urban projects studied as part of the Metropolis pilot project, namely the Outremont site and its surroundings, as well as the Griffintown sector, are sectors identified in Chapter 1 of the Urban Development Plan.

Integrated into the PU, the Special Planning Program (SPP) is a more precise planning exercise focused on a defined territory. The SPP applies to areas where a specific involvement of municipal actors is required, for example in the case of a redevelopment of a strategic sector important to the whole city. The SPP therefore provides for more detailed development of public and private space and makes it possible to plan and organize the investments and work to be done. The SPP, as a component of the PU, provides details to complement the latter's general orientations.

REGULATORY INSTRUMENTS

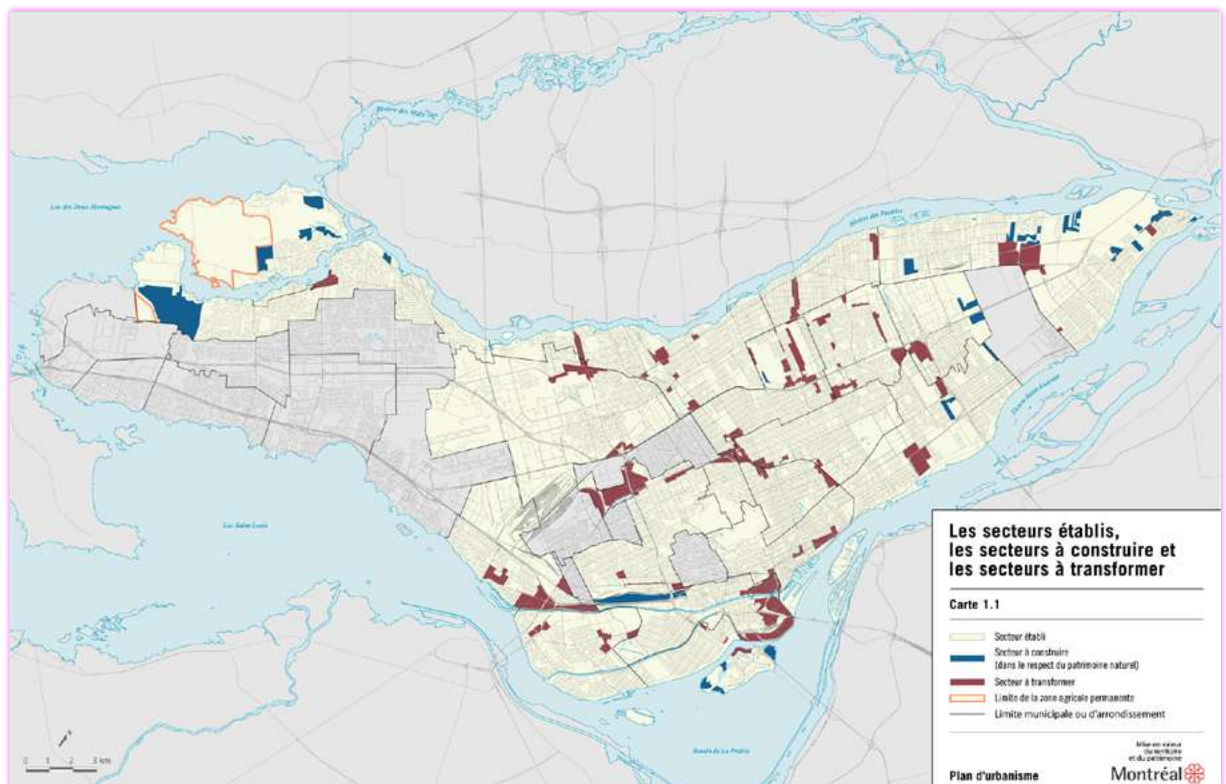
Urban planning is applied in the territory through a series of normative regulations. Zoning and subdivision regulations are two important examples.

Zoning By-law

The zoning by-law allows the territory to be divided into zones in order to control the use of land and buildings, as well as the location, shape and appearance of constructions.

Subdivision By-law

Through its subdivision by-law, a municipality may define the standards relating to the division of lots and the development of thoroughfares, regulate or prohibit cadastral operations and require conditions to be met for the approval of a plan relating to a cadastral operation.



DISCRETIONARY TOOLS

A series of discretionary tools can also be used to control the development of the city. Two of these tools are Specific Construction, Alteration or Occupancy Projects (PPCMOI) and Site Planning and Architectural Integration Plans (PIIA).

Special building construction, modification or occupation projects (PPCMOI)

Often referred to when implementing an urban project, the regulation on specific construction, alteration or occupancy projects (PPCMOI) aims to allow the realization of a project under certain conditions, despite the fact that it derogates from one or another of the municipality's planning by-laws. However, this project must remain in compliance with the urban development plan.

This by-law is often used to facilitate the development of problematic sites (conversion of buildings or land, insertion into the urban environment, etc.).

Architectural Integration and Implementation Plan (PIIA)

This by-law requires that any project located in a well-defined territory be subject to a qualitative assessment at the time of a permit application to ensure the quality of its architectural implementation and integration. This more flexible approach to evaluating projects based on criteria rather than standards is often seen as a factor that encourages the search for innovative solutions through an open exchange between the municipality and promoters. This approach is favoured in the development of projects of a certain scale where a certain unity and harmony is desired and those located in areas of special interest.

CHARTER OF THE CITY OF MONTREAL, METROPOLIS OF QUÉBEC

The Charter specifies the exercise of the city's various jurisdictions. Amended in 2017, it now recognizes the unique character of the metropolis and grants it more powers in municipal management, development and urban planning, economic development, immigration, housing, culture and heritage.

This legislative amendment also establishes a renewed economic partnership as well as a "Montréal Reflex" whereby the government commits to taking into account the particularities of the metropolis in the development of laws, regulations, programs, policies or directives that directly concern it.

Another important element of this charter is section 89, which allows for the realization of a large-scale project or a project of an exceptional nature, even if it deviates from the borough's urban planning regulations.

It concerns projects in the following categories:

- A community or institutional facility;
- Major infrastructures (e.g. airport, port, railway station, marshaling yard, etc.);
- A residential, commercial or industrial establishment located in the business core or, if located outside the core, with a floor area of more than 15,000 m²;
- A dwelling for persons in need of assistance, protection, care or shelter;
- A project relating to a heritage building or a project located on a heritage site under the Cultural Heritage Act.

However, the project must respect the objectives and provisions of the City of Montréal's Urban Development Plan.

PUBLIC PARTICIPATION

The public participation process for major projects is generally carried out by the Office de consultation publique de Montréal (the public consultation office or OCPM), an independent organization that carries out consultations in accordance with mandates entrusted to it by Montréal's city council or executive committee and which stems from the city's Charter.

These mandates mainly concern projects that fall under municipal jurisdiction in urban development and land use planning, but they can also extend to any project submitted by the executive committee or the municipal council.

The OCPM also has a mandate to propose rules to ensure that credible, transparent and effective consultation mechanisms are in place.

However, it should be noted that other public participation processes are used at the city and borough levels for urban projects of various kinds. These processes are carried out by the boroughs or municipal departments with or without the support of firms or organizations with expertise in the field.

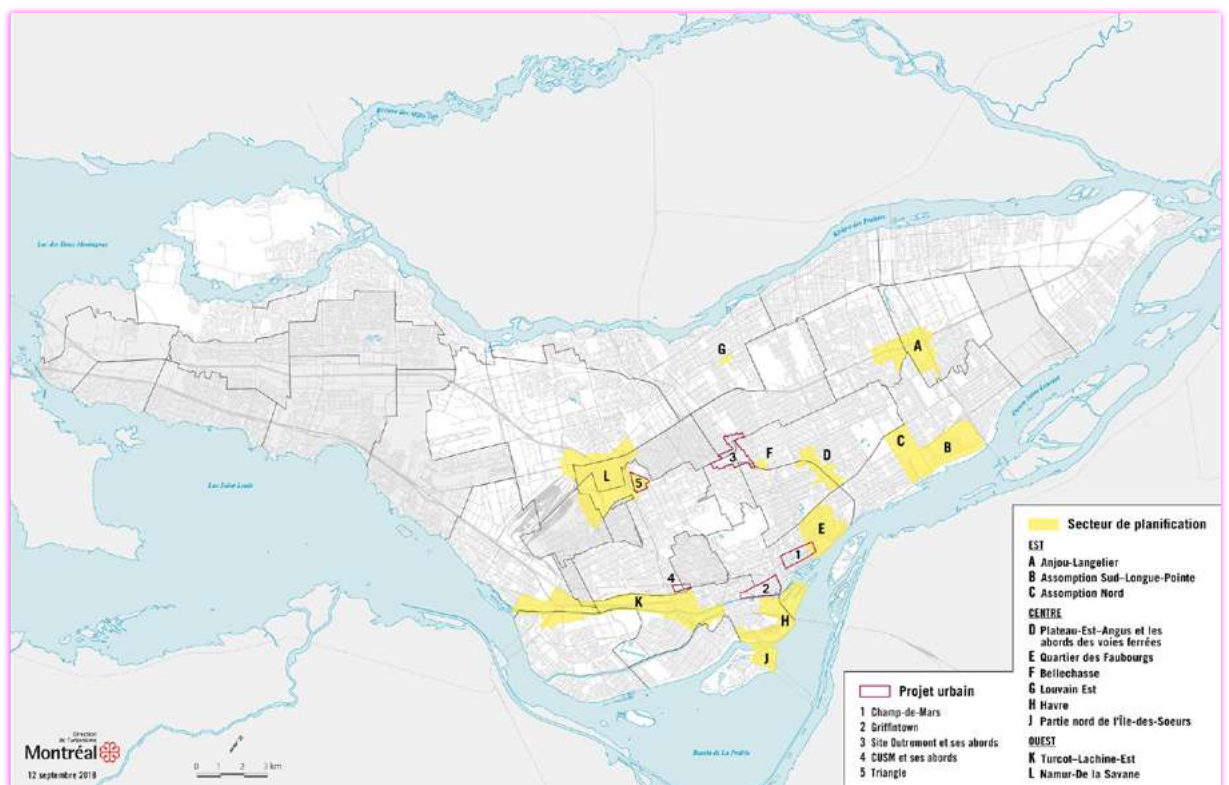
STRATEGY FOR INCLUDING AFFORDABLE HOUSING IN NEW RESIDENTIAL PROJECTS

Montréal is the only city in Québec to have adopted a strategy to include affordable housing in new residential projects. This strategy is the result of studies and initiatives undertaken since 2003. It is based on the analysis of certain foreign experiences as well as on the rigorous monitoring of the housing situation in Montréal. It was developed jointly with several stakeholders and submitted for public consultation in 2005 to improve it.

The strategy is one of the initiatives put in place to meet one of the objectives of the 2004 Urban Plan, which is to aim for 30% of all housing to be affordable. Half of this affordable housing is social and community housing, while the other half is privately owned affordable housing (affordable properties or rental units).

The Direction de l'urbanisme de la Ville de Montréal (the city's urban planning department) has adopted a multi-phase urban project management process that allows it to grasp the complexity of urban projects. This process differs from those established for more traditional projects in that it allows for action over a wider area and takes into account the length of a project's life cycle, its unique character, the complexity of interactions between the various stakeholders, as well as the overall costs and significant impacts.

This management process addresses both major planning areas and urban projects (see map below). It involves the city and borough departments concerned as well as certain partners.



URBAN PROJECT MANAGEMENT

This iterative process includes five steps:

Justification: This step involves defining governance and developing a work plan. Preliminary studies are carried out to establish a portrait and a diagnosis from which a vision and preliminary orientations are derived. These are then validated and improved in light of the results of the public consultation process.

Startup: This stage includes an ideation phase and the presentation of development hypotheses and a second phase relating to the choice of the preferred scenario based on the results of technical and financial feasibility analyses. This stage also includes the development of various financial, real estate and regulatory strategies. A participatory process is also planned to validate the recommended actions.

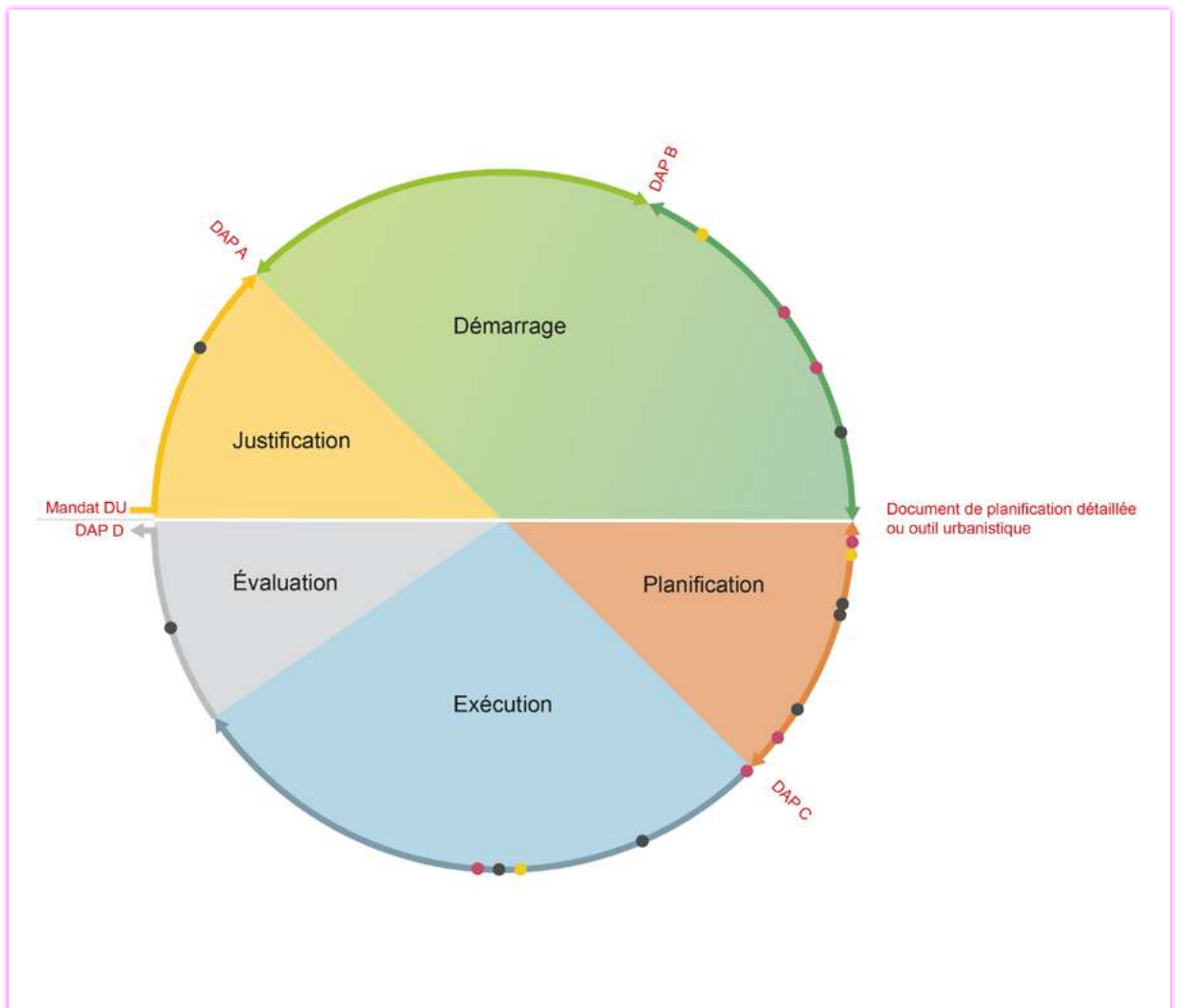
Urban planning: This stage consists of putting in place the means to implement the project by developing a project work breakdown structure, adopting or modifying the regulations, developing management

tools for the public and private domains, preparing estimates and any other content required for project implementation.

Execution: This stage corresponds to the realization of the project and includes first of all the elaboration of a preliminary project which is submitted to a participative approach, then the preparation of the plans and specifications and finally the realization of the work. Project monitoring ensures that the vision, planning guidelines and social contract are respected.

Evaluation: This step consists of providing feedback on the entire project by evaluating the achievement of project objectives in terms of cost, quality and schedule.

This process and the standardized tools put in place ensure a greater probability of achieving all the objectives of urban projects.



PRESENTATION OF CASES STUDIED

This document presents two cases that have been planned and are currently being implemented as urban projects, namely the Griffintown district and MIL Montréal (at the Outremont site and its surroundings).

The choice of these two projects reflects the Montréal's desire to discuss the role of public power in the area of managing development. In the case of the Griffintown sector, the requalification had already been initiated when the city drew up its planning document. In the case of the Outremont site and its surroundings, a common vision of development and the terms and conditions of realization between the main partners were clarified before the development began. These two cases allow us to highlight the levers and obstacles of urban projects and the city's methods of intervention in the development.

Covering an area of approximately 84 hectares, the Griffintown urban development project aims to redevelop a former industrial district located on the north shore of the Lachine Canal. Its location close to the business core and the city's main attractions contributes greatly to a real estate boom in the area. Characterized by an industrial structure inherited from the 19th century, the project aims to create a mixed environment, rooted in the 21st century but respecting the identity of the old district.

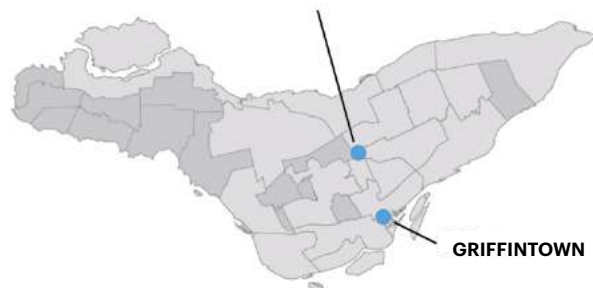
The MIL Montréal project covers the site of a former rail yard and part of its northern, eastern and southern fringes, totalling 118 hectares. It is located at the junction of several municipal territories with highly diversified profiles. The Outremont and surroundings project emerged from the University of Montréal's need for additional space to meet the evolution of its activities and ensure its long-term development. It aims to develop a new sustainable neighbourhood and to redevelop former industrial and commercial sectors which are currently being transformed.

As defined by the agreement signed between the Brussels Capital Region and Metropolis, each project will be addressed according to the following five main themes:

- Urbanity (Urban Character)
- Urban Design
- Participation Process
- Project Organization
- Governance

A more detailed description of these urban projects is available following this overview. Two project profiles have been produced based on the five main themes mentioned above. This overview describes the context for urban projects by presenting the broad outlines of Montréal's planning, regulations and project development processes and tools.

MIL MONTRÉAL AND ITS SURROUNDINGS



AERIAL VIEW OF GRIFFINTOWN IN 2013



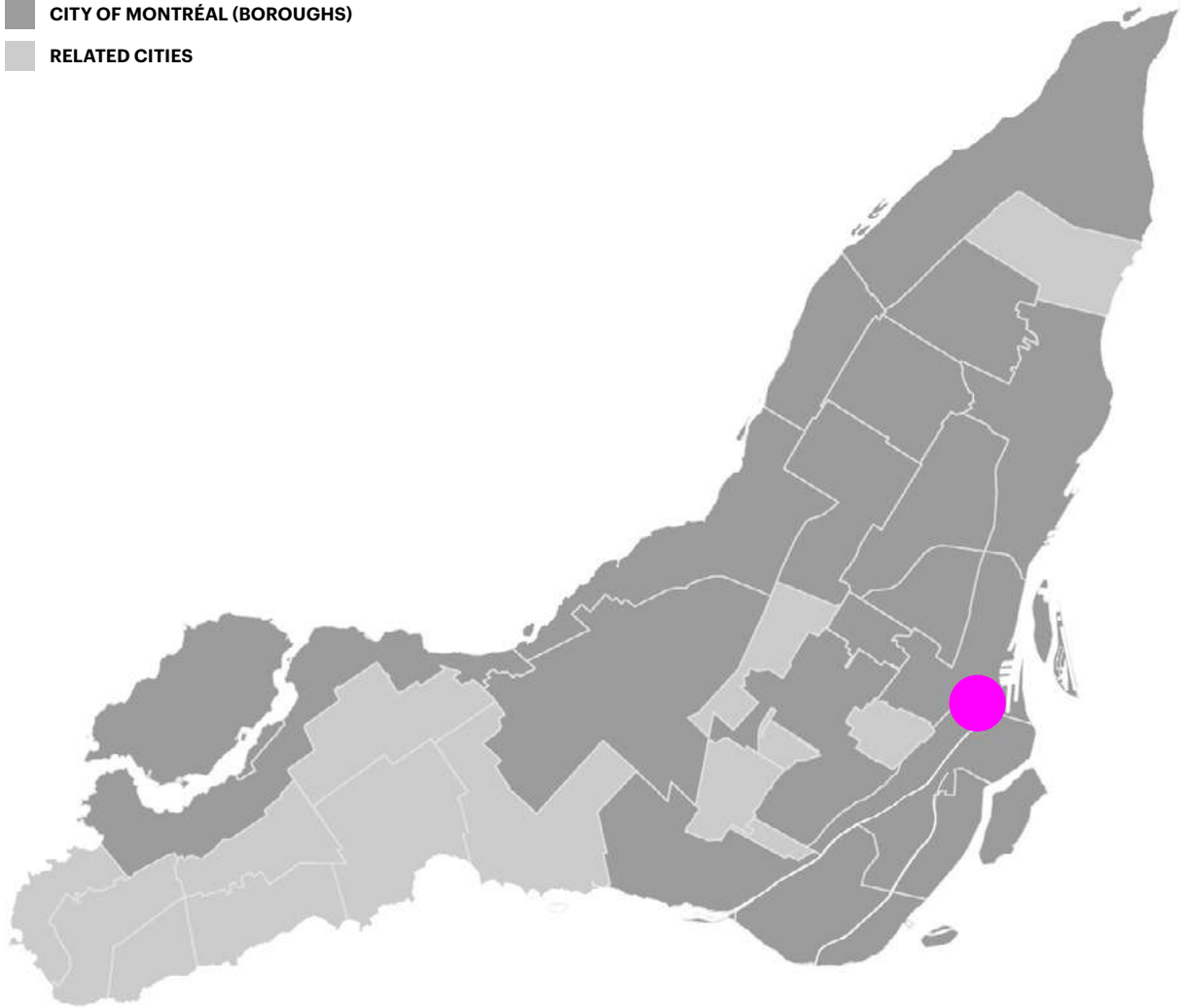
AERIAL VIEW OF THE MIL MONTRÉAL SITE IN 2015

[E] GRIFFINTOWN

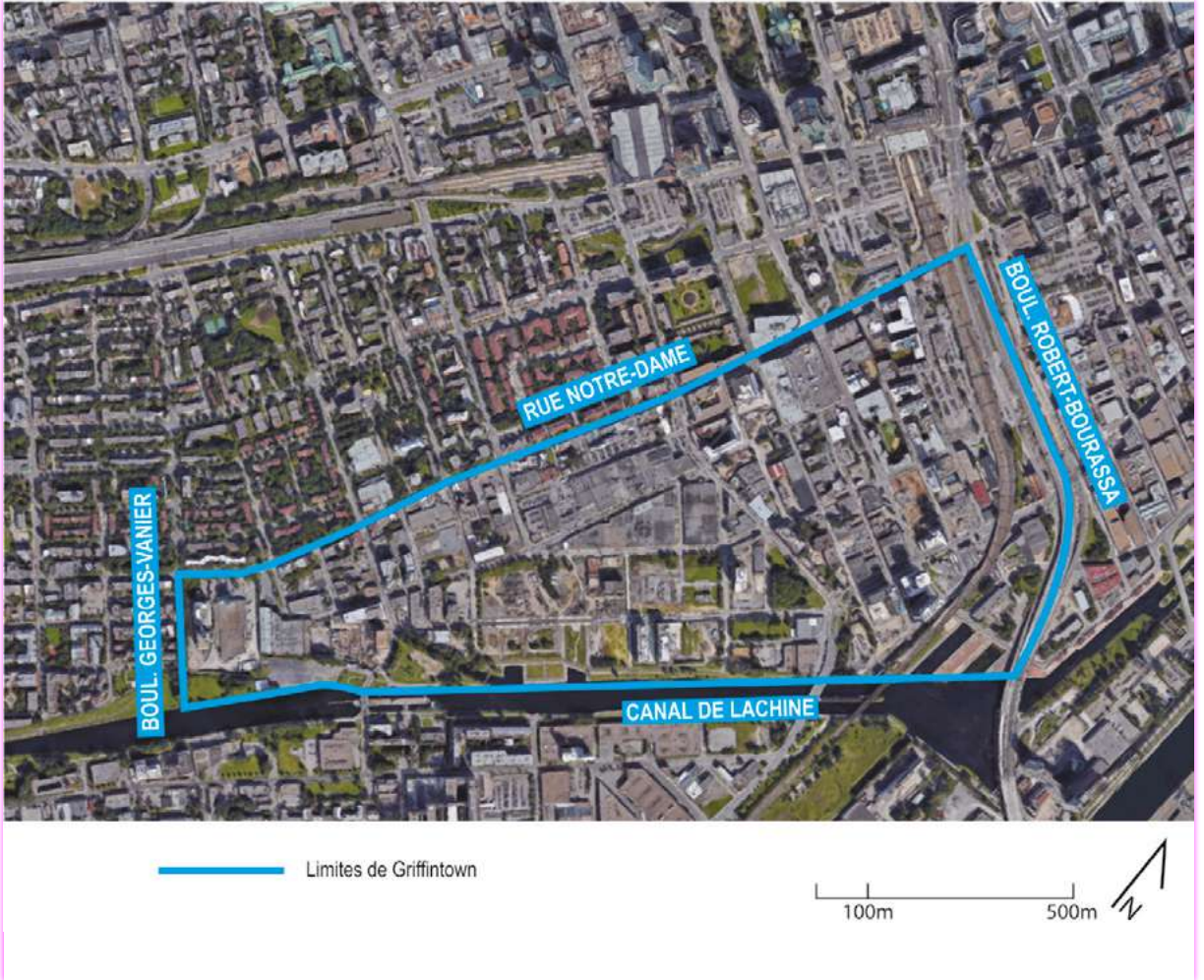
7 GRIFFINTOWN

LOCATION

- CITY OF MONTRÉAL (BOROUGHES)
- RELATED CITIES



REFERENCE(S): CITY OF MONTRÉAL



PROJECT CONTEXT

Griffintown is one of the 24 detailed planning sectors identified in the City of Montréal's 2004 Urban Plan. This vast district, covering nearly 84 hectares (836,000 m²), is located entirely in the Sud-Ouest borough, right next to the business district, the Faubourg des Récollets, Pointe-Saint-Charles and the historic district of Old Montréal. (City of Montréal, 2013)

This urban project aims to requalify a former industrial district located on the north shore of the Lachine Canal. This area of profound change is bounded by Rue Notre-Dame Ouest to the north, the Lachine Canal to the south, Boulevard Georges-Vanier to the west and Boulevard Robert-Bourassa to the east. Its location, on the edge of the business district, near three Metro stations as well as along the banks of the Lachine Canal, gives it particular appeal (City of Montréal, 2018d).

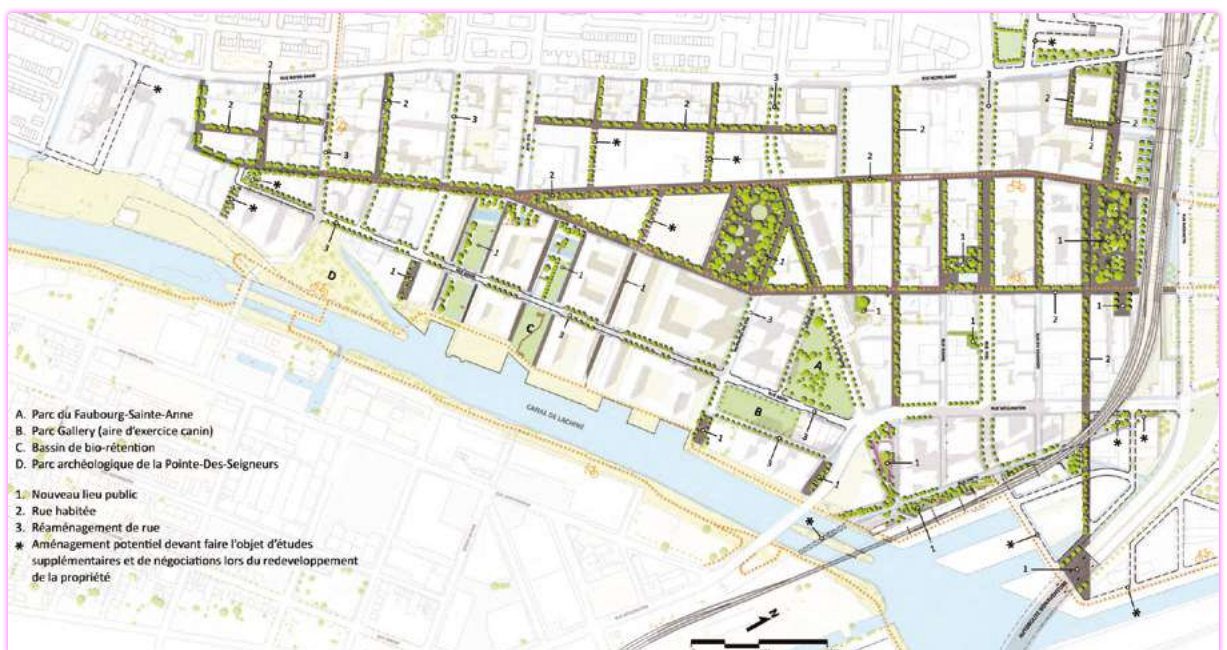
The first subdivision exercise in the area was commissioned by Mary Griffin around 1806, after whom the neighbourhood is now named, and produced by surveyor-architect Louis Charland (Québec City, 1772 – Montréal, 1813). Charland proposed an orthogonal street grid, an innovation at the time. Montréal became an industrial city following the widening of the Lachine Canal between 1843 and 1848 in what is now Griffintown. At the time, it comprised the Faubourg Sainte-Anne and part of the Saint-Gabriel farm. The district quickly developed at the pace of industrialization. Difficult living conditions prompted many residents to leave their neighbourhood.

From 1940 onwards, the working-class neighbourhood disappeared as now-dilapidated factories closed down one after the other. The neighbourhood declined until the late 1990s, when the revitalization of Old Montréal, the establishment of the École de technologie supérieure (ÉTS) school of engineering and major investments in the development of the Lachine Canal had a ripple effect on the sector.

Several planning exercises have taken place in Griffintown, including the 2008 master plan for the Bassins du Nouveau Havre (new harbour basins) site. This real estate project is in fact the conversion of a former Canada Post sorting centre, owned by the federal government, near the Lachine Canal.

Subsequently, the neighbourhood attracted interest from real estate developers and a development agreement was signed with Devimco in 2010, which led to the creation of the first Special Planning Program (SPP) in the area, the Peel-Wellington SPP. This SPP did not cover the entire Griffintown district, but was limited to the area around the intersection of Peel and Wellington streets. It never came into force, due to its unpopularity with the general public and a current economic crisis.

A Griffintown SPP was finally adopted in 2013. It is still the reference document for planning in the area, as it has a unifying project that encompasses all property developments. This document covers the entire territory of Griffintown and includes, without modifying it, the Bassins du Nouveau Havre Master Plan.



DEVELOPMENT OF THE PUBLIC DOMAIN OF GRIFFINTOWN (PPU, 2013)

This SPP establishes the broad lines of development on the Griffintown site, after an in-depth analysis of its history, needs and potential. The contribution of the ÉTS engineering school to the redevelopment of the Griffintown neighbourhood should not be minimized. This institution's ambition is to create an urban campus where the university's premises and a large number of student residences will be located. Since 2009, it has been working with partners such as McGill University to create the Innovation District, in which Griffintown plays a central role.

This SPP is based on showcasing the heritage and promoting new development and sustainable mobility practices. It is considered a unique requalification project, particularly because of the role played by public places as levers for urban transformation. Characterized by an industrial structure inherited from the 19th century, the project aims to create a mixed environment, rooted in the 21st century but respecting the identity of the old district. As an extension of the downtown area, this sector will breathe new life into the neighbourhood thanks to its attractive location and the diversity of its public spaces (Ville de Montréal, 2018d).

In addition to the Griffintown SPP, this neighbourhood is also identified in other strategic planning documents at the regional level, such as the Montréal Urban Agglomeration Development Plan and the Downtown Strategy.

The plan mentions the Griffintown neighbourhood in its objective of consolidating the urban compactness of the agglomeration's central area. It is one of downtown's strategic development areas, despite the fact that it is located on the fringe of the Metro network, not directly connected to it. Griffintown is part

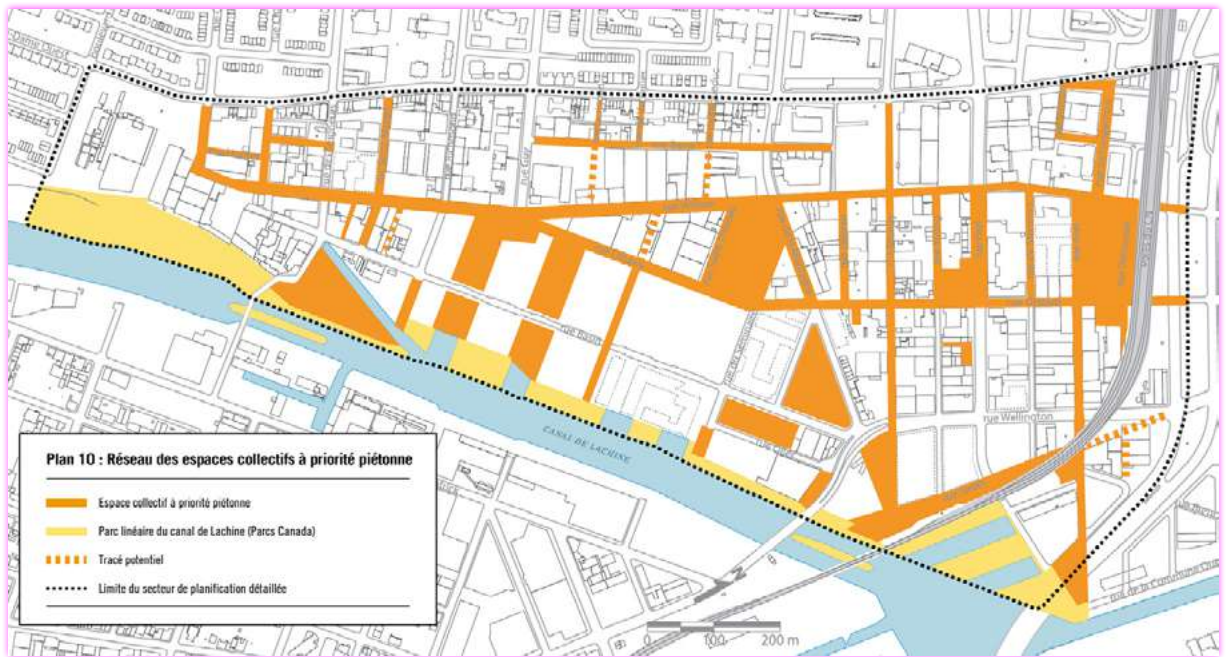
of the high-density zone identified by the Land Use and Development Plan, at 150 dwellings per hectare. (Ville de Montréal, 2015)

The Downtown Strategy is a planning exercise for downtown districts. The notion of downtown is broadened, as it includes the central business district, but also adjacent neighbourhoods such as Griffintown. The strategy identifies Griffintown as one of a series of neighbourhoods that are underserved by local shops and services. However, it is also identified as having strong development potential due to the presence of vacant land. This presence of significant land opportunities and lack of services defines the area as a "large area in need of consolidation".

ISSUES AND CHALLENGES FOR FUTURE

Redeveloping a former industrial district into a sustainable, high-density living environment close to downtown Montréal and the Lachine Canal, while preserving the site's unique identity.





PUBLIC SPACES IN THE GRIFFINTOWN PPU (2013)

PROJECT ANALYSIS

Master plan

Road network : Reduce the isolation created by major transportation infrastructures (Bonaventure Expressway and CN Viaduct) by enhancing the historic road network and negotiating easements on private property. Transforming several existing streets into shared streets, which take the form of “inhabited” streets in Griffintown, spaces where the habitat function will take precedence over traffic.

Built environment: Review the permitted heights in the neighbourhood to encourage a variety of typologies in different sectors.

Open spaces: Implement three approaches to open space: strategic real estate acquisition for parks, negotiation for publicly accessible open space on the ground in new developments, and street redesigns based on proposed street typologies, including inhabited streets.

Mobility and Transportation: Increase the amount of space dedicated to active mobility by reducing the amount of parking space.

These measures will be accompanied by improved public transit service.

Urban programming

Density: Modulate the densities initially planned by the Peel-Wellington SPP to avoid abrupt breaks in the morphology, while allowing for densification of the territory. The per capita density is higher in the

Peel-Wellington sector, while it is lower in the rest of the territory, in order to be more in line with the surrounding neighbourhoods.

Social mix: Mobilize the City of Montréal's Strategy for the Inclusion of Housing in Residential Projects and the Action Plan for the Inclusion of Affordable Housing in Residential Projects of the Sud-Ouest Borough.

Diversity of functions: Confirm the commercial importance of the Peel-Wellington node, while allowing local businesses to establish themselves along Griffintown's other main axes. The SPP foresees allowing innovative and creative activities in the light industrial class throughout the territory.

PROJECTS IN PROGRESS

Following the adoption of the Griffintown SPP (2013), several projects got underway. Firstly, the private sector is very much involved in many real estate projects throughout Griffintown. Public investment to support this development will follow, to prevent redevelopment from being damaged by construction. Infrastructure has been upgraded.

The land acquisition strategy for creating new green spaces made it possible to prioritize the choice of land to be acquired. Three consultation and co-design evenings were organized by the City of Montréal and the Sud-Ouest Borough to design the future public spaces.

Work on street and park guidelines for Griffintown is underway. These visions will allow the alignment of visions for public space, combining streets and parks rather than seeing them as two independent entities.

To accommodate the growing population of the neighbourhood, several transportation initiatives have been adopted. These measures include the future construction of a station for the nascent Metropolitan Express Network (the REM LRT) and an increase in STM (local transit) service by proposing a new bus line.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Open up Griffintown by creating and/or improving links with the surrounding neighbourhoods.
- Create a quality living environment where various economic functions and a diverse population coexist.



- + Improving the accessibility of the district through major public investments.
- + The enhancement of the area's historic street network through the concept of an urban archipelago, inhabited streets and new parks.
- + The Innovation District and the École de technologie supérieure (ÉTS), located at one end of the district, will help energize it.
- + The reflection between the constitution of the ÉTS campus, its private public spaces and the interaction with the city's network of open spaces.
- + The proximity of the Lachine Canal and downtown.



- The time taken to implement planning tools has resulted in a lack of available land for public spaces and facilities, including schools.
- The absence of a "flagship" cultural facility limits the sector's attractiveness on a metropolitan scale.
- The lack of a commercial strategy to ensure a commercial mix that meets the various needs and types of households, despite the presence of certain businesses.



PROPOSED DEVELOPMENT OF A FUTURE PARK IN GRIFFINTOWN

PROJECT ANALYSIS

Studies, Charrettes, Competitions

Studies and design competitions were conducted for the planning of the Griffintown neighbourhood. The competitions were for sub-sections of the district.

Street Guidelines Study: This study was carried out by Axor (engineering firm) and Civiliti (urban design) for the City of Montréal. Streets were classified according to a typology broken down into inhabited, calmed, hybrid and standard streets. For each of the typologies, the layout of the public domain and its relationship with the buildings is predefined.

Street geometry: A final preliminary design of the streets was defined for the entire sector, carried out by the designers Axor-Civiliti, together with a financial estimate of the works.

Parks Guidelines Study: This study was conducted by Projet Paysage and included public consultations. The study identified themes and design principles for the three future parks, including the history of the neighbourhood and the presence of water and nature. These three parks are located in the urban archipelago and the length of Ottawa Street, which is identified as a “cultural corridor” between two art institutions. These parks have different and complementary missions. They are thought out in a global logic.

Smith Walk: In November 2011, the City of Montréal launched a Canada-wide urban design competition to develop Smith Street and Gallery



MODELLING OF AN INHABITED STREET

Square, located in the Peel-Wellington sector of Griffintown. This competition aimed to bring forth innovative ideas for the redevelopment of this space.

The Nouveau Havre Basins: In April 2007, the Government of Canada awarded Canada Lands Company (CLC) a contract to redevelop five federal properties in Montréal's harbour. The Bassins du Nouveau Havre project is the first of these sites and aims to redevelop the site of the former Canada Post sorting centre.

In addition to the innovative provisions already adopted by the borough in terms of greening and sustainable development, the SPP provides that criteria and standards will be formulated with regard to several themes for the quality of real estate projects. These themes concern housing, spaces dedicated to community services and activities, commercial activities and also the application of sustainable development principles in construction. Particular attention is also paid to the enhancement of visual openings to significant elements of the landscape, such as the city centre and the Lachine Canal.

ACHIEVEMENTS

The Smith promenade project was completed by NIP Landscape. The concept proposed by the firm is a hybrid between garden, street, park and public square. The promenade highlights the site's significant biodiversity, due to the nearby trains that transport grain across North America.

The master plan for the Bassins du Nouveau Havre project was drawn up in 2009 by the consortium formed by Cardinal Hardy and l'Œuf for the Canada Lands Company (CLC), which owned the site at the time. The proposal was to create a neighbourhood dedicated to housing, while providing better access to the Lachine Canal, its southern limit. It is also a reminder of the site's history as a port, where the docks of Montréal's inner harbour were located.

The project is still under construction, as CLC's approach has been to sell the lots to developers, who are consequently proceeding at their own pace. This approach ensures consistency between the different sites of the project and promotes a diversity of typologies. The public works, such as the creation of the new Basin street, were carried out by CLC and handed over to the City.

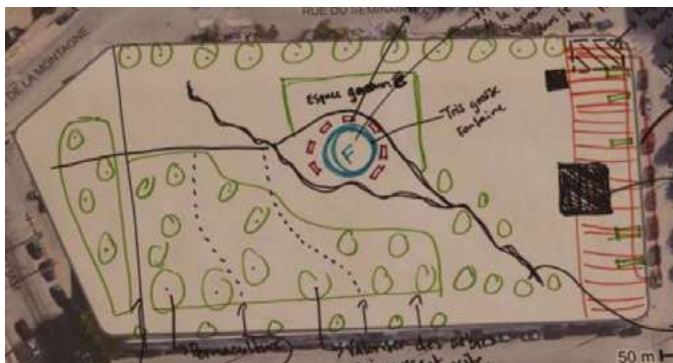
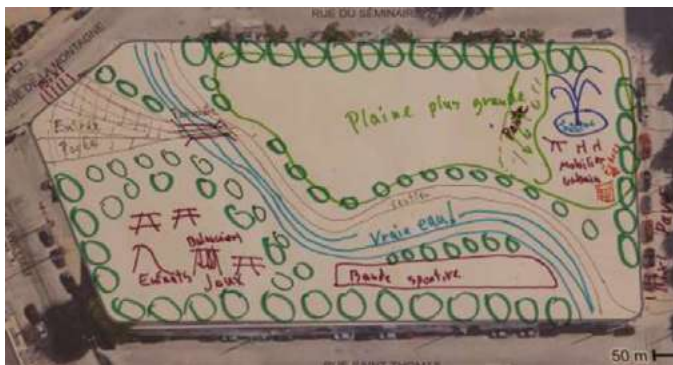
UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Ensuring the architectural and urban quality of private projects in a context of negotiated urban planning and the sharing of competencies between the district and the city.
- Strike a balance between the public authorities' desire for planning and the private sector's room for manoeuvre in terms of property development and land ownership.



- + Innovation in developing the public domain despite the lack of available land.
- + The quality of the network of public spaces and urban identity.
- + A significant increase in street greening (once one of the city's largest heat islands).

- The SPP does not include neighbourhood-wide sustainability criteria, although some projects have achieved environmental quality certification.
- The small amount of space in the existing public domain (streets).



PARK CODESIGN EXERCISE FROM THE PARTICIPATORY PROCESS

ACHIEVEMENTS

PPU Consultations (Peel-Wellington 2008 and Griffintown 2011)

The first public consultation on the future of the Griffintown neighbourhood dates back to the Peel-Wellington PPU project. It was conducted in 2008 by the Sud-Ouest Borough and revealed certain reservations on the part of citizens regarding the project.

Finally, in September 2011, in the context of writing a new Griffintown SPP project, the Executive Committee mandated the OCPM to undertake discussions with all interested stakeholders with a view to identifying development orientations based on an overall vision of the neighbourhood's development. The vision and general objectives proposed in the SPP were supported by the stakeholders.

However, some stakeholders have doubts about its relevance and implementation ability. The commission was of the opinion that the real estate pressure in the sector is so significant that the mixed use and the respect of the heights could pose problems.

Consultation on the Bassins du Nouveau Havre (2009)

In January 2009, the OCPM was also given the mandate to consult citizens on the Bassins du Nouveau Havre project. While all stakeholders agree on the importance of this site for improving the quality of life of Sud-Ouest residents, different opinions on the future of the site were heard.

Overall, the Commission would like to see the identity of the site better exploited. The port character of the site should be further enhanced by the volume, height and layout of the buildings.

The Panel noted CLC's effort to provide more than 30% family housing, but would like to see the presence of social and community housing considered.

Furthermore, the Commission recalled the importance of the Lachine Canal Linear Park as a destination, particularly during the summer season, and the redevelopment of this site must be complementary to it, not marginal to it.

Participatory approach to park development with citizens (2018)

In 2018, the City of Montréal and the Sud-Ouest Borough initiated a series of three meetings with the citizens of Little Burgundy and Griffintown for the development of three new parks in the Griffintown area.

It emerged from the meetings that one of the parks should be dedicated to families, another a dynamic public square linked to the shops and the last one a place for gathering, relaxation and sports.

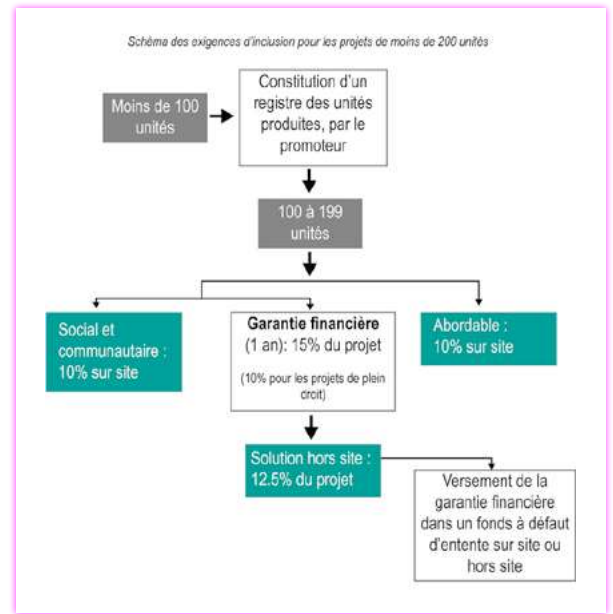
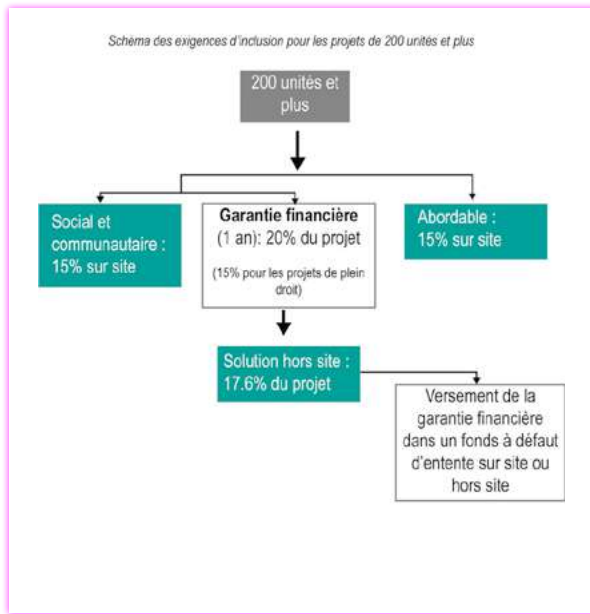
UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Strengthen the participation of local residents in consultation processes.
- Achieve the SPP's objective of reducing on-street parking by 40%, while ensuring that citizens and other stakeholders in the area are consulted
- Promote the social acceptability of the Griffintown project by all Montrealers.



- + The inclusion of the surrounding neighbourhood in the consultation process, in order to facilitate co-habitation between this neighbourhood and Griffintown.
- + The programming of public spaces was subject to a consultation process to meet the needs of the local population.
- + Involvement of social networks in the consultation processes.

- The public consultation proved to be complex since few citizens currently live in the area and those who will live there have not yet arrived (risk of a gap in the needs of future populations).



DIAGRAMS OF THE ACTION PLAN FOR THE INCLUSION OF AFFORDABLE HOUSING IN RESIDENTIAL PROJECTS

PROJECT ANALYSIS

The current Griffintown neighbourhood planning is derived from the 2013 Griffintown SPP. The adoption of this document modified the urban development plan and the urban planning regulations to allow its realization. The division of responsibilities in a large part of this urban project is governed by the development agreement signed with Devimco at the beginning of the process and the SPP (between the private sector, the central city and the borough).

The importance of this project, in addition to the demonstration of its profitability, has made it possible to mobilize a significant budget, financed by the City's three-year capital investment program (CIP). This funding helped to compensate for the lack of public space by financing the purchase of land as part of an acquisition strategy.

ACHIEVEMENTS

Acquisition strategy

The City purchased several lots to create three public spaces in the heart of Griffintown and abandoned others for budgetary reasons.

Action plan for the inclusion of affordable housing in residential projects

This action plan was adopted by the Sud-Ouest Borough Council in 2012. It imposes on non-compliant projects of more than 100 units, the construction of social or affordable housing, or the payment of an amount into a dedicated fund. When a project is compliant, the developer is only required to include these types of housing in the development.

Recovering capital gains

It is estimated that significant gross annual tax revenues are expected after the development (by 2034), amounting to \$51.1M. In addition, the borough collects contributions for park purposes when a subdivision or construction permit is requested. This contribution can be in the form of land given away free of charge or in financial terms.

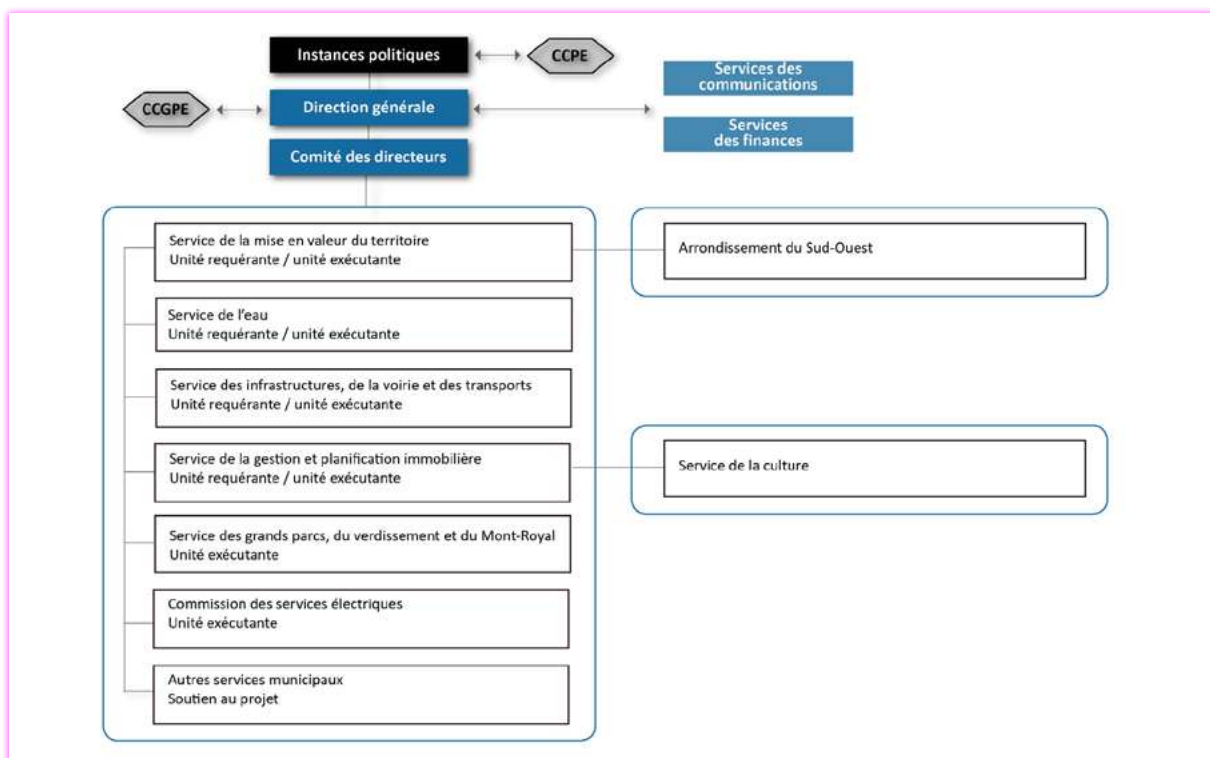
UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Coordinate public and private investments to optimize the management of construction sites and reduce the negative effects on merchants, residents and other users of the neighbourhood.
- Strike a balance between public planning and private sector flexibility in proposing real estate projects.



- + The political support for the project has made it possible to release the necessary funds for the creation of quality public spaces.

- Considerable increase in operating costs due to speculation in the value of the land required for the development of the parks and the public domain as a result of the delays associated with acquisition.
- The planning and regulatory tools in place impose a “piecemeal” management of real estate projects.



PROJECT APPROVAL FILE (PAF) FLOWCHART

PROJECT ANALYSIS

The Griffintown project is being piloted by a municipal administrative unit, which allows it to maintain a certain level of control. In addition to the city, a number of other players are involved, such as entrepreneurs and the borough.

The Sud-Ouest Borough cooperates with the city in the conception of street and park guidelines. It is at the borough level that building permits are issued to real estate developers, by applying the urban planning regulations that result from the planning process, which must allow the realization of the orientations of the SPP.

In terms of phasing, it is separated into two main categories: planning and implementation.

- Planning: 2006 to 2015
- Implementation: 2015 to 2031

ACHIEVEMENTS

2016 and 2017 Report:

- Public activities: “Open House” and “Archaeological Tour of the District”;

- Realization of several concept, plans and specifications studies of streets (Basin Ouest, Murray, du Séminaire, du Shannon, Olier and Young);
- Underground / infrastructure work for Olier, Peel and du Séminaire Streets;
- Taking possession of the “Bona” and “Saint-Thomas” sites on which to later build the underground retention basins and parks;
- Needs assessment, programming initiation and park development guidelines.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

- Coordinating the various city departments among themselves and with the various contractors as well as the multiple work sites affecting the redevelopment of the public domain while limiting nuisances for district residents.
- Complexity of governance due to multiple executing departments that operate independently and that the Urban Projects Division (DPU) must coordinate.



- + The project led to an innovation in project management by creating a municipal administrative unit specifically for this district, the Urban Projects Division, which went on to manage other districts (such as the Outremont site and its surroundings).

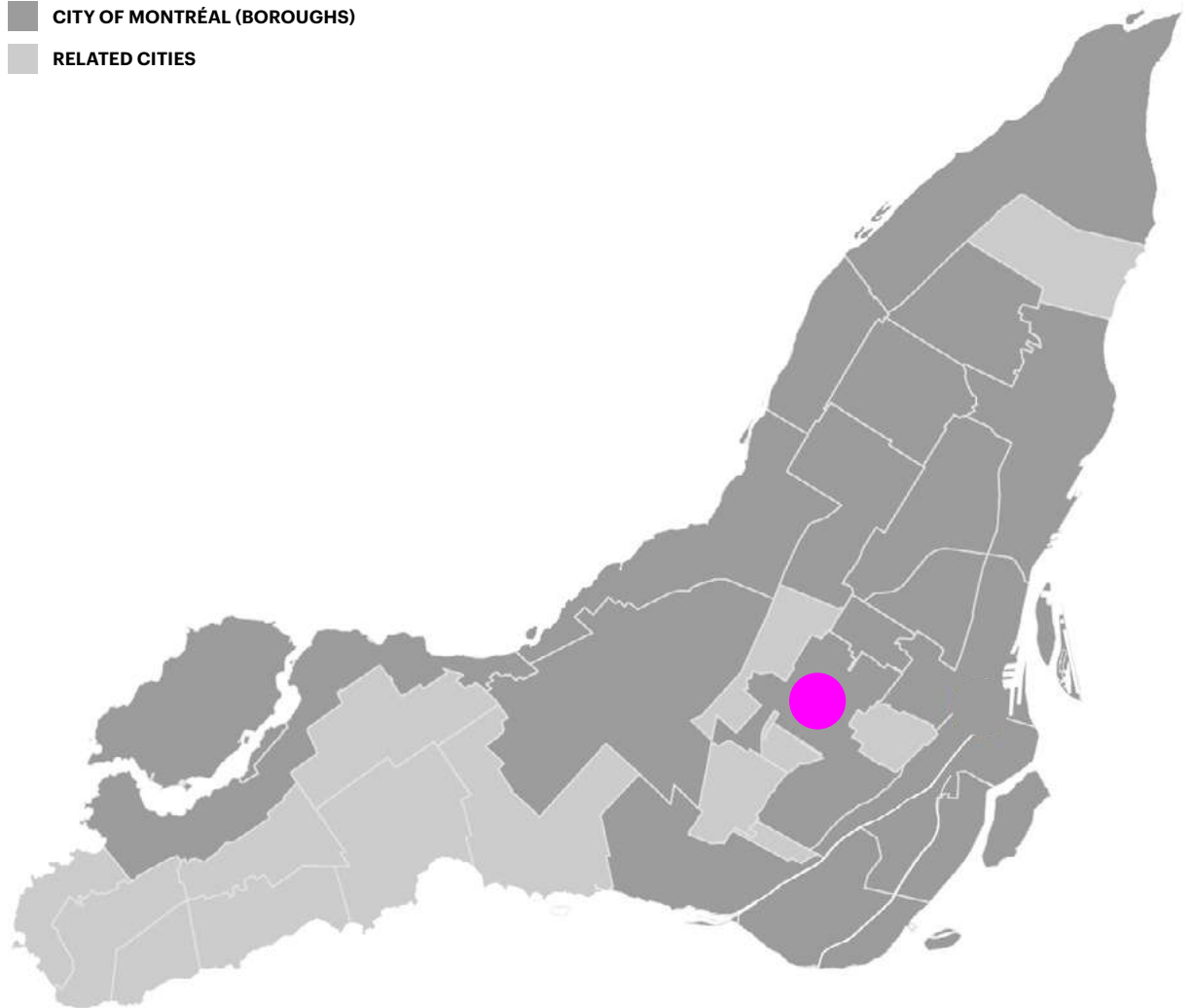
-
- Working on two administrative levels (borough and city) makes the management of the project more complex since the city is not always informed about regulatory negotiations surrounding private investments.
 - Work on the redevelopment of public spaces has begun while the design of public spaces is not yet complete.

[F] MIL MONTRÉAL

- MIL MONTRÉAL — PROJECT
- MIL MONTRÉAL — LIVING ENVIRONMENT

LOCATION

- CITY OF MONTRÉAL (BOROUGHS)
- RELATED CITIES



REFERENCE(S): VILLE DE MONTRÉAL

OUTREMONT SITE AND ITS SURROUNDINGS



PROJECT CONTEXT

The MIL Montréal project, formerly known as the Outremont Site and its Surroundings project, aims to redevelop the former Canadian Pacific Railway (CPR) site and to requalify former industrial and commercial districts that are currently in transformation.

As early as 2004, the area around the railways was identified in the City of Montréal's Urban Plan as one of the planning sectors to requalify. The general orientations for the redevelopment of these sectors were aimed at "consolidating and diversifying employment activities and, in some places, considering a redevelopment for residential purposes", in addition to "intensifying and diversifying activities in the vicinity of the Metro stations".

Since 2005, the City of Montréal and the University of Montréal (UofM) have been working together on redeveloping the former CP rail yard located in the northern part of the Outremont borough, known as the Outremont site, in order to develop a new integrated neighbourhood including a new university campus.

In 2006, the redevelopment of the Outremont site was the subject of a public consultation process led by the Office de consultation publique de Montréal (OCPM). In its report, the OCPM recommended revising the project to better integrate the city's requirements in terms of urban development and fiscal profitability, and including the project in a process to revitalize adjoining neighbourhoods.

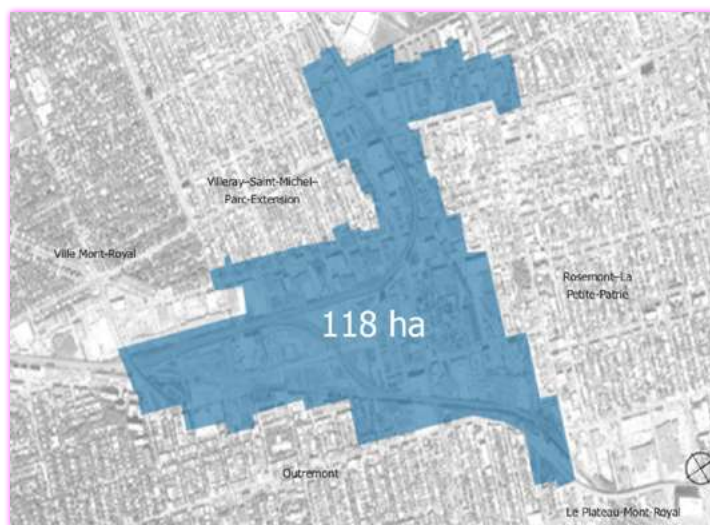
The year 2011 was crucial to project progress. The municipal analysis of the technical and financial feasibility of the campus project and its surroundings was finalized and the City of Montréal adopted bylaw number 06-069 (via section 89 of the Charter of the City of Montréal).

That same year, the City and the University signed an agreement on the conditions of the future neighbourhood, in which the partners committed to achieving LEED for Neighbourhood Development (LEED-AQ) certification. The City of Montréal was also beginning to plan the surroundings of the Outremont site, in consultation with local stakeholders.

Implementation of the Outremont site began in 2012 with the decontamination and levelling of the site.

In 2013, the Urban, Economic and Social Development Plan (PDUES) for the Marconi, Alexandra, Atlantic, Beaumont and De Castelnau sectors was adopted. This tool is the first of its kind in Montréal. For the entire area covered by the PDUES, new connections are planned to break down barriers between neighbourhoods, new parks will be created, the public domain will be redeveloped and greened, and social and community housing will be developed.

The two parts of the project, the "Outremont site" and the "surroundings" respond to two distinct implementation timelines and are governed by different regulatory tools. This major project was initially called "Outremont site and its surroundings". The territory covers 118 hectares (38 ha for the Outremont site and 80 ha for the surrounding areas) and extends over four boroughs in the heart of the island of Montréal (Outremont, Rosemont-La-Petite-Patrie, Villeray-Saint-Michel-Parc-Extension and Le-Plateau-Mont-Royal). It is served by four Metro stations.



OBJECTIVES

Redeveloping a vast industrial brownfield in the heart of the island of Montréal into a new mixed-use living environment that is sustainable and integrated into the surrounding environment;

Strengthening Montréal's role as a "knowledge city" by building a new campus affiliated with the

University of Montréal; Supporting the urban, economic and social revitalization of the Outremont site;

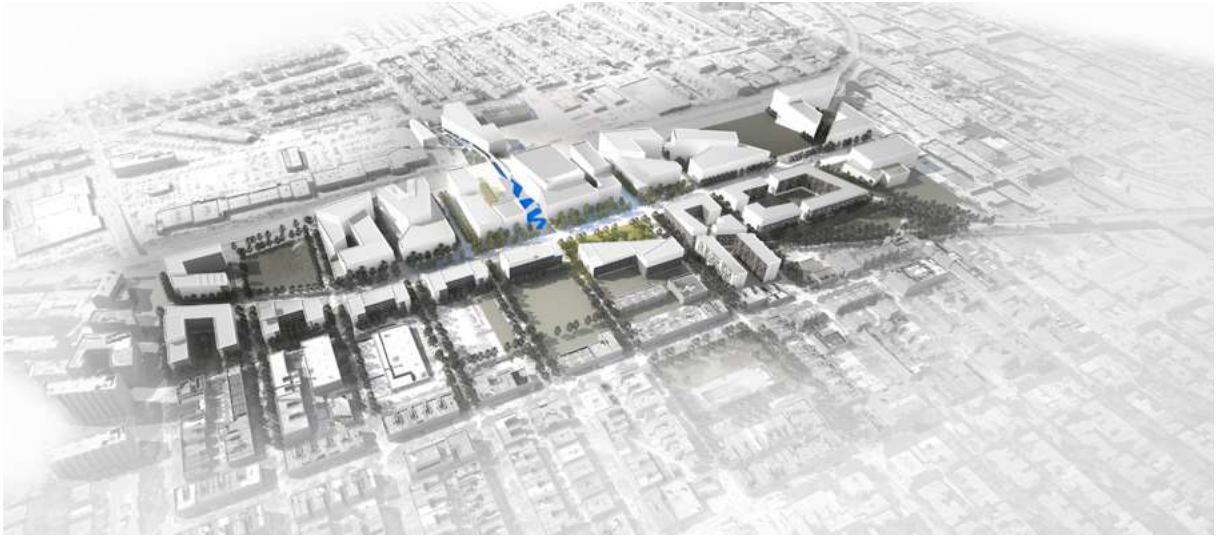
Making the Outremont site and its surroundings a flagship sustainable development project in Montréal.

ISSUES AND CHALLENGES FOR FUTURE

Ensuring the collaboration of multiple partners with diverse issues, and unification around a common and shared vision. Making the project evolve and

adapting the actions to the new realities that will emerge throughout the life of the project.





Road network

Opening up to the surrounding neighbourhoods by extending the existing road network and creating new connections to encourage active mobility (pedestrians and cyclists).

Public spaces

Five hectares of new public spaces:

- One district park (including sports and recreational facilities) and four neighbourhood parks;
- A large public square;
- A new artery crossing the Outremont site from west to east: Avenue Thérèse-Lavoie-Rioux, densely planted and incorporating the first raised bicycle lane;
- Local streets extended to connect existing Outremont neighbourhoods to Avenue Thérèse-Lavoie-Roux;
- Existing streets are being greened and redesigned to improve the experience for pedestrians and cyclists.

Mobility and Transportation

The MIL Montréal project is focused on sustainable mobility, notably through the following interventions:

- Improving safety and travel conditions for pedestrians and cyclists by better road sharing and giving priority to the most vulnerable users;

- Creation of three pedestrian connections between the boroughs (UofM footbridge and De L'Épée and Ogilvy level crossings);
- Creation of several mobility hubs (near Metro stations, concentration of self-service vehicles, BIXI, bicycle parking, etc. – all alternatives for sustainable mobility);
- Reduction in the number of parking spaces to increase the space for active transportation;
- There are four Metro stations on the project territory and numerous bus routes.

Density

The project aims to redevelop the city within itself by increasing the built and inhabited densities, particularly in the vicinity of the Metro stations, and by creating mobility hubs.

Social mix + Functional diversity

Outremont site: This is a new mixed-use and sustainable neighbourhood, incorporating a university campus and 1,300 homes, including 15% social and community housing and 15% affordable housing plus retail and office space. The new university campus will bring a student population to the new district, thus contributing to the social mix.

Surroundings: The target is 225 social and community housing units. A programme of support for local initiatives has been carried out to stimulate local projects in the PDUES district. To ensure the maintenance and intensification of economic activities, the objective of allocating 50% of the land use to the “employment” function has been prioritized.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

Outremont site

- Aligning the development timelines of institutional lands (dependent on government funding) with the life of the new neighbourhood
- Ensuring a mix of uses and particularly the integration of stores and services for residents
- Determining how the western sector of the project will be redeveloped in conjunction with the construction of the new Rockland Crossing and how it will contribute to the larger project (optimization of residential development, connection of the street grid)

Surroundings

- Promoting networking between neighbourhoods, and links between the Outremont site and the surrounding areas
- Preserving a long-term vision that all stakeholders in the territory will continue to support
- Maintaining the existing population by producing social and community housing (high land costs and arrival of a new population)



OUTREMONT SITE

- + The fact that the project is being carried out by two institutional partners who own the land makes it easier to establish a common vision for the development of the new district.
- + The Agreement signed in 2011 sets out the partners' commitment to making the neighbourhood sustainable (LEED-AQ certification).
- + The project served as a catalyst for thinking about how to link the various surrounding neighbourhoods.

SURROUNDINGS

- + The PDUES process has made it possible to bring together the city, the boroughs, the population and other stakeholders in the area around a common project to redevelop the surrounding neighbourhoods.

OUTREMONT SITE AND ITS SURROUNDINGS

- Responsibility for implementation is shared among several players with sometimes diverse goals (UofM, central services, boroughs, promoters, contractors, etc.).
- The limited scope of existing regulatory tools for architectural quality.
- The inflexibility of regulatory tools (section 89) whose requirements cannot evolve with the refinement of the project.
- The feasibility of certain municipal commitments depends on the goodwill of public and private actors over whom the municipality has no authority (e.g. development of level crossings in a railway right-of-way).



THE REAL MOUNTAIN AT THE TURNING POINT

Studies, Charettes, Competitions

Tools: in addition to the traditional urban planning tools, Montréal has adopted documents and instruments to better guide the implementation of the major project in both the public and private domains:

- Public realm development guidelines;
- Private development framework guide.

Studies: numerous studies on urban planning, landscape architecture, economics, engineering, heritage and transportation (including active transportation) were carried out by consultants for the City of Montréal to refine the project design and guide municipal interventions;

Charrette: brainstorming of a shared development vision for the Outremont site and its surroundings by the City of Montréal and the University of Montréal;

Public art competitions: competitions are organized by the City of Montréal to insert works of art in new public spaces.

Principles of Sustainable Development

The Outremont site and its surroundings are identified in the third Montréal Sustainable Development Plan (Sustainable Montréal 2016-2020) as the first flagship sustainable development project.

The actions include:

- Water management;
- Greening;
- Sustainable mobility;
- Mixed use and social mix;
- Community involvement and citizen information;
- Construction site management.

The University of Montréal and the City of Montréal are working toward LEED for Neighbourhood Development (LEED-AQ) certification. Several buildings are also aiming for LEED for New Construction (LEED-NC) certification, including the university pavilions and the new Outremont roads yard.

Temporary occupation at the MIL Campus on the Outremont site: Le Virage

Since 2015, from May to October, Le Virage Campus MIL has been a short-term project led by the University of Montréal, the City of Montréal and 10 other community, associative and participatory partners. It includes temporary installations that are the subject of urban design competitions and encourages the participation of the next generation of designers. These facilities host a variety of programming, including educational, innovation and science-related activities. The site is also used for urban agriculture by several local organizations, including social organizations.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

Outremont site and its surroundings

- Implementing design innovations, which involve changes in public property management practices (maintenance, animation, etc.), considering that they must be carried out by the boroughs, which are often ill-equipped to do so (in terms of financial, human and material resources)
- Harmonizing the long time frame for requalifying the surroundings (work on the public domain) with the rapid transformation of the private domain
- Adapting the long time frame for the requalification of the surroundings to changes in the way things are done (integration of innovative practices).



OUTREMONT SITE AND ITS SURROUNDINGS

- + The Outremont site and its surroundings have been identified as a flagship sustainable development project by the Montréal administration, which encourages innovation (2016-2020 Sustainable Montréal Plan).

OUTREMONT SITE

- + The integration of all the stakeholders in the project (the different capabilities of the central departments and the boroughs) from the first stages of design to the completion of construction contracts.

SURROUNDINGS

- + The PDUES plan introduces urban composition principles and evaluation themes for real estate projects into the planning regulations to ensure that they contribute to the creation of an environment that is consistent with the territory's major planning and development principles.

OUTREMONT SITE AND ITS SURROUNDINGS

- The non-integration of LEED-AQ requirements into urban planning regulations makes it difficult for private real estate projects to achieve their sustainable development objectives.
- Requalifying the public domain requires the intervention of partners who do not share the same timetable for completion (modernization of infrastructure, burying the electricity network, bus network changes, etc.).



Outremont site

After the adoption of the draft by-law authorizing the project initially known as the Outremont Campus, it was submitted to a consultation process conducted by the Office de consultation publique de Montréal (OCPM). Public meetings were held between February 27 and April 12, 2007. There were four information sessions, four thematic workshops and five written submissions. These events attracted nearly 1,200 people, 21 experts participated in the workshops and the commission received 56 submissions.

The OCPM noted that the establishment of a university campus on the site of the former Outremont marshaling yard is widely welcomed and seen as a unique opportunity to develop a strategic site with a university district of excellence that will strengthen Montréal's vocation as a city of knowledge.

The project is also an exceptional opportunity, in line with the city's major strategies, to revitalize the unstructured sectors to the north and east of the site and to rebuild connections between the boroughs. In general, the OCPM recommended that the City link the campus development concept to the detailed planning of the surrounding areas, as provided for in the 2004 Urban Development Plan, from a municipal or metropolitan perspective.

Following the report of the OCPM commission, the project was revised to incorporate its recommendations and better meet the objectives and requirements of both partners. The implementation of the project started in 2012. Since then, the City of Montréal and the University of Montréal have continued to involve citizens in various information and participation activities to help refine the project:

- Guided walks (2014);
- Citizen Forums (2016);
- Information sessions (several times a year): thematic information evenings, open houses;
- Co-design workshops for new parks ;
- Hiring of a liaison officer, whose role is to respond to citizens' requests regarding ongoing projects.

Surroundings

Following the OCPM's recommendations, the City of Montréal began to reflect on the planning of the Outremont site's surroundings. The PDUES was the subject of an extensive participatory planning process from May to October 2012, involving various activities. In fact, prior to the presentation of the Plan to the OCPM, neighbourhood meetings, creative workshops and surveys took place. These were used to develop the vision and planning objectives.

These various activities involved close to 300 people at the meetings, about 100 representatives of community organizations and about 100 respondents to the survey. As in the case of the Outremont site, co-design workshops are being held for the design of new parks.

Animations and events

Short-term projects allow citizens from the surrounding neighbourhoods to take ownership of the site by holding a variety of events from spring to fall. Users benefit from a diversified program of conferences and activities every week during the summer.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

Outremont site and its surroundings

Reaching out to future users of the Outremont site and its surroundings despite the long time frame of the project in order to facilitate its social acceptance.



OUTREMONT SITE

- + In addition to the public consultation process during the planning phase, information sessions and co-design workshops are held regularly during the project implementation phase
- + A liaison officer is available to answer citizens' questions and concerns about ongoing projects
- + Temporary occupation of the site (UofM short-term projects) promotes the inclusion of the surrounding community through educational and social projects (UofM funding)

SURROUNDINGS

- + Prior to the OCPM's formal consultation, the participatory planning of the PDUES (workshops, information meetings) enabled the city to establish a constructive dialogue with citizens and to encourage their support for a common vision
- + By bringing together various departments and boroughs, the PDUES process has made it possible to pool expertise and resources and to propose innovative solutions (e.g. financial support for local social and economic initiatives)

- Consultation exercises on the development of new public places, carried out prior to the occupation of the site, do not allow the needs of future users to be heard

Regulatory framework

Outremont site

The implementation of the project is governed by by-law number 06-069, adopted under section 89 of the Charter of Montréal in 2011. The purpose of section 89 is to allow the implementation of a large-scale project or a project of an exceptional nature that deviates from the urban planning by-laws of the borough in question. The Section 89 process is much faster than the Special Planning Program process. However, this by-law does not offer a vision, which had to be developed along the way by the Land Development department (SMVT) of the City of Montréal. Any amendment to bylaw number 06-069 requires a new public consultation process by the OCPM.

The surroundings

Following the OCPM's recommendations during the public consultation process for the Outremont site, the surroundings were integrated into the planning of the major project. The Urban, Economic and Social Development Plan (PDUES) was adopted in 2013. This is the tool that provides a vision for land use planning, development and planning principles and an intervention strategy. The boroughs then proceeded to harmonize their regulations.

Agreements

City of Montréal – University of Montréal

In 2011, the City of Montréal and the University of Montréal signed an agreement on the conditions for the completion of the Outremont site, in which the commitments and responsibilities of each party were specified:

- Implementation and financing of the work;
- Schedule for completion of the work;
- Governance and project management;
- Soil management;
- Real estate transactions;
- Construction of residential housing and inclusion of social and community housing and affordable housing;
- Building design and construction;
- Development of the parks and public spaces;
- Movement of people and goods.

City of Montréal and Québec Ministry of Municipal Affairs and Land Use

The City of Montréal signed an agreement with the provincial and federal governments under the Building Canada Fund – Québec (BCFQ) financial assistance program. Under this agreement, half of the costs for eligible works are funded by the provincial and federal governments. The agreement expires in December 2021. Eligible work includes the following:

- Construction of a new railway viaduct in the eastern part of the site;
- Installation and development of retention basins for the needs of the borough;
- Demolition of the old municipal road yard and construction of a new one;

- Construction of basic urban infrastructure in the first phase of the project: waterworks, sewers, roads, underground pipes, etc.;
- Rehabilitation of municipal lands;
- Creation of parks.

Operational tools

Given the regulatory framework in force, the process implemented by the Urban Projects Division, the municipal unit requesting the project, follows the production sequence of the following instruments to refine the major project and better manage the various phases of its implementation:

- Public realm development guidelines for each landscape unit;
- Private development framework guide;
- Detailed preliminary design, for each work package;
- Plans and specifications;
- Execution of the works.

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

Outremont site and its surroundings

Articulating two project schedules for the site and its surroundings, which came together in the execution phase in 2017

Carrying out the project in a coordinated manner, considering that it covers four Montréal boroughs and a related city (Town of Mount Royal) with very different realities

Creating coherence in the interventions carried out in this eclectic territory

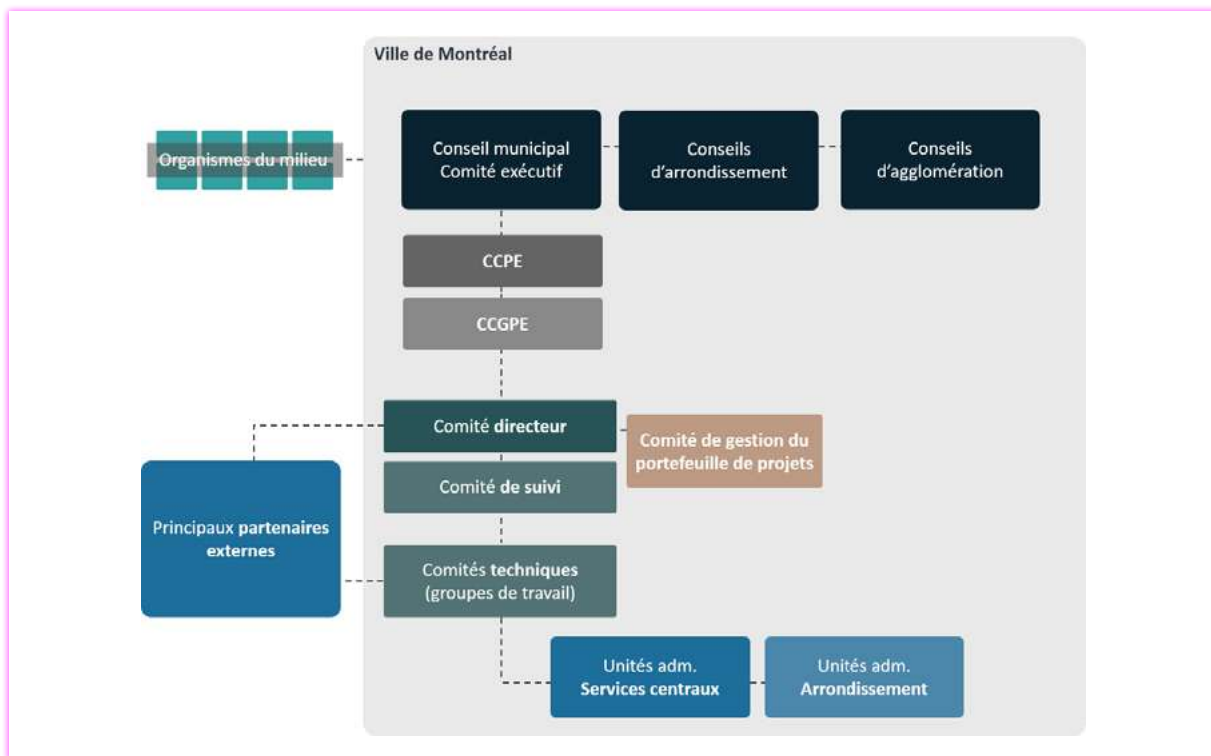


OUTREMONT SITE

- + The agreement defined the roles and responsibilities of the City and of UofM for the implementation of the project.

OUTREMONT SITE AND ITS SURROUNDINGS

- The by-law governing the development of the Outremont site (under section 89) considerably limits the flexibility required to manage the project and its evolution over time (traditional regulatory tool).
- The PDUES is not a tool provided for in the Act Respecting Land Use Planning and Development and does not allow for the traditional provisions of detailed planning documents such as the Special Planning Program (SPP) (e.g. acquisition of land for resale to a third party, etc.).
- During the planning phase, the announcement of certain development plans (public spaces, social and community housing) without having taken the necessary steps to finalize land acquisitions leads to an increase in the cost of the land concerned.



REFERENCE(S): VILLE DE MONTRÉAL

Outremont site and its surroundings

The project is managed according to the organizational chart shown, and the main external partner is the University of Montréal. The main central city departments working on the project are the Land Development department (SMVT), the requesting unit, and the Infrastructure, Roads and Transportation department, the executing unit. The boroughs of Outremont, Rosemont–La-Petite-Patrie, Le-Plateau-Mont-Royal and Villeray–Saint-Michel–Parc-Extension are included in the governance framework.

Current phasing

Outremont Site

- 2006 to 2008 – Start-up
- 2008 to 2012 – Planning
- 2012 to 2022 – Implementation
- 2023 – Closing

Surroundings

- 2010 to 2013 – Start-up
- 2013 to 2017 – Planning
- 2017 to 2030 – Implementation
- 2031 – Closing

Achievements

- 2016 Winner of the 10th edition of the Grand Prix du Design for the new railway bridge on the Outremont site
- 2016 First flagship sustainable development project (4 action priorities):
1. Reducing GHG emissions and dependence on fossil fuels:
 - Safe cycling facilities for all users and implementation of services for cyclists on the public domain;
 - Proximity to four Metro stations;
 - Development of sustainable mobility hubs.
 2. Greening, increasing biodiversity and ensuring the sustainability of resources:
 - Double tree planting on Avenue Thérèse-Lavoie-Roux;
 - Enlarged tree pits;
 - Optimal water management.
 3. Ensuring access to healthy, human-scale, sustainable neighbourhoods:
 - Development of a public square and five new parks;
 - Development of several new links between neighbourhoods.
 4. Making the transition to a green, circular and responsible economy:
 - Nine local cornerstone and sustainable projects have been financed by the City of Montréal through the Local Initiative Support Program, for a total of \$900,000 in the surrounding (PDUES) areas of the Outremont site.
- 2018 Traces Québec: real time tracking of the movement of contaminated soil to its treatment or burial site (ensuring process compliance)

UPCOMING OPERATIONAL ISSUES & THINGS TO CONSIDER

Outremont site and its surroundings

Coordinating the efforts and investments of the City of Montréal and the University of Montréal so that the public facilities are ready for the opening of the first university pavilions in September 2019.



OUTREMONT SITE AND ITS SURROUNDINGS

- + The governance framework for the project is the same for the site and its surroundings (committees and partner representation)

OUTREMONT SITE AND ITS SURROUNDINGS

- The shared jurisdiction between the city's central departments and the boroughs makes the coordination of actions more complex.

PARIS ÎLE-DE-FRANCE

CONTEXT

- ÎLE-DE-FRANCE REGION
- ÎLE-DE-FRANCE REGION — TERRITORIAL DEVELOPMENT
- PARIS REGION INSTITUTE

INSTITUTIONAL ORGANIZATION AND TERRITORIAL GOVERNANCE IN ÎLE-DE-FRANCE, THE CAPITAL REGION

A METROPOLITAN REGION

PARIS URBAN AREA

The functional metropolis

17,000 km² / 12.3 million inhabitants

ÎLE-DE-FRANCE REGION

12,000 km² / 12.1 million inhabitants

PARIS AGGLOMERATION

Continuous built environment

2,800 km² / 10.8 million habitants

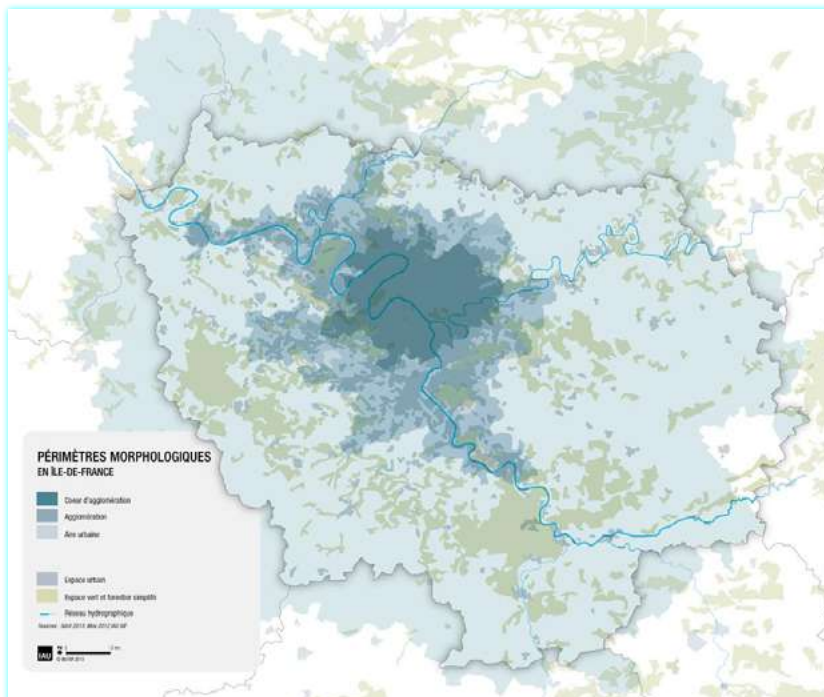
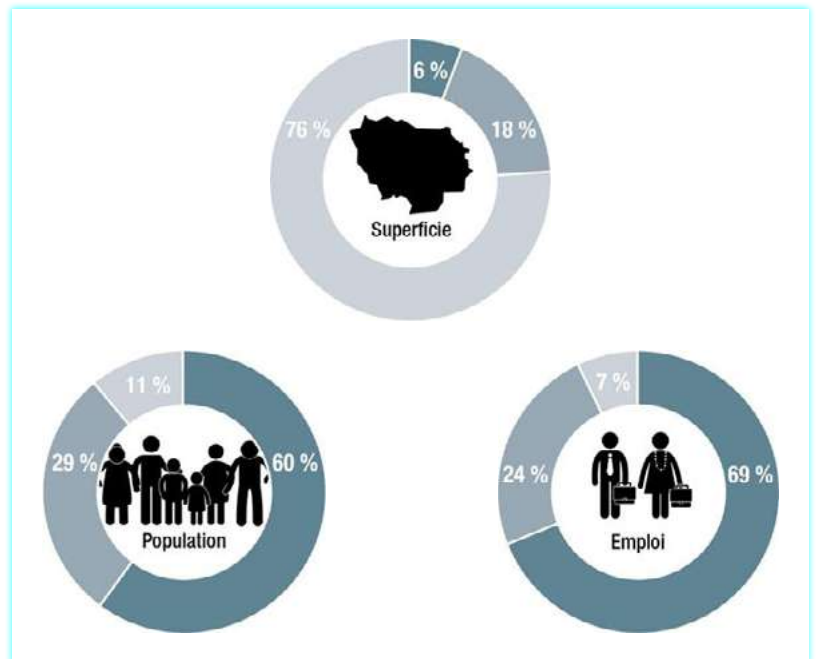
AGGLOMERATION CORE

High-density area

700 km² / 6.8 million habitants

CITY OF PARIS

105 km² / 2.2 million habitants

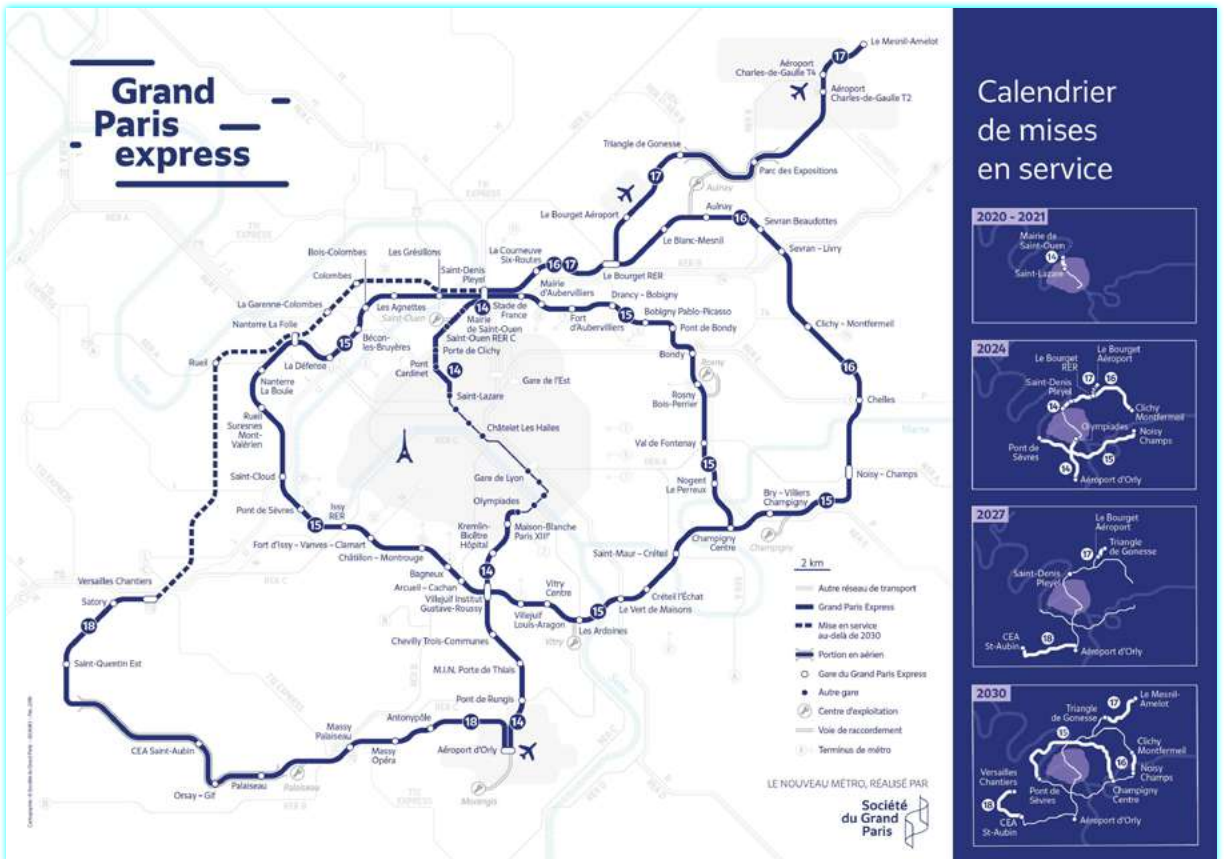
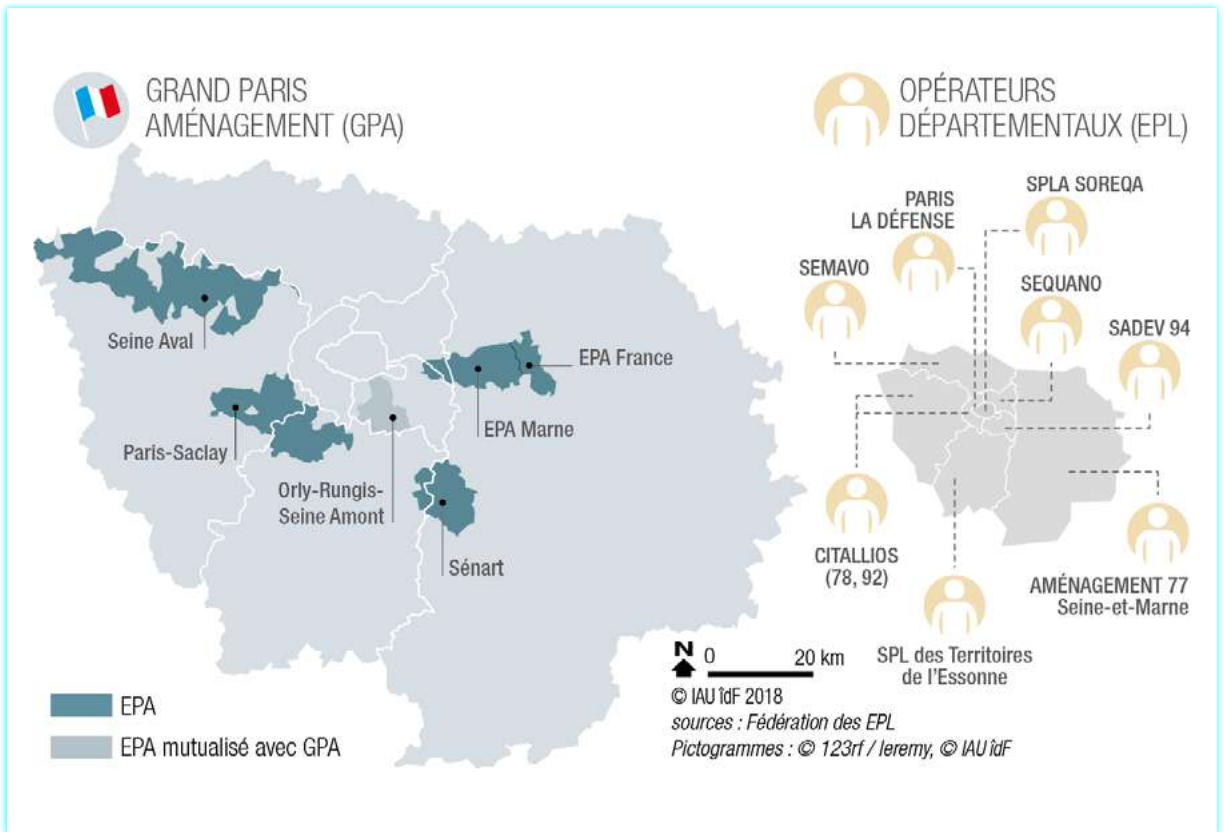


REFERENCE(S): PARIS REGION INSTITUTE

A GENERIC, FRAGMENTED AND UNSTRUCTURED INSTITUTIONAL ORGANIZATION

**A SPECIALIZATION BY JURISDICTIONS...
IN REALITY VERY RELATIVE**

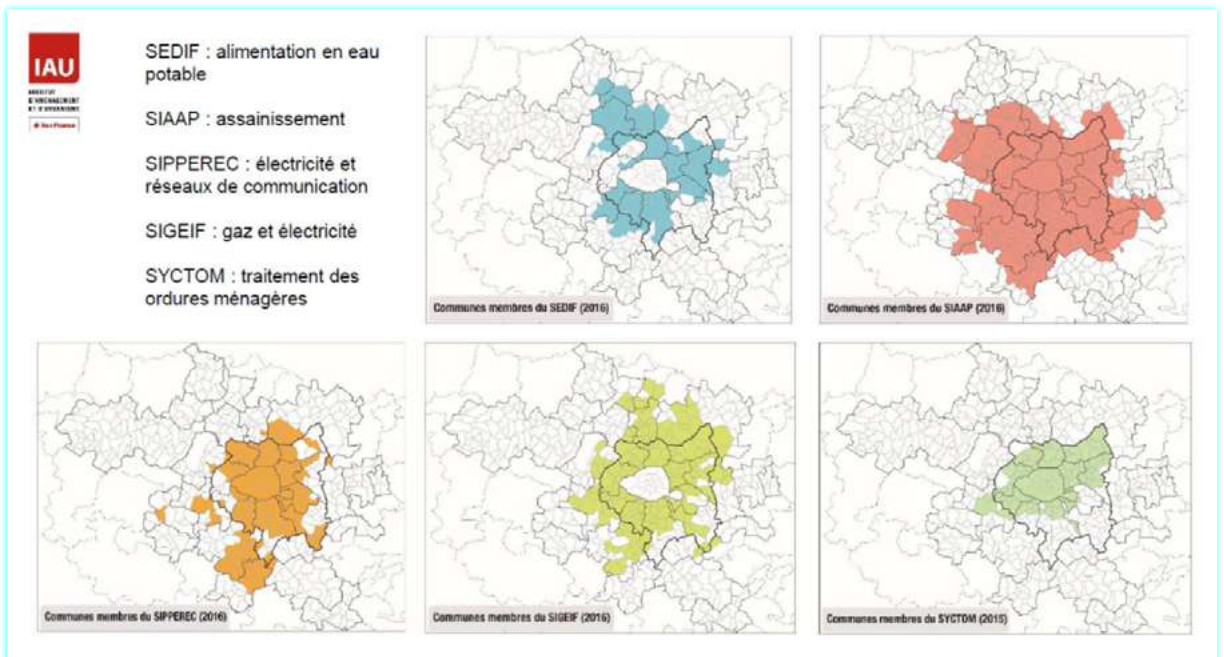




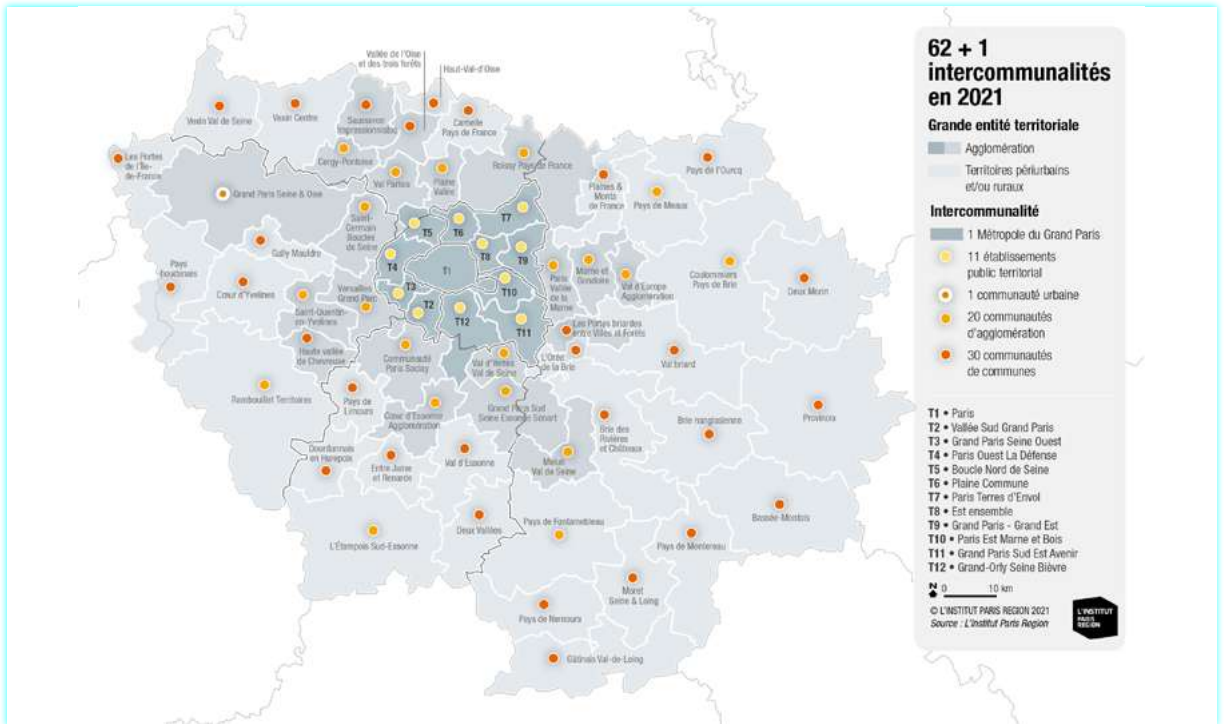
**THE STATE, A KEY PLAYER IN THE CAPITAL REGION...
WHICH SHARES STRATEGIC FUNCTIONS WITH THE REGION**



**THE HISTORICAL RESPONSE TO MUNICIPAL FRAGMENTATION:
TECHNICAL SYNDICATES FOR URBAN SERVICES**



THE CURRENT RESPONSE TO MUNICIPAL FRAGMENTATION: INTER-MUNICIPAL PROJECTS



INTERMUNICIPALITY: ALREADY ALMOST A FULL-FLEDGED TERRITORIAL AUTHORITY IN PRACTICE?

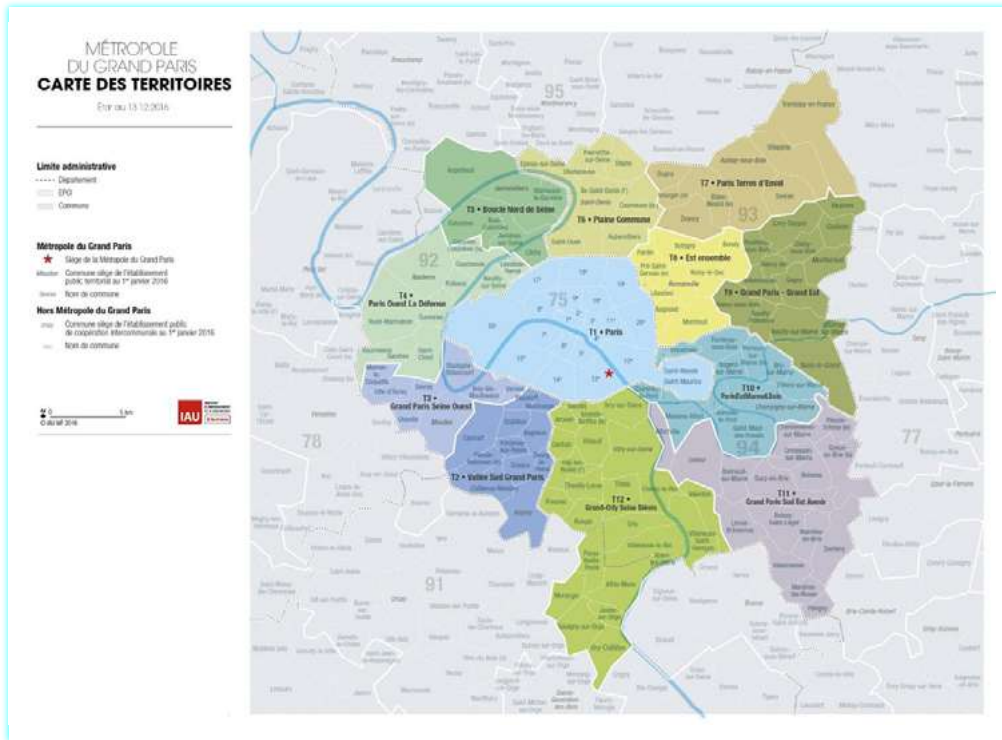
LES PRINCIPALES COMPÉTENCES INTERCOMMUNALES PRÉVUES PAR LE CODE GÉNÉRAL DES COLLECTIVITÉS TERRITORIALES À L'HORIZON 2020

	Métropole (droit commun)	MGP	EPT	CU	CA	CC
Aménagement	✓ PLUI SCoT	SCoT	PLUI	✓ PLUI SCoT	✓ PLUI SCoT	✓ PLUI SCoT
Développement économique	✓	✓	✓	✓	✓	✓
Air, climat et énergie	✓ PCAET	✓ PCAEM	✓ PCAET	✓ PCAET	✓ PCAET	✓ PCAET
Eau et assainissement	✓	✓	✓	✓	✓	✓
GEMAPI	✓	✓	✓	✓	✓	✓
Déchets	✓	✓	✓	✓	✓	✓
Transports	✓ PDU			PLD	PLD	PLD
Voirie	→			✓		
Habitat et hébergement	→	✓ PLH	→	✓ PLH	✓ PLH	✓ PLH
Politique de la ville	✓ Contrat de ville		✓ Contrat de ville	✓ Contrat de ville	✓ Contrat de ville	✓ Contrat de ville
Action sociale	→		✓			
Éducation	→					
Tourisme	→			✓	✓	✓
Culture	→	✓	✓	✓		
Sport	→	✓	✓	✓		

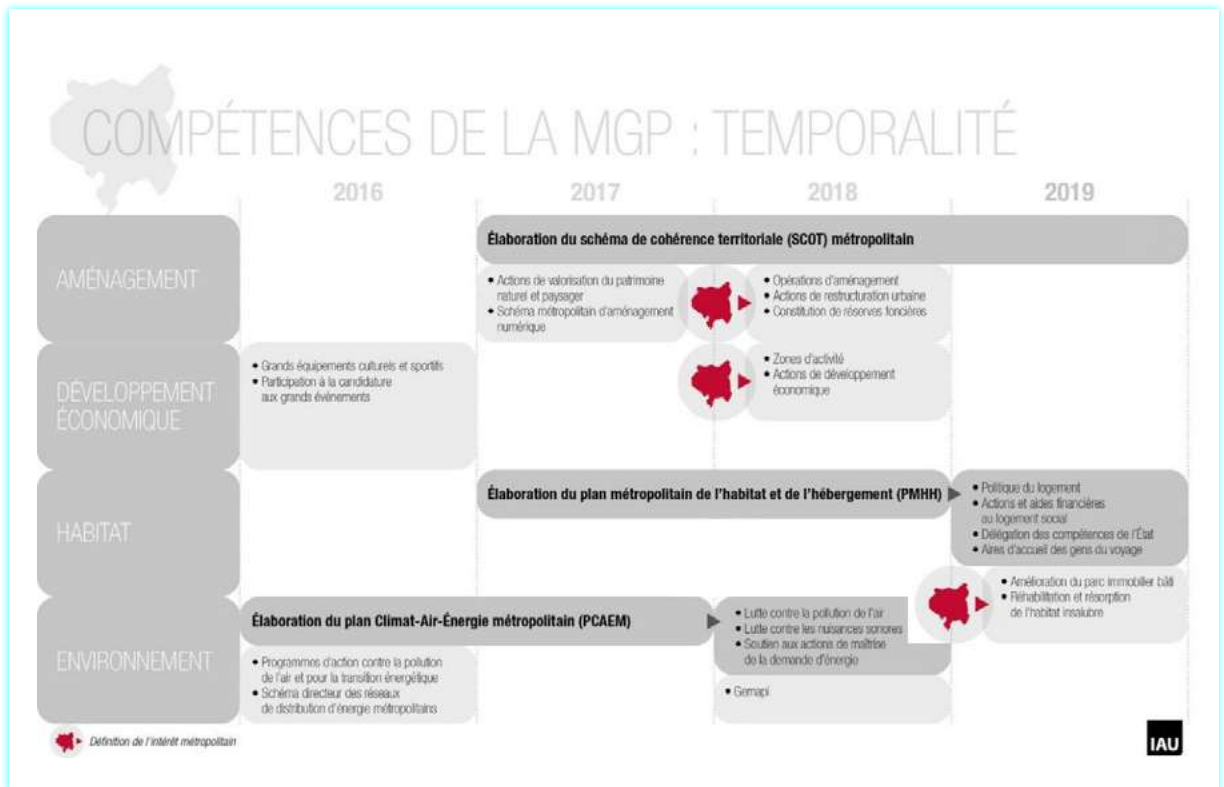
→ Transfert de compétences départementales par convention ou délégation
 ✓ Compétences obligatoires
 ○ Compétences optionnelles
 ↔ Compétences soumises à la définition de l'intérêt métropolitain
 PCAET Principaux documents de planification

IAU
© 16/10 2017

**AN INTERMUNICIPAL AUTHORITY WITH A (VERY) SPECIAL STATUS:
THE GREATER PARIS METROPOLIS (MGP)**

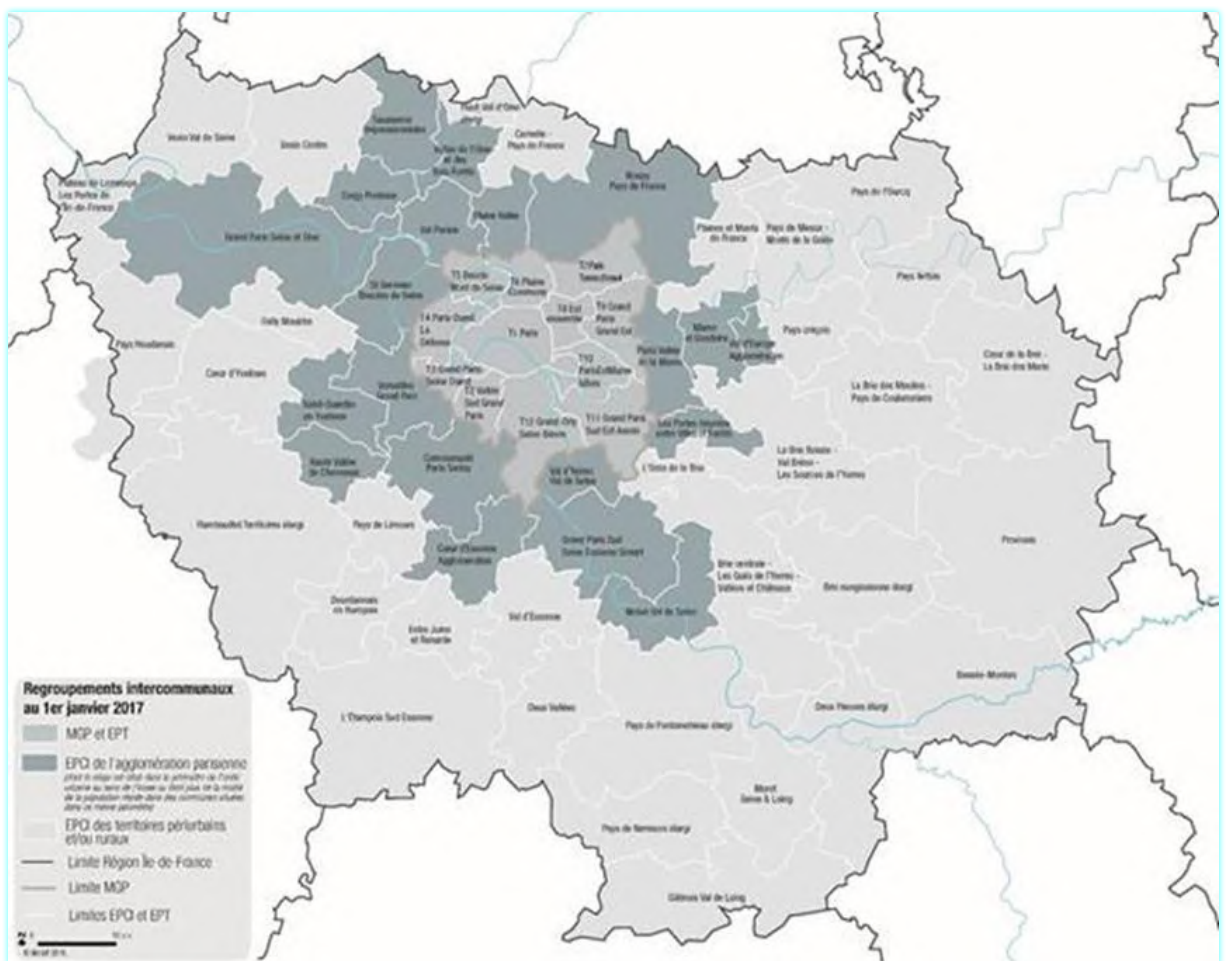


**THE AREAS OF INTERVENTION OF THE GREATER PARIS METROPOLIS:
STRATEGY, MOBILIZATION, REGULATION... AND OPERATIONAL**



Initiative to launch a major urban renewal project may come from:

- The State,
- The Department,
- The Municipality,
- A group of municipalities (inter-municipal collaboration),
- In Île-de-France, the Greater Paris Metropolis is now an institution with the competence to launch major development projects.



The Greater Paris Metropolis came into being on January 1, 2016. It was created on January 27, 2014 by the Act regarding the Modernization of Territorial Public Action and the Affirmation of Metropolises (MAPTAM Act) and reinforced on August 7, 2015 by the Act on the New Territorial Organization of the Republic (NOTRe Act).

It includes Paris, the 123 municipalities of the three departments of Hauts-de-Seine, Seine-Saint-Denis and Val-de-Marne and 7 municipalities of the neighbouring departments of Essonne and Val d’Oise, i.e. almost 7.5 million inhabitants.

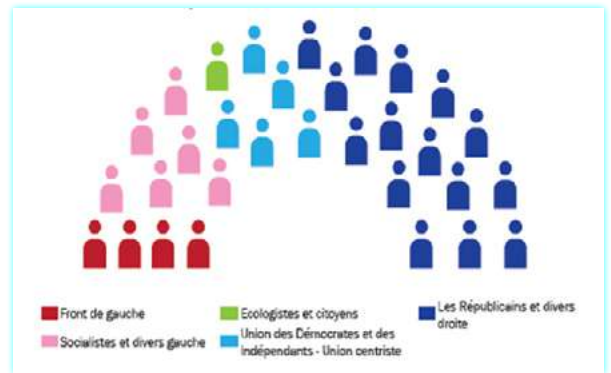
The Greater Paris metropolis, whose overall perimeter was established by decree no. 2015-1212 of September 30, 2015, was then divided into 12 territories (T1 to T12) which, together with the Metropolis, constitute a system of inter-municipal collaboration.

The role of the Development Council

Economic, social and cultural development and planning

- Protection and enhancement of the environment
- Local housing policy
- Planning of the metropolitan area

The NOTRe Act stipulates that “a development council” will bring together the economic, social and cultural partners of the Greater Paris Metropolis. The council is consulted on the main orientations of the Greater Paris Metropolis. The Development Council proposed, on May 10, 2017, the forms of association of inhabitants in the elaboration of the Metropolitan Territorial Coherence Schema (SCoT).



CURRENT COMPOSITION OF THE METROPOLITAN BUREAU

Five specific competencies of Public Territorial Establishments (EPT)

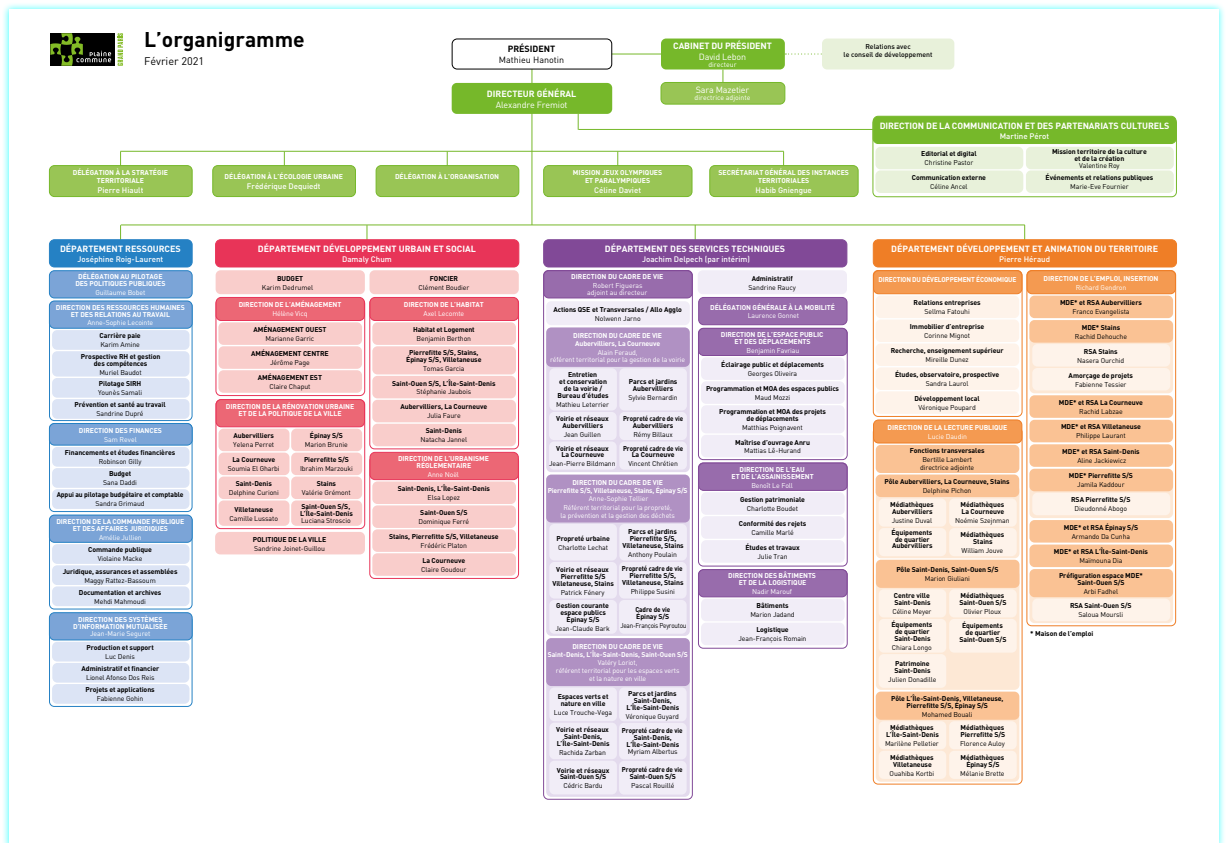
The NOTRe Act strengthens inter-municipal collaboration by giving EPTs compulsory competences:

- Preparation of regulatory urban planning documents for the territory
- The development of a Climate and Energy Plan
- Urban policy (social action, local urban management, development, urban planning, housing, police)
- Management of household and ordinary business waste
- Water supply and wastewater treatment

Assorted competencies attached to the definition of territorial interest:

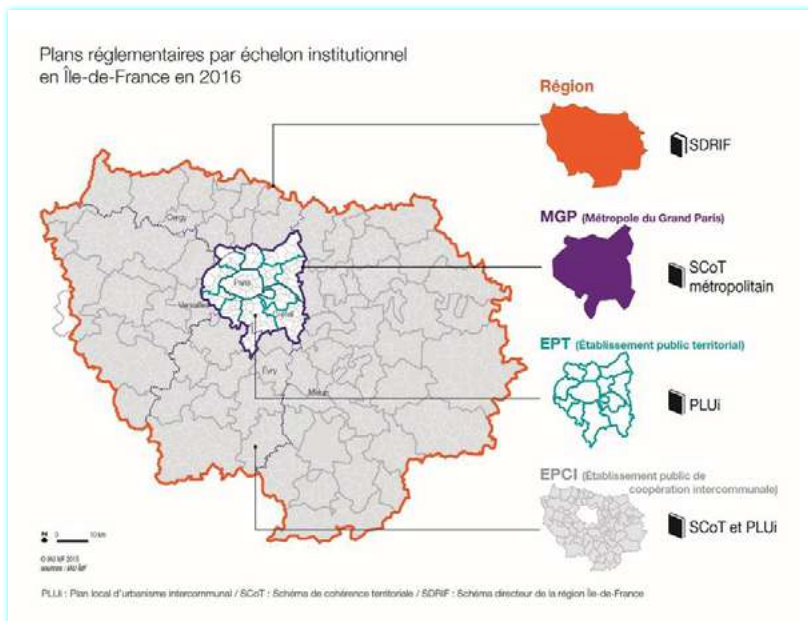
- Program planning
- Construction and management of cultural and sports facilities
- Social action.

ORGANIZATION CHART OF PLAINE COMMUNE



URBAN PLANNING AND ITS DEVELOPMENT TOOLS

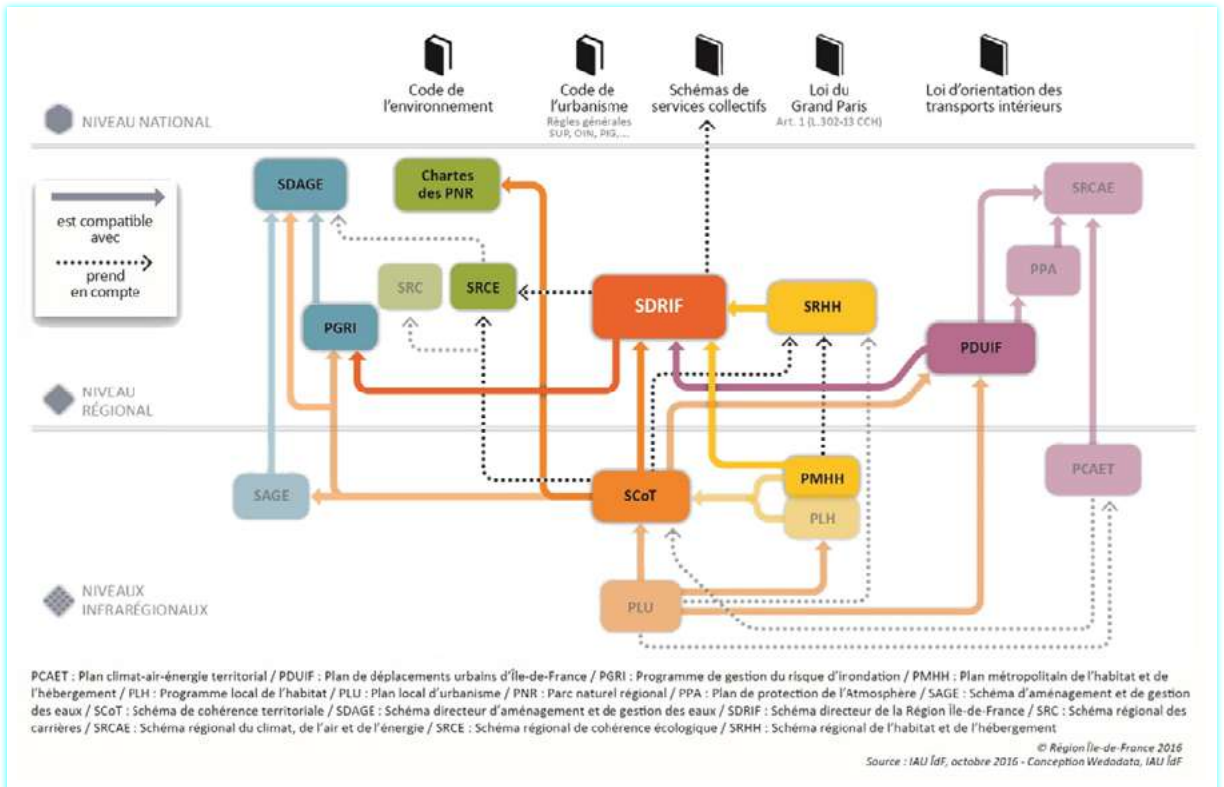
A JURISDICTION DECENTRALIZED TO COLLECTIVITIES



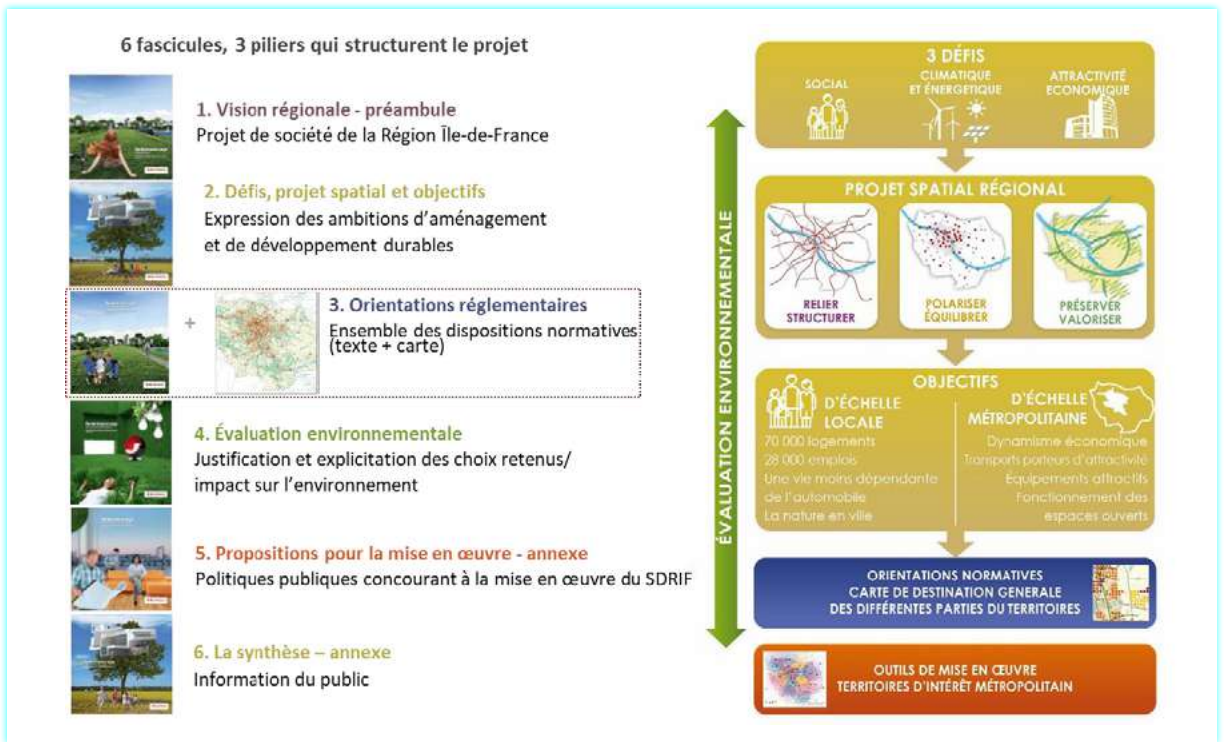
A VERY PRESENT PLAYER: THE STATE



THE HIERARCHY OF STANDARDS



THE MASTER PLAN FOR THE ÎLE-DE-FRANCE REGION (SDRIF)



THE SDRIF : THE CHALLENGES

Agir pour une Île-de-France plus solidaire

Sa population d'ici à 2060

Scénario	Enfants par femme	Salde migratoire	Mortalité	Population 2060 (millions)
Scénario haut	2,1	à 150 000	bas	15,6
Scénario bas	1,8	à 50 000	haute	12,2

Anticiper les mutations environnementales

Le défi climatique
Hausse des températures d'ici à la fin du siècle en Île-de-France

ÉTÉ +2,0° à +5,7°
HIVER +2,9° à +3,8°

Risque sanitaire multiplié

- canicules
- pollution atmosphérique
- pollution des eaux

Ressource en eau fragilisée

- biodiversité
- recharges des nappes
- niveau des rivières

Plus d'événements météo extrêmes

- sécheresses
- crues d'orages
- incendies

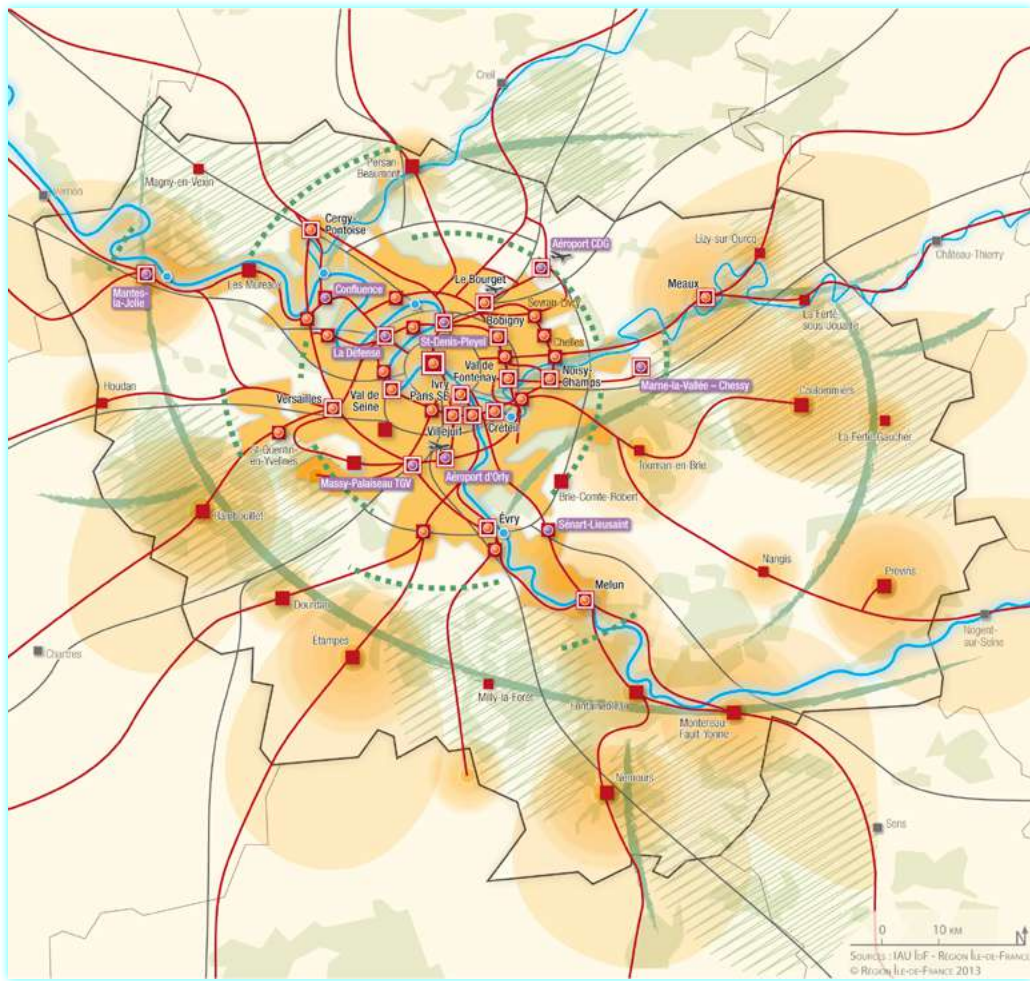
Conforter l'attractivité de l'Île-de-France et accompagner la conversion écologique et sociale de l'économie

Organisations internationales
2^e métropole dans le monde pour l'accueil de leurs sièges

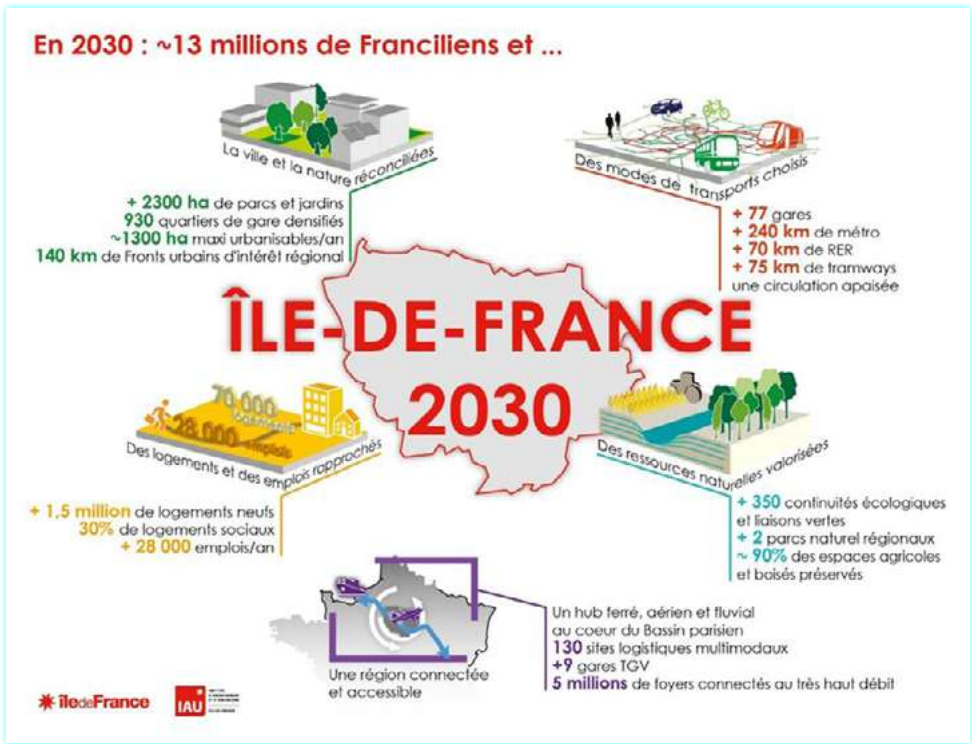
4 900 brevets
déposés en 2010
1^{re} région européenne en investissement en R&D
16,9 millions d'euros

91 600 chercheurs
1^{re} région européenne en termes d'effectifs de R&D

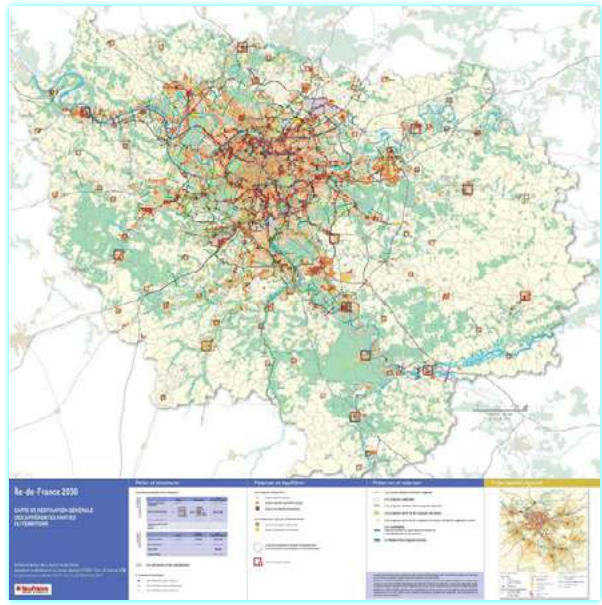
9 pôles
de compétitivité,
17 universités, 55 grandes écoles



GOALS OF THE MASTER PLAN FOR THE ÎLE-DE-FRANCE REGION



THE SDRIF: THE REGULATORY GUIDANCE



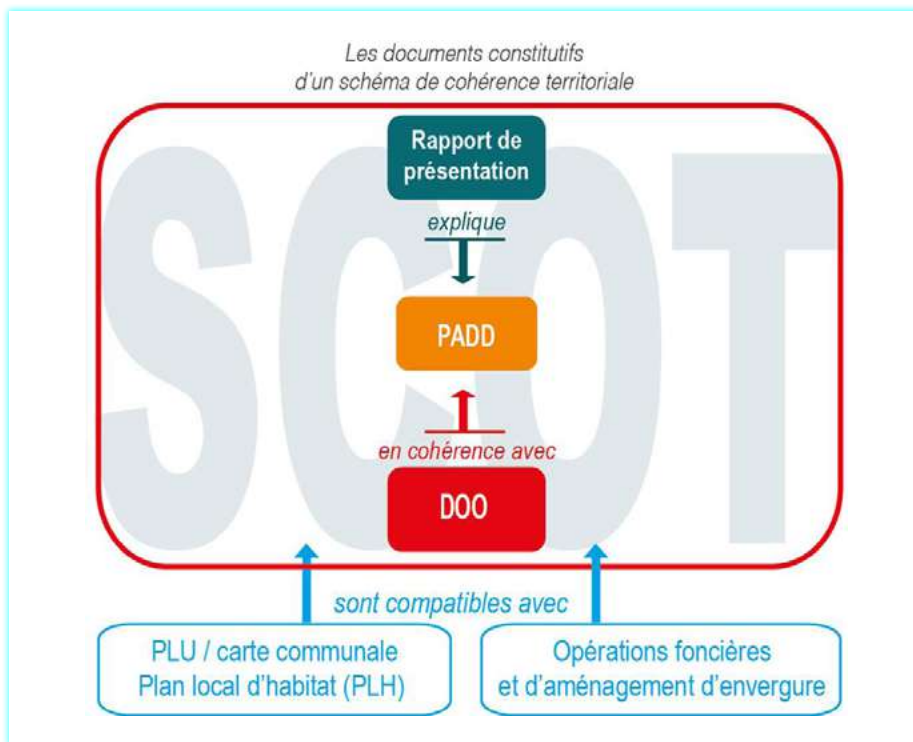
Anticiper la réalisation des infrastructures de transport

Les quartiers à densifier à proximité d'une gare (Densification de 15 %)

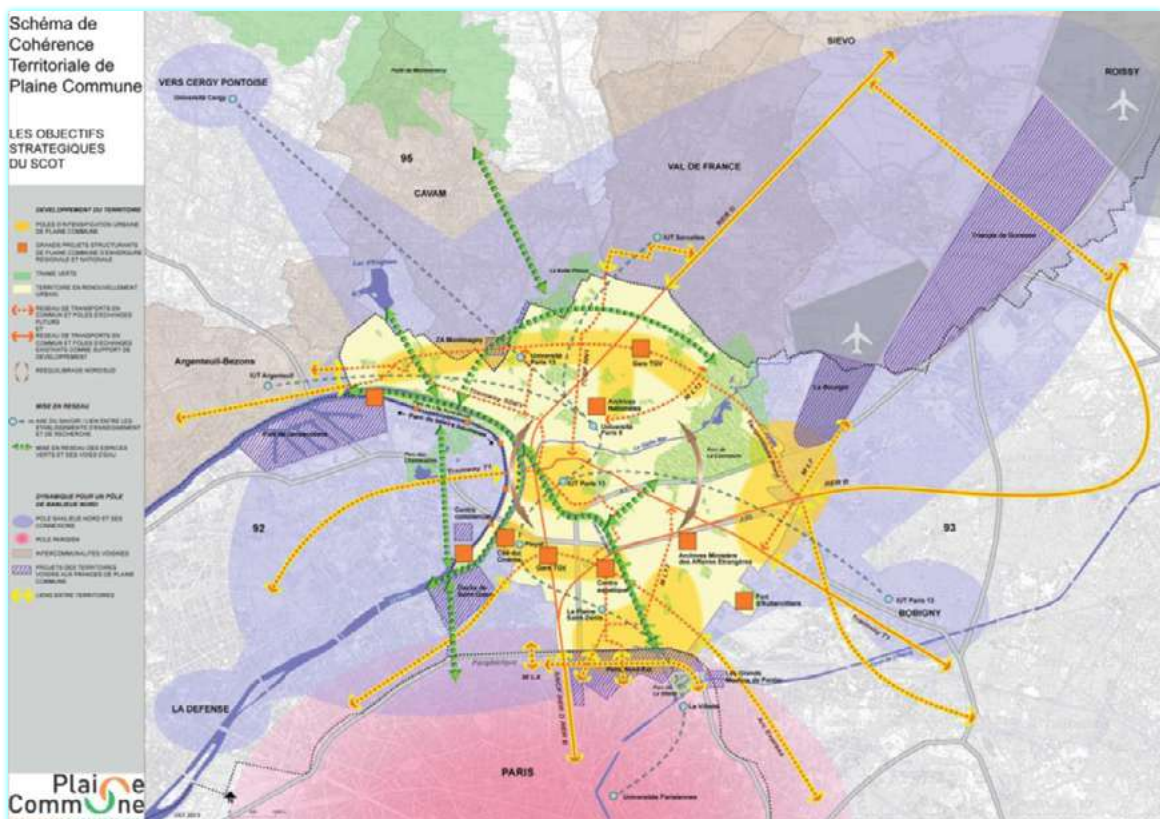
Les secteurs à fort potentiel de densification (Densification accrue)

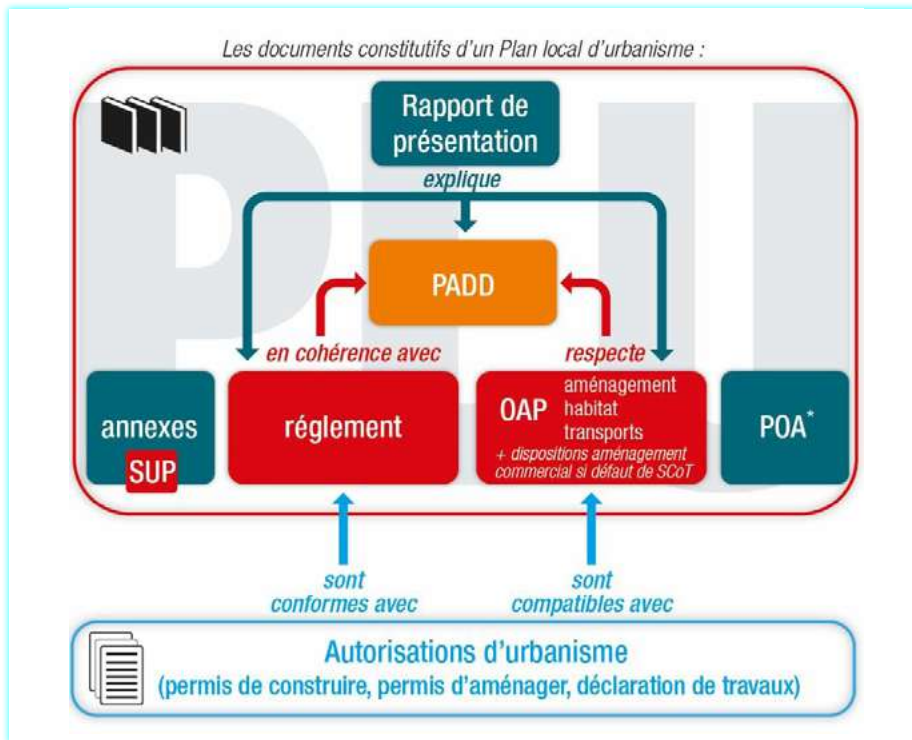
Préserver et créer des espaces verts et des espaces de loisirs

THE TERRITORIAL COHERENCE SCHEMA (SCOT)



THE PADD OF THE PLAINE COMMUNE SCOT





THE REGULATORY PART OF THE PLU

By-Law

I. Usage of buildings, land uses and types of activity (prohibition and limitation of certain land uses and assignments, constructions and activities, functional and social mix)

II. Urban, architectural, environmental and landscaping characteristics (volumetry and siting of buildings, urban, architectural, environmental and landscaping quality, environmental and landscaping treatment of non-built areas and surroundings of buildings, parking)

III. Facilities and networks (public and private road access, network access)

Graphic representation of the Saint-Ouen local development plan (zoom on the Docks district):



The UM zone corresponds to the mixed-use areas (housing, activities, shops, facilities, etc.) of the ZAC des Docks site. It comprises eight sub-zones (UM1, UM2, UM4, UM5, UM6, UM7, UM8 and UM9). For each of these sectors, and in order to organize a coherent and balanced development project across the entire site, the setback/view plane rules are differentiated according to the desired urban morphologies.

THE REGULATORY PART OF THE PLU

The development and programming guidelines

May be thematic or sectoral

- describe how the community wishes to develop, rehabilitate, restructure or develop neighbourhoods or sectors of its territory
- planned from a perspective of development
- with the aim of protecting and enhancing green spaces for example or preserving heritage



THE DOCKS OF SAINT-OUEN: THE LANDSCAPE GRID

LOCATION: SAINT-OUEN / PLAINE COMMUNE



TOOLS FOR CONTROLLING DEVELOPMENT

Different procedures exist to meet the needs of communities, the choice of which depends on many criteria, including the nature, size, financing and ownership of the operations.

- The concerted development zone (ZAC)
- The development permit
- The subdivision permit
- The urban partnership project (PUP)
- The development concession

The concerted development zone (ZAC)

Purpose of a ZAC

Carrying out a development project (characterized when it concerns a significant portion of the territory or targeted when the operation “aims to ensure a complex combination of activities and various uses, housing, offices, shops, private buildings and public facilities”).

Definition of ZAC

“Areas within which a public authority or a public establishment with a mandate to do so decides to intervene in order to realize or have realized the development and facilities of parcels of land, particularly those which this authority or establishment has acquired or will acquire with a view to subsequently transferring them to public or private users” (sec. L. 311-1 C. urb.)

Initiated by:

Competent public authority or public establishment with a mandate to do so

Two distinct implementation phases

- creation procedure; requires an environmental assessment and prior consultation with the local population
- implementation procedure; this involves a presentation report, a site plan and an indication of the implementation method and the tax and financial arrangements adopted.

Means of realization

- management, or indirectly, via a developer through a concession or development mandate

THE STAGES OF THE ZAC



THE DEVELOPMENT PERMIT

Is a new form of participation in the financing of public facilities, a kind of "contractual" urban planning participation, different from the ZAC (public initiative, not well suited to purely private operations).

A municipality, a public establishment for inter-municipal cooperation (EPCI) or the State may sign a PUP agreement with a project developer in order to have the latter finance all or part of the public facilities made necessary by its project.

The contribution may be paid in the form of a financial contribution or in the form of built or unbuilt land.

The PUP is not similar to a development concession and does not require a prior competition.

THE DEVELOPMENT CONCESSION

Is an administrative contract by which a public person, having taken the initiative in an operation and having carried out all the preliminary studies, delegates the realization to a public or private operator.

The developer holding a development concession is responsible for three basic tasks: acquiring land, constructing infrastructure and public facilities, and selling the land for costs.

This contract may be concluded with a structure considered as in house vis-à-vis the local authority (SPL or SPLA) in derogation from the usual rules of competition.

LABELS: A GLOBAL APPROACH TO ANALYSIS

Since the early 2000s, there has been a proliferation of approaches and tools of all kinds: charters, guides, benchmarks, standards, certifications.

Many of these tools are linked to environmental standards to be reached, practical guides on various themes (waste, water, etc.), analysis grids that make it possible to answer certain questions or to compare projects with each other; they may be national or even international in scope or very local.

National label: Eco-district

- Created in 2009, following the Grenelle commitments on the environment
- 2009 and 2010: experimentation phase; calls for projects made it possible to highlight and reward good practices and to create a common culture around sustainable urban planning
- 2012: official launch of the label which commits local authorities to 20 criteria and several stages

A long-term support approach, technical but not financial support.

Regional label: NQU, later 100 QIE

- Created in 2009, the Île-de-France Region introduced a specific tool
- 2009 to 2011: the New Urban Neighbourhoods (NQU) were created to encourage communities to consider sustainability in their projects.
- The criteria grid is quite complex = 24 districts were labelled
- Since 2016: the 100 Innovative and Ecological Neighbourhoods (100 QIE) is a new monitoring system for sustainable neighbourhoods

Provides an incentive for sustainability and financial assistance for development.

Three labels with multiple criteria

The analysis grids for projects

ÉcoQuartier

20 commitments grouped into 4 themes...

- approach and process;
- living environment and usages;
- territorial development;
- environment and climate... and 4 steps;
- signature of the charter;
- project recognised as “committed to labelling”;
- project “labelled”;
- project “experienced and confirmed” from 2017.

New Urban Neighbourhoods (NQU)

17 criteria grouped into five themes

- territorial coherence;
- quantitative and qualitative production of housing;
- functional mix and compactness;
- environmental quality;
- evolution of urban methods and practices.

Innovative and Ecological Neighbourhoods (QIE)

Numerous criteria grouped into five objectives

- contribute to the regional housing effort;
- mix housing, jobs and services;
- support ecological and energy transitions;
- promote sustainable mobility ;
- conceive the project as a whole and rooted in its territory;
- promote a transversal laboratory logic for the city of tomorrow, where each district must demonstrate innovation.

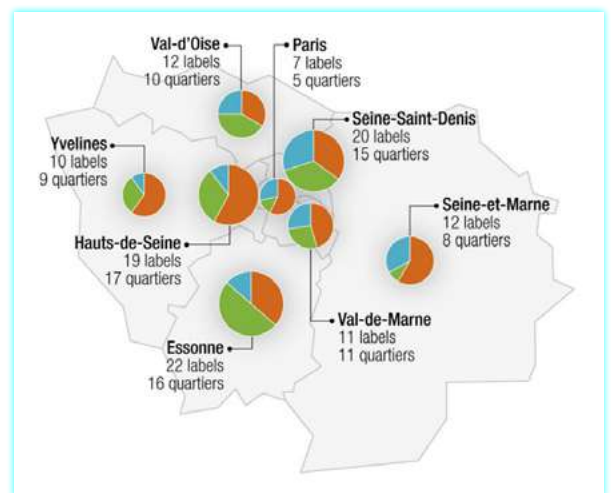
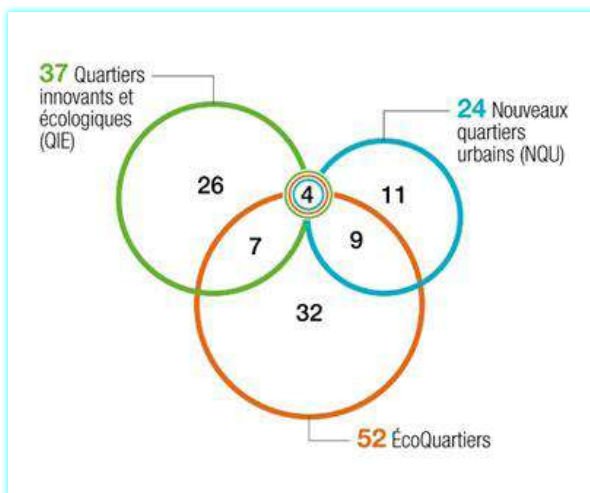
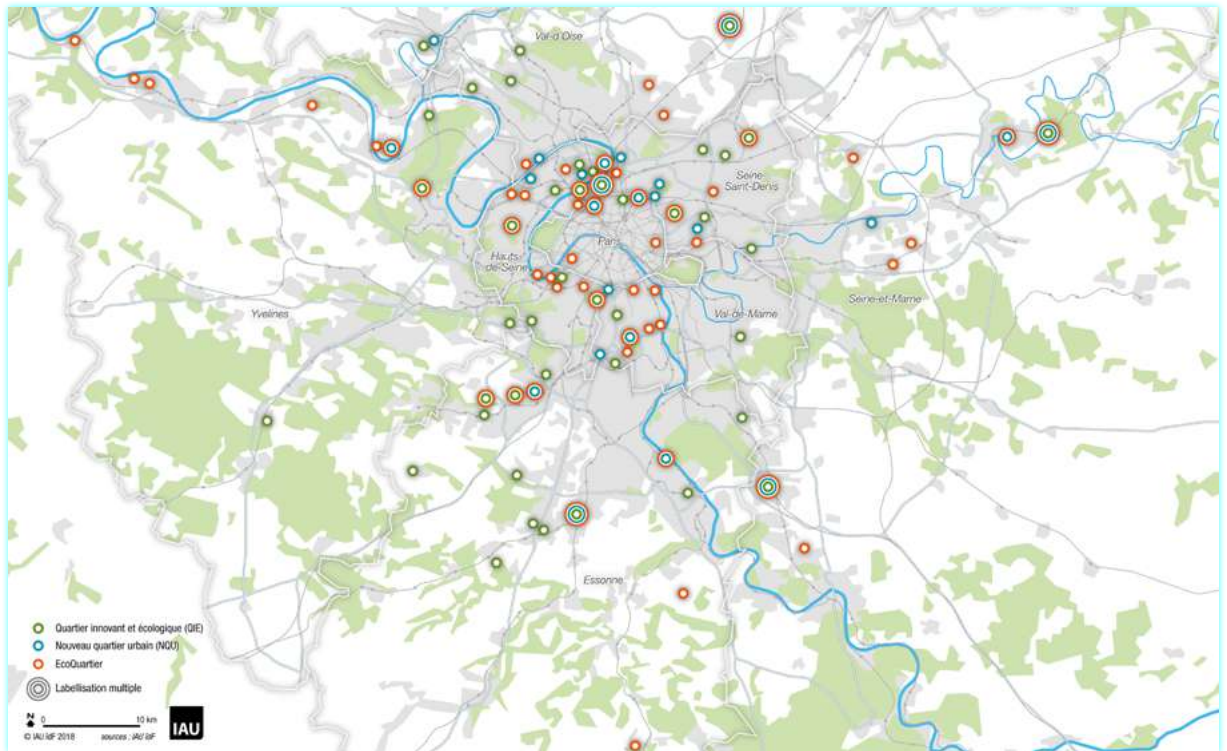
The winners of the labels must meet these multi-criteria analysis grids and perform well in many areas. With regard to environmental issues in particular, the following can be mentioned:

- Energy strategy (geothermal energy, biomass heating network, wind power, solar panels, bio-sourced materials, etc.)
- Biodiversity (greened terraces and facades, water treatment, shared gardens, urban agriculture)
- Waste treatment, pollution and risks
- Sustainable mobility (multi-modality, park-and-ride, car sharing, charging stations, shared parking)
- Circular economy, third places, coworking.

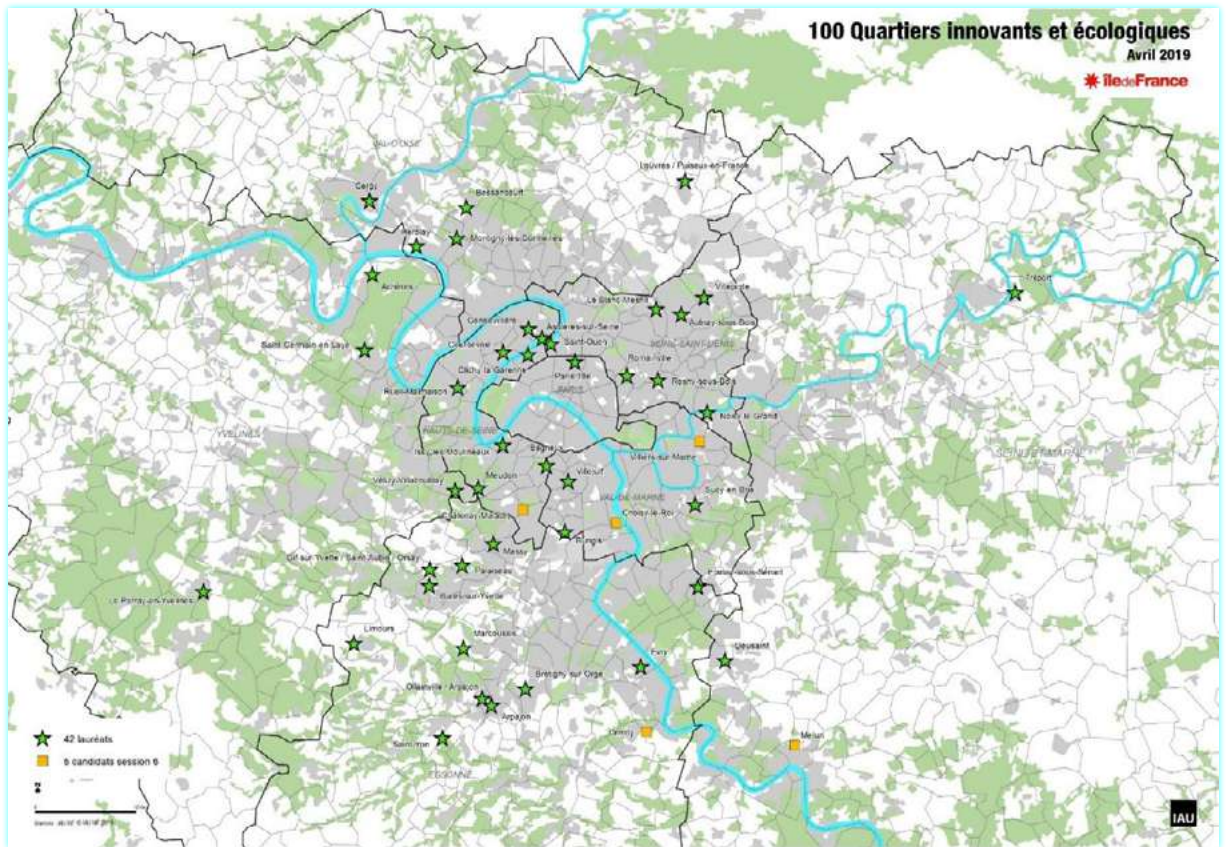
ABOUT A HUNDRED SUSTAINABLE NEIGHBOURHOODS AWARDED THE LABEL IN ÎLE-DE-FRANCE

By 2018: 3,725 ha of projects and 125,000 housing units

No "model" for the Ile-de-France sustainable district, a contextualized approach, specific responses according to the local context.



THE REGIONAL "100 QIE" SYSTEM



THE DOCKS OF SAINT-OUEN: A MULTI-LABELLED NEIGHBORHOOD

- EcoQuartier Grand Project Award in 2009, then certified in 2016 (stage 3)
- Winner of the NQU in 2009
- Winner of the 100 QIE in 2016

Grants of up to €4 million

- Creation of public spaces, integrating the major issues of sustainable development (Dhalenne Sud and Bateliers Sud sectors)
- Construction of a 60-bed daycare
- Creation of a 3D model, a real tool to help design the urban planning project and the builders' projects.



[G] THE DOCKS OF SAINT-OUEN

7 THE DOCKS OF SAINT-OUEN

LOCATION

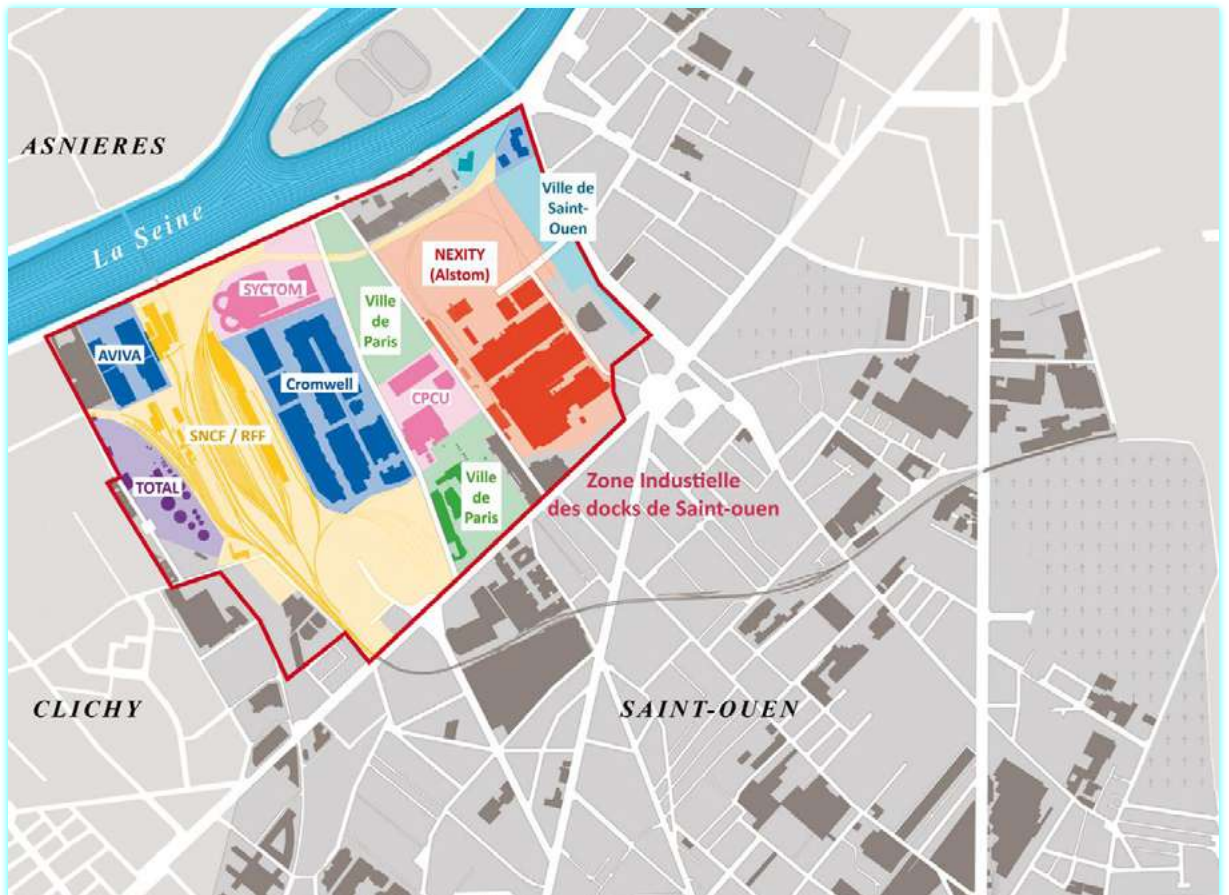
IN THE HEART OF THE PARISIAN AGGLOMERATION



LARGE LANDOWNERS



ON THE BANKS OF THE SEINE



REFERENCE(S): PARIS REGION INSTITUTE

THE BASIC PRINCIPLES OF THE PROJECT

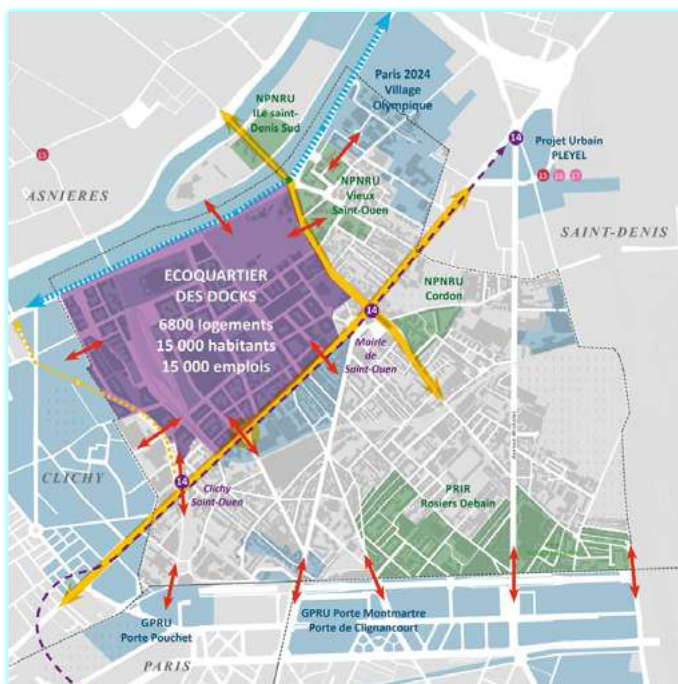
- Reconversion of an industrial area
- Reconquering the Seine
- Environmental exemplarity
- To heal the urban divide and integrate the major urban services



AERIAL VIEW OF THE SITE IN 1961
AN INDUSTRIAL ZONE ON THE BANKS OF THE SEINE

A STRATEGIC ISSUE FOR THE CITY'S DEVELOPMENT

- Juncture with the existing city
- Rebalancing the social mix in the city
- Integration of major metropolitan services



PROGRAMS

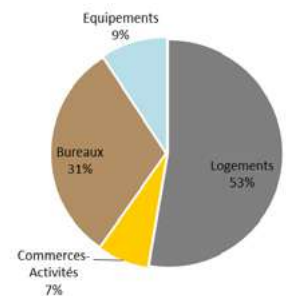
Construction program

- 878,000 m² floor space
- 463,000 m² of housing, or approximately 6,800 units
- 73,000 m² of office space
- 62,000 m² of shops and activities
- 65,000 m² of community facilities
- 16,000 m² of public facilities (schools, nurseries, gymnasiums, etc.)
- Public spaces (streets, squares, parks)
- Innovative networks (pneumatic waste collection)



Le programme de l'opération

- Logement
- Commerce et services
- Tertiaire
- Activités
- Equipement local
- Parc / Square



Programs delivered (1st quarter 2019)

- Large park of 12 hectares
- Roughly 2,000 dwellings
- Approximately 17,000 m² of office space (Docks on the Seine)
- First phase of rehabilitation of the Alstom Hall by Saguez & Partners for the Manufacture Design facility
- Nelson Mandela school group
- Pef school group (zero energy school)
- Petit Prince school group
- Les Galopins daycare (60 places)
- Grand Parc gymnasium
- Silo de la Halle car park with 718 shared parking spaces and underground car park at the Grand Parc with 435 shared parking spaces, for a total of 1,150





1. OFFICES OF THE ÎLE-DE-FRANCE REGION

Constructed 2018-2019
 Promoter Nexity
 Architect: Jacques Ferrier
 Architecture
 Delivery 2019

2. RUE DES LAVANDIERS / GASTRONOMIC MARKETPLACE

24,000 m² of shops in the hall and ground floor
 Delivery 2019

3. BLOCK N7

320 housing units, senior citizens' residence and shops at the base of the building
 Promoter: Nexity
 Architect: Arte Charpentier Architectes
 Delivery 2019 (phase 1)

4. BLOCK N8

37,000 m² of office and retail space at the base of the building
 Promoter: Nexity
 Architect: DGM & Associates
 Delivery 2019

5. SOUTH BATELIERS SECTOR PHASE 1

261 housing units and shops at the BASE of the building
 Developer : BNPPI
 Architects: Atrium studio, DGM & Associates
 Delivery 2018-2019

6. ENERGY CLUSTER / CPCU

Urban, architectural and landscape redevelopment of the CPCU plant
 Project owner: CPCU
 Architect: Atelier Joël Nissou
 Delivery 2017





8

7. GREATER PARIS NORTH UNIVERSITY HOSPITAL CAMPUS

130,000 m² for hospital, 70,000 m² for university
 Project owners: AP-HP and Paris Diderot University
 Delivery end of 2025 for the hospital component
 2024 start of first academic year

8. ENERGY CLUSTER / SYCTOM

Urban, architectural and landscape redevelopment of the Syctom plant and its industrial process
 Project owner: Syctom, the metropolitan household waste agency
 Architect: Reichen et Robert & Associates
 Delivery 2020

9. THE FABRIQ

125 housing units for sale
 Developer: Nexity
 Architect: Reichen & Robert & Associates
 Delivery 2018



10

10. BLOCK N5

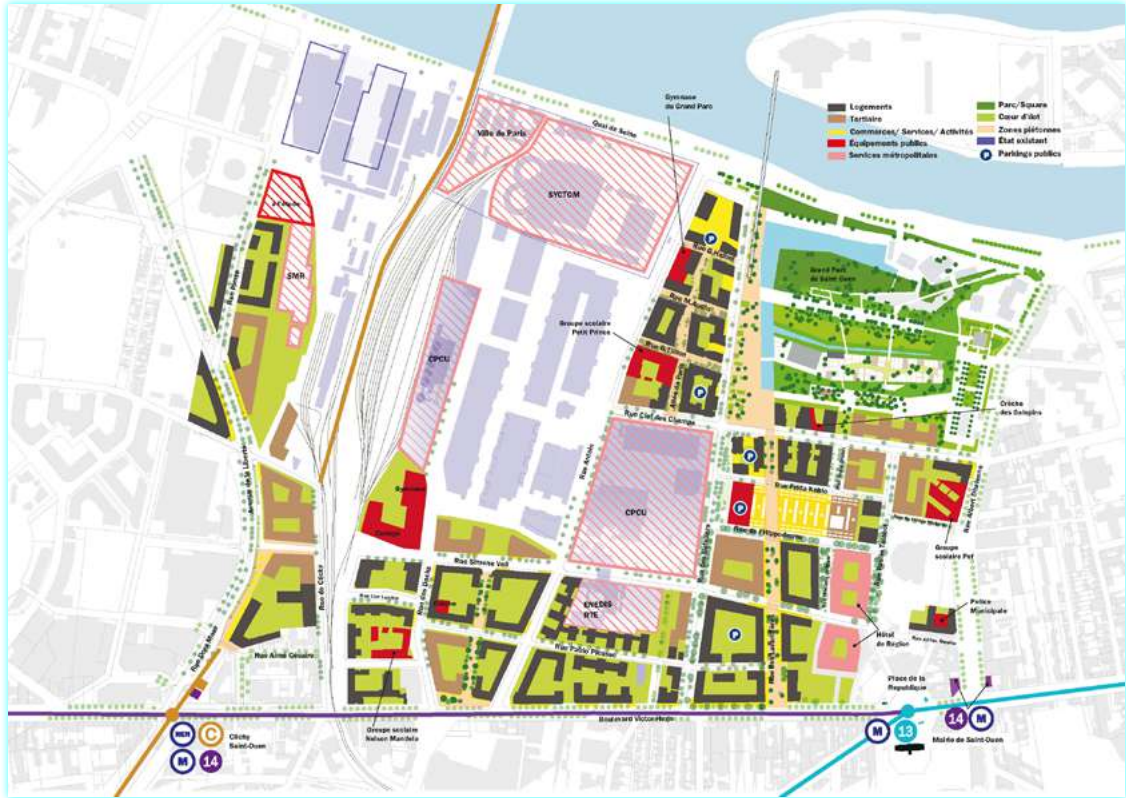
342 housing units and approximately 2,000 m² of commercial space
 Promoter: Nexity
 Architects: Pierre & Cédric Vigneron, De Alexandris, DGM & Associés
 Delivery 2019

11. D3A SERVICED RESIDENCE BLOCK

7,500 m² residence for seniors and student residence
 Developer: Linkcity and Résid Étude
 Architect: Marie-Odile Foucras Architect, TEKHNE Ingénierie



11



PROJECT ANALYSIS

The Docks of Saint-Ouen district is historically linked to its industrial past and to its major urban services. In the middle of the 19th century, the Docks site took off with the development of two large companies: “Chemin de fer du nord” (a railway) and “Entrepôts et Magasins Généraux de Paris” (warehouses). At the beginning of the 20th century, industrial sites appeared one after another along the Seine. Mechanical engineering then became the spearhead of Saint-Ouen industry. Other activities also developed, such as energy production and urban waste treatment. After the Second World War, the site’s industrial complex began to decline.

In the 1970s, economic activity was maintained on the Docks site thanks to the large presence of public and mixed companies (Alstom, SNCF, CPCU, TIRU, EDF, etc.), but many brownfields appeared. In 2000, a new future was envisaged, but one that took into account its historical heritage.

As early as 2005, studies were undertaken to imagine a project that would enhance the historical and landscape identity of the Docks site. A very mixed program was envisaged with:

- 443,000 m² of housing
- 300,000 m² of office space
- 68,000 m² of shops and activities
- 67,600 m² of facilities
- 12 ha of public park space

REFERENCE(S): PARIS REGION INSTITUTE

The renewal project fits into the existing grid by reusing public spaces and completing the integration with the roads and green spaces necessary to develop a mixed neighbourhood (50% housing, 42% activities, 8% facilities and a large park).

The SNCF-RFF rights of way, as well as the major metropolitan services of CPCU, Sycotm and RATP, have been integrated into the project, and their requalification and improved landscape integration is underway.

Alstom Transport, whose world headquarters were already located in Saint-Ouen, has chosen to remain in the Docks and to develop its "rail campus" with 2,500 employees. In addition, a huge Alstom Hall, an exceptional place recalling the industrial history of the site, will become a new point of interest for the city and the Docks project. The renovated building will house an innovative concept based on bistronomy, fresh quality food products and tableware, as well as the Manufacture du Design (a school but also professionals, offices, etc.).

REALIZATION

The first phase of the project (2013-2017) saw the delivery of a number of projects: a 12-hectare park, more than 2,000 housing units (40% of which are social), 1,150 shared parking spaces, two school groups with a total of 32 classrooms and a leisure centre, a gymnasium, and a 60-bed crèche.

The second phase will create a new attractive central area connected to the city centre of Saint-Ouen: 30,000m² for the development of a commercial centre, the continuation of mixed sectors with more than 3,000 housing units expected, a crèche, an 800-space car park, and programmes still to be defined.

The project for a large hospital at the core of the development has been abandoned.

ISSUES AND CHALLENGES

Since the 2000s, the City of Saint-Ouen has been aware of the major opportunity to combine its industrial past with a major mixed project having an exemplary environmental profile on a surface area of 100 hectares, i.e. the entire municipality. The challenge is then to renew this district by preserving major urban services and providing a great urban mix with the arrival of about 15,000 inhabitants. It is also a question of successfully fusing the new urban district with the existing fabric of the city by distributing the different components of the project as best as possible in space.

Opening up the district to the Seine and reclaiming the riverbanks was also a major development challenge.

Today, this intergenerational, social and functional mix seems to be successful and the challenge for the second phase will be to create a real attractive central core.



- + Maintaining the historical industrial identity of the site.
- + Realization of a mixed and functional program.
- + Adaptation and landscape integration of metropolitan facilities.
- + Rehabilitation of an emblematic industrial building for modern urban uses.
- + Generalization of urban heating in a very short circuit, thanks to the incineration plant.
- + Successful integration.
- + A lively neighbourhood and community life.

- Management of the nuisance of industrial facilities within a mixed urban fabric.
- Cost of renovation and adaptation of facilities.
- Difficulty of cohabitation of urban forms around industrial buildings.



PROJECT ANALYSIS

From the outset of the design of the Docks, the project's ambition was to be a mixed-use neighbourhood, exemplary in terms of the environmental and energy transitions. It aims to meet the definition of a sustainable neighbourhood, i.e. to be a complex urban planning project with ambitious environmental objectives. It would be a transversal approach integrating both social and functional diversity; having a certain density to save space, with consideration given to ecomobility and an exemplary approach to the energy transition.

In 2009, the Docks won the "EcoQuartier Grand Projet" competition, which aims to identify best practices in sustainable development. In 2016, phase 1 of the operation was awarded the EcoQuartier stage 3 (delivered) certification. In 2019, the entire district was awarded the EcoQuartier stage 2 label (under construction).

At the same time, it was also awarded the regional "New Urban District" in 2009 and then in 2016 the new "100 Innovative and Ecological Districts" recognition of the Ile-de-France regional council.

REALIZATION

- Green spaces: a 12-hectare park on the banks of the Seine and the greening of public spaces

REFERENCE(S): PARIS REGION INSTITUTE

© MIKOU STUDIO

- Urban heating network, 80% renewable energy: heat given off by Sycotom’s household waste incinerator, use of biomass (wood pellets) and soon heat recovery from the Seine using a pumping system.
- Alternative management of rainwater: collected by successive roof terraces and storage areas planted in the heart of the block to be collected in greened channels and directed to the Grand Parc basin before discharge into the Seine
- Pneumatic collection network for household waste: 2.5 km of automated underground system (eventually 5 km) to transport waste to the incineration plant
- Performance of the buildings with numerous certifications (ISO 14001 on the operation, BBC Energy to Zero Energy, NF, tertiary building, HQE initiative), particularly for the facilities (schools, gymnasium, crèche); good landscape integration and requalification of the metropolitan services (CPCU, SYCTOM, Ratp, RTE)
- Shared public car parks in the first phase (1,150 spaces) and discussions on sustainable mobility
- Important environmental engineering with specifications and promoters’ charters

ISSUES AND CHALLENGES

The challenge of the Docks project is indeed to be a mixed project (housing/employment balance as a guarantee of a lively city) that meets the ambitions of sustainable development.

In this context, the project aimed to achieve several certification labels:

- The EcoQuartier label is a long-term process, a technical but not financial support. The candidate must meet each of the 20 commitments for the label, grouped into 4 themes and on the project time line (from the launch of the studies to an assessment three years after its delivery).
- The regional label is an initiative launched by the Ile-de-France regional council to encourage sustainability in projects by offering financial aid for development (creation of facilities, public spaces, innovation within the project). For the “100 QIE”, the allocation amounts to €235 million for 2015-2020 with a maximum intervention rate per project of €4 million (amount received for the Docks).

The winners of these two labels must therefore meet multi-criteria analysis grids and be both innovative and efficient in many areas.



- + Anticipating and adapting to climate change.
- + Creating resilient neighbourhoods.
- + Saving energy.
- + Contributing to the energy transition.
- + Innovation in urban forms.
- + An attractive living environment (numerous green and public spaces).
- + Public transport and a network of soft (active) modes.
- + A quality image, a “marketing” effect.
- + Innovation in the lifestyle of city dwellers.
- + Capturing additional funding.

- Higher costs related to the various performances sought and to innovations.
- Difficulty for inhabitants to adapt to new lifestyles.
- Complexity in management and maintenance.



PROJECT ANALYSIS

As part of the preparation of regulatory urban planning documents (SDRIF, SCOT, PLU) and the tools and instruments for the operational implementation of projects (ZAC in the case of the Docks of Saint Ouen), regulatory consultation and participation processes are mandatory, in particular public enquiries.

The consultation around the Docks project goes much further than the regulatory one of a ZAC; we talk about a wider consultation, a real citizen participation.

The developer regularly organizes public meetings on the progress of the project, an opportunity for residents to discuss with the Mayor and the team in charge of the project. Local residents share their opinions, their experience and their vision of the neighbourhood. This feedback is invaluable and feeds the discussions between the various players in the project: the City, which defines the program, the developer Sequano, which implements it, and the Plaine Commune intermunicipality, which manages the public spaces.

In addition, there were numerous design workshops, newsletters distributed to residents, a dedicated website... and the participation of many players such as the companies involved.



MON VOISIN DES DOCKS (MY DOCKS NEIGHBOUR) MEMBERSHIP 2019

Joining My Docks Neighbour will allow residents to solidify their attachment to the neighbourhood. As the district was being developed, the My Docks Neighbour association enabled us to facilitate meetings thanks to the creation of a website...

REALIZATION

Historically, the main purpose of the concerted development zone (ZAC) was to facilitate consultation between public authorities and private developers. During the creation of a ZAC, prior consultation is therefore provided for in article L.300-2 of the urban planning code and allows for public participation.

The Docks of Saint-Ouen ZAC was created in 2007. Consultation being organized throughout project development, it lasts for more than 10 years and must include the inhabitants, the local associations and all other concerned persons.

The developer, Sequano, went far beyond the regulatory consultation from the outset, offering very good local consultation from phase 1 of the project.

The efforts of the developer and the local authority have been rewarded by the strong involvement of the first inhabitants of the district, who came together even before moving to the Docks in an association called "Mon voisin des Docks" (My Docks Neighbours), which facilitates exchanges between the inhabitants via an internal platform, organizes enjoyable events and alerts the developer, the City and any other stakeholder in the project to any difficulties encountered or ideas for the district.

The goals of the association are to participate in public debates and, more broadly, to integrate the district into the cultural, associative and civic life of the city of Saint-Ouen by creating closer relationships between the inhabitants and its various actors.

ISSUES AND CHALLENGES

The challenge is to ensure that the project is well accepted by the inhabitants and that the living environment is adapted to the new requirements of sustainable development and resilience to climate change.

The founding act of the Docks project was the creation of a 12-hectare Grand Parc for all the city's inhabitants. The historic shared gardens were maintained during the works and still exist, creating a spatial and historical link between the old users and the new inhabitants.

Within the Grand Parc, there are shared gardens (5,000 m² for about a hundred individuals and associations), an educational greenhouse (to practice various activities also available to residents and associations)... as well as all the pedestrian spaces of the project which aim to encourage encounters and the appropriation of the project.

One of the next challenges will be to obtain the "Stage 4" EcoQuartier label, since it is a question, three years after delivery, of confirming that its inhabitants are "living well" in this new district.



- + A broad consultation that goes beyond the regulatory framework.
- + Inhabitants who take better ownership of the project and the living spaces.

-
-
- An important time of discussion/attendance for the SEM (semi-public company) which must conduct all its workshops/meetings...
 - A change in phase 2 where there would be less consultation.



PROJECT ANALYSIS

The Docks of Saint-Ouen project is part of the planning and development strategy of the Master Plan for the Ile-de-France Region (the SDRIF), but also of a whole series of guiding and regulatory documents such as the Ile-de-France Urban Transportation Master Plan (PDUIF), the Flood Risk Prevention Plan (PPRI) and at the municipal level, the Local Urban Development Plan (PLU), revised in 2010 (which imposes, in particular, the size and height of buildings, 10% of open land on the plot, control of rainwater...)

With respect to operational development tools, there are five in French legislation that meet the needs of communities in terms of land management. The choice depends on many criteria, including the nature, size, financing and ownership of the operations.

To ensure control of land for urban projects on the scale of the Docks of Saint-Ouen project, the Concerted Development Zone (ZAC) is the ideal operational development tool.

The ZAC is an area within which a public authority or a public establishment decides to intervene in order to carry out or have carried out the development and the equipment of the lands, in particular those which this authority or this establishment acquired or will acquire with a view to transferring them or conceding them later to public or private users.

The limited number of owners of large plots of land (Nexity, RFF-SNCF, City of Paris and Alstom) has also greatly facilitated the implementation of the project. In addition, an agreement relating to the financing of the

ZAC lands was signed in 2008 with EPFIF, Etablissement Public Foncier d'Ile-de-France.

REALIZATION

The implementation of a concerted development zone or ZAC occurs in two distinct phases:

- The creation dossier of the Docks ZAC was adopted in 2007 by the municipality. This dossier requires an environmental assessment and prior consultation with the local population.
- The Docks ZAC implementation dossier was adopted in 2010. It includes an overview report, a site plan and an indication of the method of implementing the tax and financial scheme chosen.

The ZAC tool has two modes of implementation:

- The project is carried out directly by the public entity, i.e. by direct management, or
- Indirect implementation, via a developer through a concession or development mandate. This second method was adopted for the implementation of the Docks project in Saint-Ouen.

The municipality mandated the Sequano development company to manage the project. This company continued its mandate even after the municipal project passed to the level of the Plaine Commune territory and became in December 2017 a ZAC of metropolitan interest, the first ZAC under metropolitan project management.

ISSUES AND CHALLENGES

The ZAC allows for flexibility in project management as well as the evolution and adaptation of the program. Nevertheless, the scale of the project (100 hectares) and its financial equilibrium in supporting the realization as well as the space and public services, city-scale facilities (12 ha of parkland, for one thing) and even metropolitan facilities (SNCF-RFF and large metropolitan service organizations like CPCU, SYCTOM and RATP) constitute major challenges to be dealt with.

The main challenge in setting up an implementation project of this scale lies in managing the project over the long term while maintaining the daily life of the neighbourhood's residents in the almost permanent presence of construction sites.



- + Right of pre-emption for land control.
- + Structured procedures to ensure the public interest.
- + Drawing up a global financial report with a round table of partner contributions, prior to implementation, to ensure the financial balance of the project.
- + Tool adapted to manage the long implementation time of major constructions.
- + The ZAC allows a certain flexibility and evolution in the program, while respecting the guidelines.



- The procedure is sometimes long and complicated to set up.
- The regulatory component of consultation and participation is limited to the public enquiry.
- Difficult management over time, often leading to budget deficits.



PROJECT PHASING

PROJECT ANALYSIS

The major challenge for the City of Saint-Ouen is the urban renewal of its former industrial sites. Despite the release of several brownfield sites, there is still industrial equipment in operation at the site. An interesting aspect of the project is the possibility of renewing urban relations with the river, which has long been occupied by industrial activities, and of linking the city centre to the Seine. The aim is to offer new development prospects in this area, which occupies a quarter of the municipality's surface area (100 hectares).

The Docks project was entrusted in 2007 by the city to SEM Sequano (sequano.fr) as a delegated project management company under a development concession running until 2025. By involving "Plaine Commune", the operation's governance was transferred to this inter-municipal level, which is now responsible for the financial balance of the operation and for urban management.

With the creation of the Greater Paris Metropolis and the presence of several facilities on site serving the latter, the project is moving up another governance ladder in 2018 to become the leading development project of the Metropolis. Nevertheless, Sequano has remained consistent in its monitoring of the project.

However, the decision-making power remains within the competence of the Mayor. The change of municipal majority in 2014 brought a radical change in the design of the project, not totally respecting the initial programming. Changes between the first completed phase of the project

and the second one underway, designed under the new city magistrate, are physically very visible.

REALIZATION

The first phase of the project resulted in numerous achievements: a 12-hectare park, more than 2,000 housing units (40% of which are social), 1,150 shared parking spaces in two car parks, two school groups with a total of 32 classrooms and a leisure centre, a gymnasium, and a day care centre with 60 places. The second phase, currently underway, will create a new and attractive centre connected to the city centre of Saint-Ouen: 30,000 m² to develop a commercial centre, including the former Alstom Hall undergoing rehabilitation, the continuation of mixed sectors with more than 3,000 housing units expected (20% social), a crèche, an 800-space car park and programmes yet to be defined (the Grand Hospital project has been abandoned).

Developments in phase 2: less social housing is planned, weaker consultation, a different architectural style, a large hospital abandoned and also the governance which changed in 2018 from the City to the Metropolis of Greater Paris.

ISSUES AND CHALLENGES

In France, a semi-public company (SEM) is a public limited company whose capital is mainly held by one or more public persons. This majority public shareholding is capped at 85% and at least one private person must participate in its capital. The use of a semi-public company guarantees the public authority that the general interest is taken into account in the company's objectives and that the private company is flexible.

Sequano, which is developing the Docks, is a notable operator, operating across the Paris agglomeration. In the service of the general interest, Sequano is committed to a quality and sustainable city. Its main shareholder is the Seine-Saint-Denis department (55.49%). With its 68 employees, it manages 46 operations in 27 different cities



- + The semi-public company (SEM) is the guarantor of the public interest, making it possible, despite political and ownership changes, to maintain the main objectives.
- + The concerted development zone (ZAC), a tool that allows a certain flexibility and evolution in the program.

- The fate of a project influenced by political issues.
- The sometimes "unshared" decision-making power of the municipality's mayor.
- The limits of regulatory consultation and participation on project governance.

PART II. COMPARATIVE REVIEW OF URBAN PROJECTS

PART II.
COMPARATIVE REVIEW OF URBAN PROJECTS

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URBANITY

A BROAD DEFINITION OF URBANITY

In its classical conception, urbanity designates a heritage of shared values, characterizing “what is specific to the city” (*Le Robert historique*). A transversal observation in the cases studied is that the application of this notion to the problem of the urban project is not self-evident. The urban character of a project appears to be a function with multiple variables, among which we must distinguish:

- The ambition of urbanity: the programming challenges to which the urban project must respond, i.e. all the expected added value of the project to the environment and to habitability
- Potential urbanity: the installed capacity of the project area to support this ambition (in terms of accessibility, spatial structuring, polarity, centrality, densities, inclusiveness, spatial quality and landscape)
- The implementation process: including the design process, the governance system and its different levels (municipality, inter-municipality, metropolis), the tools and procedures for participation and project development, and the capacity for land management.

Conceived in this way, the notion of urbanity applied to an urban project process can be redefined as follows:

THE POTENTIAL URBANITY OF SPATIAL AND ENVIRONMENTAL CONFIGURATIONS

In the classical conception, urbanity is not directly linked to a particular urban form, or even to a particular socio-spatial arrangement. However, the discussions reinforce the hypothesis that it is conditioned at least in part by certain qualities of places that favour co-presence, encounter and exchange.

When these qualities characterize existing and describable spaces, the places that benefit from them add to the heritage of shared values and to the installed capacity of the territory to support the ambition of urbanity. This often leads to their preservation. But the qualities of urbanity that the project process lends to spatial forms are most often virtual and projected into the future by the performative language of the program or plan. The projected spatial form, from this perspective, is rather part of the project’s ambition. The implementation process is crucial here.

In Brussels, for example, in the process of the Chemetoff plan for the canal, the participatory description of the spatial qualities of the district (via excursions and photography) made it possible to reveal the importance of the existing heritage and to recognize it as a potential project. This was an important trigger for the Canal Plan process and prevented it from making a tabula rasa of what this mono-functional territory had inherited from the industrial era.

In Saint-Ouen, too, the integration of railway rights-of-way and major urban services (such as CPCU, Sycotom, RATP) into the Docks project, for purposes of requalification and landscape integration, gives these economic and technical spaces an urban value that they did not have before. This contributes to the specificity of the image of the whole project.

This spatial dimension of urbanity can take very different forms, sometimes emphasizing centrality or polarity, sometimes mixed use, sometimes mobility or the level of facilities. In this perspective, sustainable development is one of the main themes of urbanity. Whether it’s a question of waste, short-distance urban heating, rainwater management or positive energy buildings, the innovations produced under the injunction of sustainable development directly raise questions of urbanity in that they all involve a profound change in the population’s practices. The urbanity generated by these innovations is also measured in their capacity to provide free services to society in the long term, particularly in the field of public health.

A major lesson to be learned from the discussions is the systemic interaction between the issue of urbanity and the mechanisms of governance, design, participation and project development. All these devices play an effective role as “implementors of urbanity” and must be included conceptually in the definition formula. Beyond the risk of generalization linked to the hypothesis that everything is part of everything, this makes it possible to envisage urbanity not as a fixed value, but as one that is continually in production and, in a sense, always in (re)negotiation.

This makes it possible to integrate a corollary lesson, namely that the formula for defining the urbanity can vary according to the issues at stake at the various stages of the project cycle. We have seen, for example (see the “Participation” section), that in the operational phases, the tension between the criteria of transparency of public action and the criteria of confidentiality and control of communication governing certain private commercial agreements was not favourable to citizen participation. In these stages, the urbanity implementor is momentarily reduced to a utilitarian figure of project coordination. The case of Montréal is perhaps a remarkable exception: the fact that it can count on the OPCM makes the situation somewhat different. As a third-party public participation mechanism, the OPCM makes it possible to publicly highlight the differences of opinion that may exist within a project. However, the OPCM’s recommendations do not have to be followed by the administration, which reduces the scope of the mechanism.

The example of the Docks in Saint-Ouen also shows very well how, in a context where the implementation system was well defined and structured upstream, an event such as an election can be enough to change the formula of urbanity that governs the progress of a project. In this case, the casting change produced by the election did not in itself modify the framework of governance, but infused it with a different spirit, which ended up producing, in the second phase of the operation, spatial forms and densities very different from what they were in the first phase.

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- **PRACTICE # 17**
THE URBAN PROJECT MANAGEMENT CYCLE
LOCATION **MONTRÉAL**
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- **PRACTICE # 18**
THE OFFICE DE CONSULTATION PUBLIQUE DE MONTRÉAL (OCPM)
LOCATION **MONTRÉAL**
-
- **PRACTICE # 29**
EVOLUTION OF A PROJECT MANAGED BY A SEMI-PUBLIC COMPANY (SEM)
LOCATION **PARIS**
MONOGRAPH **[G] THE DOCKS**
-

URBANITIES / URBANITY

All this invites us to consider the hypothesis of the coexistence of several forms of urbanity. Conjugating the term in the plural means taking into account the hypothesis that the definition of urbanity can vary over time, but also that forms (spatial, cultural, political or social) of expression of urbanity can coexist simultaneously in the same place. It also means recognizing that there are many ways of producing and defining urbanity. Urban planning is one way, but not the only one. As has been pointed out on several occasions, the production of urbanity is also the work of residents, users and ordinary city dwellers through their daily practices.

On the other hand, the urban project is special in that it is a performative process, in which the operator aims to achieve what it announces and to keep control of it: if we want to build a liveable city, there must be urbanity, in the sense of quality of social relations, centrality, relationship with the environment, density and mix. We define the urban content of all these terms through plans, programmes, tools and procedures for project development. There is the risk, at the end of the day, of giving birth to “a real estate project rather than a true urban project”, that is to say, even if the scale is there, even if there are streets, parks and squares, of not succeeding in instilling “life and a good life”.

The distance between the urbanity imagined by project leaders and the urbanities experienced and perceived by the users is too rarely evaluated: “A concerted development zone (ZAC) lasts 10-15-20-30 years, but we never hear from the people who are within”. All of the project’s operating bodies – promoters, public decision-makers, urban planners, local authorities and other financial operators – obviously hope that, in one form or another, the “project” will create places and a society. However, the true “urban content” of urban projects is often unknown and little evaluated. Once again, Montréal’s OCPM is a remarkable reference in this regard.

URBANITY, GENERAL INTEREST AND LAND MANAGEMENT

The question of urbanity is often superimposed on that of the general interest. One of the things the two concepts have in common is that neither is an immutable reality. They are temporary representations that reflect both common interests and power relations between public and private interests. The general interest is renewed with each economic cycle and with political changes, as a consequence of changes in society’s values.

Today, as far as urban projects are concerned, general interest seems confirmed to be moving in the direction of concerted, or even negotiated, urban planning, promoting research and experimentation with operating methods based on a partnership between local authorities, developers and project owners (property promoters, social landlords) and on project solutions that make it possible to optimize the time factor, the cost factor and the governance factor.

Underneath this conventional discourse lies an economic reality which is, on the one hand, the financialization of the economy and the fact that urban projects have become in a few years an attractive outlet for capital from banks, insurance companies or pension funds looking for low-volatility investments with financial added value; and, on the other hand, a generalized weakening of the public capacity to support urban projects, and mainly the capacity to control land.

THE LAND ISSUE IS A DETERMINING VARIABLE IN THE PUBLIC ABILITY TO GENERATE ADDED VALUE TO URBANITY

Everywhere, the question of land is more than ever a key to negotiation. This is a determining variable in the real capacity of public authorities to generate added value to urbanity. This is why we have introduced it as a common denominator in the proposed formula for defining urbanity. The increase in land charges and the cost of land in a district is clearly a brake on the establishment of public facilities. It also requires a reduction in the size of certain collective spaces. In such a context, craft activities and local shops are also struggling to find their place. The lack of public control of this phenomenon therefore has a direct impact on the decrease in urbanity.

On the other hand, when the public manages to secure control of the land or finds a formula for carrying or regulating the land cost, this offers more possibilities for including complementary programming with the construction of housing. This has been demonstrated by Citydev in Tivoli, and by the EPFIF (Établissement Public Foncier d’Île-de-France) which, since 2008, has, by agreement, carried the land for the Docks operation in Saint-Ouen.

The ZAC tool for implementing major urban projects provides some answers to this subject by integrating the general interest upstream through programming (facilities, quality of public space, diversity, etc.) and by ensuring the overall financial balance of the operation in the long term.



PRACTICE #28

LAND CONTROL WITHIN A
CONCERTED DEVELOPMENT ZONE

LOCATION
MONOGRAPH

PARIS
[G] THE DOCKS

THE SCALES OF DEFINITION AND NEGOTIATION OF THE GENERAL INTEREST

Sometimes agreement on the definition of the general interest is based on a shared awareness of the need to respond in a concerted manner to global issues. This is the case, for example, in the Chemical Valley district with its “productive landscapes” experiment, which aims to create circular soil regeneration on a metropolitan scale over the long term. Sometimes agreement is reached on the affirmation of metropolitan issues, as in the case of the Canal Plan, where the combination of demographic and productive economy issues overrode the reluctance of private developers to commit themselves to functional mixed-use programming that they do not control and whose economic benefit is not guaranteed. The Metro factory in Saint-Ouen is another good example of an implementor of urbanity on a metropolitan scale: by allowing visitors to discover a metropolitan-scale enterprise – the Greater Paris Metro – in an educational context, the museum plays an active role in promoting a change in the general interest that may seem questionable to some.

Sometimes, local issues take precedence, as in the case of Tivoli, where, from the design to the management of the project, solutions most likely to generate cooperation on the neighbourhood unit scale are favoured. Initially, this was also the case at MIL Montréal (the Outremont site and its surroundings), where planning was originally strictly limited to the rail yard site and its conversion to university use. During the public consultation, citizens from adjacent neighbourhoods emphasized that they had needs for green spaces and facilities and that they wanted to be able to plan for them. So the city’s response was to take a second, much broader planning approach, the PDUES. It also contributed to the construction of a footbridge over the railroad tracks that connects the neighbourhoods and links the university campus to an existing subway station that was previously inaccessible to it.

This question of the scales of definition of the general interest is a matter of debate. There is nevertheless agreement on the idea that in order to maintain the general interest in the broad sense, governance must be at the right scale. The prevailing opinion in the group is that when you are in a planning process that is only local, the accumulation of local issues can be detrimental to the general interest defined on a larger scale. This was notably the case in Saint-Ouen with the debate on a proposed road crossing the railway tracks, which was not built in the end because, even though the investment was justified at the regional level, the proposal was not accepted locally.



PRACTICE # 21

THE URBAN PLANNING “KICK-OFF” CHARRETTE AND THE PDUES

LOCATION

MONTRÉAL

DIMENSIONS OF THE SEARCH FOR INNOVATION IN URBANITY

This second part of the note takes up the avenues of innovation identified during discussions in relation to the various dimensions of urbanity.

LANDSCAPE AND PUBLIC SPACE

Landscape and public space are par excellence locations for expressing urbanity. Landscape is both a design and an identity element which, combined with mixed programming, generates a certain urbanity. This can be observed across all the projects, with different means for each.

In Griffintown, Montréal has developed a concept of inhabited streets that does not prohibit automobile travel, but shifts the priority to active mobility and increases the space dedicated to contemplation by adding street trees and urban furniture. In the redevelopment of the Smith Street promenade, also in Griffintown, the basic idea was to create a strong link between the public space and cultural programming. The adoption of the BKP in Brussels also demonstrates the importance of public spaces in the building of urban character. The BKP provides an overall vision for public spaces in the canal zone, but also sets up a central procurement office available to urban actors for the study and implementation of public space projects for this area. Urbanity is therefore constructed from several levels of intervention, the landscape being the element that links these multiple interventions, locations where the district is activated.

The landscape project is also a good lever for an integrated approach to territorial development (urban planning, economic development, environmental conservation) aimed at overcoming sectoral and administrative boundaries. The creation of a new urbanity shared by several areas seems to be easier when it is based on common identity elements (such as the landscape) than when it insists on the differences between local identity elements. In any case, this is the assumption on which the Canal Plan and the 2030 master plan for the Chemical Valley are based. In both cases, the landscape plan contains a first component that sets the contours of the territory's image on a large scale and a second that attempts to create synergies between this global landscape image and the specific interventions that the plan's promoters do not necessarily control.

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→ **PRACTICE # 02**
THE LANDSCAPE QUALITY PLAN (BKP) AND THE
CENTRAL PROCUREMENT OFFICE
LOCATION MONOGRAPH **BRUSSELS**
[A] CANAL PLAN

.....

→ **PRACTICE # 22**
PUBLIC REALM DEVELOPMENT GUIDELINES
LOCATION **MONTRÉAL**

.....

→ **PRACTICE # 10**
THE 2030 GUIDE PLAN (AND THE PPRT) –
A MASTER PLAN FOR A LARGE AREA
LOCATION MONOGRAPH **LYON**
[D] CHEMICAL VALLEY

.....

THE RENAISSANCE OF THE MAJOR PARK AS A FACTOR OF POLARITY?

Classically, what structures the system of polarity in a city is the transport infrastructures, the stations, the connection and meeting places on which are grafted the facilities of the centrality and the built density. The main urbanity issues concern the accessibility of facilities, the distribution of densities and mixes, and the

relationship between built and unbuilt areas, which can profoundly change what it means to live in a city. In Greater Paris, the arrival of the new Metro is generating an interesting expression of an urban / transportation project around the issue of developing urban centres around the 68 new stations that the infrastructure will generate: municipalities, inter-municipalities, the SNCF, the district, everyone is gathered around the table to conceptualize the development.

The question arises as to the participation of major parks in the structuring of this system. The vision of the park has been widely used as a raw material for urban projects by 19th century urban planning. The modernist 20th century made less use of it, but a remarkable revival took place at the turn of the century, in which the Docks project in Saint-Ouen, part of which was built around a large open space of 12 hectares, was especially involved. Of course, the centrality of this large park has yet to be demonstrated in practice. Currently it is not very open for security reasons. Maybe one day it will be polarizing, but that's not currently the case.



PRACTICE # 26

THE COHABITATION OF INDUSTRIAL PAST AND URBAN MIX

LOCATION
MONOGRAPH

PARIS
[G] THE DOCKS

THE FUNCTIONAL MIX

Formulae of functional mix vary, sometimes "horizontal", sometimes "vertical", but they are not sufficient in themselves to produce urbanity. The horizontal model of this mix appears in the Chemical Valley, where its goal is to allow the cohabitation of different functions and industry. Vertical mixing is more likely to be observed in dense urban areas such as the Brussels Canal Zone, where the first attempts at spatial definition of the new ZEMU (urban enterprise zone) status are moving in the direction of superimposing functions and creating residential neighbourhood units on bases of productive activities.

Whatever the spatial formula adopted, the imposition of mixed forms does not guarantee that the processing activities necessary for the material production of living conditions will remain in the city. This is what emerges in any case from the experience of Gerland, where it is clear that without strong public regulation of the same type as that prescribed for social housing, strong activities such as medium and high-end residential, tertiary, franchised and/or large-scale retailing drive out weaker activities. This is also the case in Griffintown, where the residential function has taken over and very little space is left for other functions such as local businesses, public spaces and public services. Without government subsidies, these functions are not able to resist the phenomenon on their own.

In Saint-Ouen, on the other hand, the functional mix is judged to be complete and successful according to analyses by the Paris Region Institute. 50% of the programming is for housing and 42% for business activities, as well as 8% for facilities, both local and above all integrating those major urban services that were already present: the CPCU (urban heating plant) and the Sycatom (household waste incineration plant), facilities that are normally located far from housing.

The notion of facilities must be integrated into the notion of mixed functions. The mix is not only the ground floor shops, it is also the facilities, the open spaces, the parks...



PRACTICE # 04

URBAN ENTERPRISE ZONES (ZEMU)

LOCATION
MONOGRAPH

BRUSSELS
[A] CANAL PLAN



PRACTICE # 25

THE COHABITATION OF INDUSTRIAL PAST AND URBAN MIX

LOCATION
MONOGRAPH

PARIS
[G] THE DOCKS

FUNCTIONAL MIX AND SHARING OF SERVICES

The mix between production activities and residential functions at the local level can take quite complex forms. It makes it possible to share facilities and services and to create forms of urbanity that are not totally dependent on commerce (local shops, restaurants and cafés). This is what happened in Saint Ouen with the transformation of the Alstom industrial building into a commercial and food service centre. This is also the case with the district heating in Tivoli-Brussels, whose infrastructure, linked to a rooftop greenhouse, becomes an opportunity to experiment and promote education on the themes of energy and food. An educational area accessible to third parties has been set up to allow neighbouring schools to visit the site.

In this sense, the emergence of a new urbanity depends on the process of design at fine scales such as the treatment of facades, roofs, openings to the public space, and accesses, among others.



PRACTICE # 06

TECHNICAL ASPECTS OF SUSTAINABILITY

LOCATION
MONOGRAPH

BRUSSELS
[B] TIVOLI



PRACTICE # 25

THE COHABITATION OF INDUSTRIAL PAST AND URBAN MIX

LOCATION
MONOGRAPH

PARIS
[G] THE DOCKS

MOBILITY AND ACCESSIBILITY

In terms of mobility, innovations contributing to the redefinition of urbanity can be observed in different aspects:

- Creation of packages of services, connecting different levels and statuses of supply: mobility hub in Montréal, recourse to mixed public-private interventions, equipping car parks and roadways with electric terminals...
 - Shared car parks in Saint-Ouen, increased availability of shared vehicles (cars or bicycles, a group of vehicles for a small company)
 - Sharing the roadway between different types of mobility and reducing the role of the car
 - Brussels: bicycle parking on housing levels to free up space on the ground floor (with lifts that allow people to take their bikes upstairs).
-

The definition of urbanity proposed in this paper is an attempt to generalize from the content of one year's exchanges between four metropolises. On the one hand, urbanity lies in the sharing of values that allows a group of public and private actors to agree on an ambition and to translate this into a programme. It is also inscribed in the history of the location and in the ability of the actors to recognize and mobilize its potential. Finally, it is a component of an implementation system that is characterized by both a culture and a strength of action, of which a determining indicator – but not the only one – is the ability to control the land and to bend it to the requirements of the ambition.

Finally, let us return briefly to the issues of ability to innovate and means of coordination. These are in themselves governance issues, but we have seen that they can also – and sometimes decisively – play the role of urbanity implementor.

INNOVATION AND RESISTANCE: THE “TESTING” OF URBANITY

In urban planning, the cost of experimentation, of research and development, is rarely assumed as it is for example in the field of space research. The introduction of innovations in urban character can generate technical, social, institutional and financial resistance. In order to innovate, to analyze resistance to innovation and to measure its long-term effects, specific mechanisms must be created. It also requires a research effort that is currently not well taken into account as a project component. Implementation of the notion of pilot project and evaluation becomes in this perspective an issue of urbanity. For example, when we think about vertical functional mix or new forms of mixing, it is not only the manufacturing and assembly that are important, but also the question of how the solutions are experienced and appropriated, by the residents or by industrialists and productive actors. How to introduce feedback from previous projects into the planning system?

Furthermore, what criteria should be adopted for all these evaluations? It has been shown on several occasions that giving priority to the economic criterion is often enough to condemn innovation. Innovative developments are generally more expensive in terms of development and maintenance and do not generate revenue, except for those related to energy savings. During the group's last discussions in Paris, it was proposed that another reference system be used: if the public health criterion is put forward, it can be argued that a large part of the innovative development work, in particular, to combat urban heat islands, undoubtedly generates a gain in public health that is not currently measured or that cannot be quantified in economic terms.

Innovation certainly generates an investment and management cost for communities, but the absence of innovation also generates a public health cost with which no link has been established. As a result, the health dimension is not taken into account in planning. This is in line with a more general, but very current, debate on the relevance of ecosystem services as criteria for evaluating urban projects.

TRANSVERSALITY AS A FACTOR OF URBANITY

This discussion on the culture of experimentation and evaluation is linked to another debate that concerns the organization of transversal approaches. Again, this is both a governance issue and a question of urbanity. The discussions confirmed the importance of transversal coordination mechanisms as factors of urbanity, but at the same time indicated a tendency to backtrack on this issue: “This notion has been undermined compared to what it was fifteen years ago, when we were working on transversality and accepted that everyone should sit down around the table to work on a project. Everyone could put their own difficulties on the table, whereas today everyone manages their project in silos without worrying about the impact the project could have on the others.”

That being said, the experience of the four metropolises does include transversal coordination mechanisms that seem to counter this assertion. We have seen that these institutional constructs are also cultural and social constructs, in which the people and the meaning they want to give to their action and their cooperation is often as important as the normative framework. What these cultural constructs have in common is that they are fragile and constantly in work.

DESIGN

The notion of design as shared during the exchanges concerns the tools and processes of conception and composition of urban form in the development of urban projects. This necessarily implies connections to the programming of operations and the principles of development recognized in the sustainable development paradigm.

FROM MASTER PLAN TO GUIDE PLAN : THE CULTURE AND TOOLS OF URBAN DESIGN ARE EVOLVING

The exchanges between the four metropolises show how negotiated urban planning has changed the objects, functions, tools and methods of design. A first evolution concerns the classic image of the master plan, which draws and prescribes in a vertical authority relationship: project owner to project manager: “project authors”. In many cases, we can see that this image is fading away – without disappearing – in favour of a more horizontal instrument which we will call the “guide plan”, where design becomes a tool for dialogue between the project owner, the investors and the design professionals.

This is all the clearer in large areas (Canal Plan, Chemical Valley), where the notion of a guide plan explicitly replaces that of a master plan. The exchanges made it possible to recognize that the diversity of the territories plays a role in the definition and the status that is granted to the guide plan. The scale of the territory, the scope of the issues and the local culture of stakeholder collaboration in the planning processes are among the factors that influence this process of defining the guide plan. This explains why, within the same urban area, in this case Lyon, the project approach can be different, for example in the Chemical Valley where the approach is more participatory than in Gerland. Thus, the value of the plan is no longer the product as such, but rather the process of ongoing discussion and consultation that governs its development.

In Brussels, as in Lyon, the guide plan draws what we need to see in order to discuss what the territory could be or become. The guide plan is particularly suitable in contexts where there is a plurality of landowners and in contexts such as Brussels, where there is a strong dependence on large landowners. It accompanies the trajectory of changes in the built, social and economic environment and adapts over time. It differs from the master plan – which is very architectural – which outlines and prescribes what will be and which can be translated into regulations and land-use plans.

The design approach as a process of ongoing discussion is a source of experimentation in the four cities studied. It includes experiments with guide plans, but also new forms of competitions, charrettes and a wide range of collaborative design methods and tools. This culture of experimentation implies a search for quality based on criteria that are not fixed in a definitive way, but which can evolve based on conditions internal or external to the project (environmental certifications, social acceptability, contacts with international precedents). In a way, it's the project that makes the rules and not the regulations that dictate the design principles. As it was explained to us in Lyon in the case of the PPRI (Flood Risk Prevention Plan), this approach is very different from that of regulatory urban planning, based on the contrary idea that it is the rule, and more specifically the regulation, which imposes itself on the project.

In any case, the guide plan and the master plan do not coexist without tension insofar as the contours of one and the other are not watertight. This tension is perceptible in the four metropolises studied, although its characteristics vary greatly from case to case. However, the participants involved in the discussions share the idea that regulatory urban planning tools should evolve toward greater flexibility. The question remains everywhere as to what should or should not be included in the plans and what should be reflected in the regulations. But the answer to this question differs according to the planning culture of each city and the planning instruments available. The discussions also showed that it can vary according to the evolution of the political, social, economic and environmental context.

Certain elements are nevertheless common to the four metropolises with regard to the characteristics of the guide plan.

The guide plan is :

- A document with a strategic vocation that sets out the main principles of development in terms of urban planning;
- An intervention framework that takes into account and spatially translates the challenges of the territory;
- The expression of a development vision generally without regulatory scope;
- A participatory dialogue tool that promotes co-construction with stakeholders;
- A flexible tool which has its limits, but which makes it possible to display the strategy underlying the development vision of a territory.

Consequently, design becomes a political, technical and cultural process, guided by the evolution of values, whose performativity is not so much linked to the norm it generates as to its power to mobilise the stakeholders of civil society and the population.

However, it can be observed that, even redefined in this new approach, design remains everywhere the prerogative of experts (architects, landscape architects, urban planners or landscapers) and property developers, despite occasional experiments with charrettes or co-design.



PRACTICE # 01

IMPLEMENTATION OF THE CANAL PLAN : PROCESS AND METHODS OF THE CANAL TEAM

LOCATION
MONOGRAPH

BRUSSELS
[A] PLAN CANAL



PRACTICE # 10

THE 2030 GUIDE PLAN (AND THE PRTT) – A MASTER PLAN FOR A LARGE AREA

LOCATION
MONOGRAPH

LYON
[D] CHEMICAL VALLEY



PRACTICE # 20

WORKSHOPS FOR THE CO-DESIGN OF PUBLIC SPACES

LOCATION

MONTRÉAL



PRACTICE # 21

THE URBAN PLANNING “KICK-OFF” CHARRETTE AND THE PDUES

LOCATION

MONTRÉAL

EVERYWHERE, WE SEE A SEARCH FOR THE RIGHT DISTANCE BETWEEN THE PUBLIC ADMINISTRATION AND THE DESIGN TEAMS

In every case, it can be seen that the coordination of design tasks tends to be internalized, in one way or another, in a multi-actor public project management system.

In the case of the Canal Plan, the mission is carried out by the Canal team, which is made up of members from four Brussels regional public administrations. The Gerland and Chemical Valley projects are also coordinated by “transversal missions”, composed of agents of the metropolis and the City of Lyon. The two Montréal cases, MIL Montréal and Griffintown, are under the responsibility of the Division des projets urbains within the Direction de l’urbanisme under the Service d’urbanisme et de la mobilité. For Saint-Ouen, the SEM, Séquano Aménagement, remains at the heart of the discussion and development of the Docks project, which ensures a certain continuity to the project despite municipal changes.

Although the globalization of coordination missions can be observed everywhere, it nevertheless varies greatly from case to case. Nor does it preclude the use of external consultancies. In Tivoli, it was Adriana, a joint venture of five agencies (Atlante, Atelier 55, Cerau, Y+Y and Eole) that won the architectural competition for the design mission organized by Citydev. In Lyon, the Chemical Valley mission delegated the design mission to an association of the OMA and BASE bureaus. The territory is so large that the use of this team is essential and allows the project leaders to develop a project in partnership with them before requesting the public authorities to modify the PLU. This way of working allows the team to defend the principles it considers paramount while remaining flexible on others. In the case of the Docks, the mission is entrusted to architect-urban planners who coordinate each phase and then each sector of the urban project. However, the use of international teams is a reality in Europe, whereas in Montréal, the rules for awarding contracts are not favourable to this type of approach. Design is therefore internalized within the administration with or without collaboration with local teams of professionals and experts.

These arrangements are obviously likely to evolve over time: in Brussels, when it came to moving on to the operational phase, it was decided not to continue the collaboration with Alexandre Chemetoff's Parisian team, which had nevertheless been very fruitful during the collaborative construction of a strategic vision of the future of the Canal zones. In order to maintain a climate of dialogue, it was necessary to establish a close relationship with all the players, which the Chemetoff team's organization did not have the means to guarantee. This is one of the reasons why the Brussels contracting authority decided to internalize the mission of operational management of the plan, by creating the Canal team. The latter has become a kind of one-stop shop between project promoters and the regional and municipal administrations, which makes the system more transparent and simplifies the task of project promoters. On the other hand, one of the components of the Canal team is the Bouwmeester service, a neutral third party that depends directly on the government and that helps public and private promoters to study the insertion of their projects in the context, in particular through a mission of "Research through projects". In this perspective, cross-sectoral coordination is a collaborative design and project tool rather than a normative device aimed at bringing projects into compliance with regulations.

In Montréal, although the design mission is internalized, the city has very little control over private developers. During the MIL Montréal project, the city developed for the first time a guide for private property that serves as a reference document for project developers who wish to rely on municipally-established architectural and landscape guidelines. Montréal has also established guidelines for the treatment of the public domain that allow the adoption of public space typologies with consistent characteristics between the major urban projects and encourage the adhesion of private actors to a common architectural, urban planning and landscape "language". This system speeds up joint action with private actors as well as implementation of the work by the public services involved.

However, the regulatory scope of these two documents is different. While Montréal is in a position to set up guidelines for the public domain since it leads the development, in whole or in part, itself, it has not imposed the design principles for the private domain by regulation, for reasons related to the sharing of jurisdictions between the city and its boroughs, whereas this could be done through a PIIA at the borough level. The guidelines for the private domain are thus only advisory. To develop these two documents, the city worked with its boroughs since they are the ones who issue building permits and are responsible for the day-to-day maintenance of public spaces.

During the discussions, the storm water storage ponds demonstrated the complexity of linking specific objects to the design of public spaces, from a sustainable development perspective, when the departments responsible for design, execution and, above all, maintenance do not come under the same authority and raise questions of governance.



PRACTICE # 01

IMPLEMENTATION OF THE CANAL PLAN: PROCESS
AND METHODS OF THE CANAL TEAM

LOCATION
MONOGRAPH

BRUSSELS
[A] CANAL PLAN



PRACTICE # 22

THE PUBLIC REALM DEVELOPMENT GUIDELINES

LOCATION

MONTRÉAL

DESIGN MUST DEAL SIMULTANEOUSLY WITH THREE SCALES OF URBANITY: METROPOLITAN, LOCAL, GLOBAL

The degree of urbanity depends on the design and urban programming. As far as design is concerned, the urbanity aimed at by the public space and landscape project associated with urban projects is also subject to debate.

In Brussels, the Region entrusted the offices of Bas Smets and Org with the task of designing a Landscape Quality Plan (BKP) to affirm the metropolitan nature of public space. The BKP is accompanied by a “central procurement” mechanism, a single-award framework agreement, which allows municipalities, private individuals and the major regional producers of public spaces (Brussels-Environment, Brussels-Mobility, Beliris) to call on the same offices for the design of their public spaces. The aim of this regional incentive is to encourage a unified approach to the public space project and to enable it to be better aligned with the mission of metropolitan centrality assigned to the canal area.

Conversely, for the Tivoli district project, the developer Citydev called on consortiums of architects and landscape architects because it considered that the diversity of languages for the drafting of the project on the block scale was better suited to the nature of the public space expected in the local city.

Through design, the integration of sustainable development issues and the search for resilience in terms of water, energy and waste management introduce a more general degree of urbanity in projects, one which relates to planetary issues. It transcends the first two while introducing a new formal vocabulary into the landscape. The design of the project, the urban forms and the public space is quite different if we integrate these environmental issues (water management, waste management, public spaces) including an increasingly important share given to alternative modes to the car which necessarily leads to a specific design of the project. As illustrated by the question of the maintenance of runoff basins in Tivoli, the Docks or Outremont, the appropriation of these new forms of public space is not without resistance. Moving from the local to the global requires a very concrete transformation of public management habits.



PRACTICE # 02

THE LANDSCAPE QUALITY PLAN (BKP) AND THE CENTRAL PROCUREMENT OFFICE

LOCATION
MONOGRAPH

BRUSSELS
[A] CANAL PLAN



PRACTICE # 06

TECHNICAL ASPECTS OF SUSTAINABILITY

LOCATION
MONOGRAPH

BRUSSELS
[B] TIVOLI



PRACTICE # 09

PRODUCTIVE LANDSCAPES

LOCATION
MONOGRAPH

LYON
[D] CHEMICAL VALLEY

Design produces two families of artifacts that enter into dialogue, or even negotiation, between public and private partners: on the one hand, landscape forms, public spaces and configurations of urban technical networks; and on the other, the built environment.

For private partners, the variables of profitability are the size of the operation, the built density, and the selling price of the real estate products. As housing has become a priority everywhere (Griffintown, Tivoli), residential density is favoured and the integration of public facilities or less profitable productive functions into the plan must sometimes be bitterly negotiated.

The search for landscape quality in public spaces – which is one of the motivations of the public partners – has a contradictory function in these negotiations.

On the one hand, it aims to integrate different characteristics of public space: safe, user-friendly, well-equipped and in line with the requirements of sustainable development, since it is in public space that social links are created, that people meet and that interaction between activities and the residential environment takes place.

But on the other hand, improvement of the landscape quality of public space also contributes in a decisive way to repositioning the site in the social enhancement of the space. It raises the value of land – which is largely based on perception – and contributes to increasing the sale price of housing without the developers contributing to the financing of these public spaces at their fair value. If social programming and a system for regulating the added value produced are not implemented, the quality of public space can become a lever for exclusion rather than social integration.

In Brussels, one of the main subjects of negotiation between the public (represented by the Canal team) and private actors concerns the inclusion of functions other than residential in the programming. By introducing a new zoning (the Urban Enterprise Zone or ZEMU) in the Regional Land Use (PRAS) plan, the public authorities have in fact reopened the possibility of cohabitation on a local scale between productive activities and the functions, facilities and services of habitation. This proximity, which had been banished for a long time by zoning practices inherited from modernist functionalism, represents a challenge in terms of urban design. The Canal team must therefore convince the project leaders to move from residential production to a real reflection on the mixed use at the block scale, which is both more complex and more difficult to make profitable. Project-based research and the Canal team's support for project owners can help find innovative solutions to this new challenge. This negotiation of the distribution of functions in space is also apparent in Tivoli, where the developer, Citydev, is building a strong economic component alongside the residential component. In its view, the two complement each other and add value to the urban character.

In the case of Montréal's Griffintown, the real estate developers' craze accelerated with the authorization of residential construction on several lots in this district that were previously zoned "industrial". Almost all the lots are now zoned "mixed-use" and are mainly used for large-scale residential projects with very few other functions. However, in an attempt to catch up with private development, the government has purchased land for public spaces. The division of powers between the city and the borough, as well as the lack of an overall vision upstream, seems to have nudged the built environment toward a typology that is almost exclusively centred on a dense, residential fabric and a lack of public spaces and services. Added to this is the social housing inclusion strategy, which until recently had no regulatory scope and which now aims to create social diversity at the scale of building operations. In the Paris Region, the rate of social housing per municipality is regulated, with an expected rate of 30%. The Docks project thus offers a social mix with 40% of social housing built in the first phase and 20% in the second.

Finally, in Lyon, we note that the realization of the Chemical Valley project depends on the involvement of industrialists through the "Appel des 30". Through this mechanism, manufacturers have made land available for innovative projects. The mission is therefore trying to match project developers with these industrialists, who retain control of the land. Contrary to the situation in Brussels and Montréal, in this case it is not the residential function that is the strongest, but rather the productive activities, which have influenced the making of the landscape into a "productive landscape". The landscape contributes to the decontamination of the soil and the marketing of plants as part of these productive cycles.

DESIGN FUNCTIONS, TOOLS AND METHODS EVOLVE ACCORDING TO THE OBJECTIVES OF THE PROJECT OWNER AT DIFFERENT STAGES OF THE PROJECT

Design missions take place in different phases of the project. This is a specificity of the collaborative approach and the guide plan compared to the master plan.

IN THE PROJECT IDENTIFICATION AND CONTEXTUALIZATION PHASE

As regards the project identification and contextualization phase, this involves:

- Revealing a district's potential, daily practices, perceptions, adherents, identities;
- Diagnosing the problems, identifying the missing links in the system at different levels;
- Identifying spatial, social, economic and institutional problems based on the urban form, its occupation and appropriation.

Chemetoff's mission and the adoption of the Canal Plan were tools used in Brussels in this first phase. In Lyon, we find the adoption of the Chemical Valley guide plan. These tools made it possible to reveal the area's potential, diagnose it and identify its activities, its users and its urban forms.

IN THE START-UP AND PROGRAMMING PHASE OF THE PROJECT

Visually represent scenarios, discuss project hypotheses

In Brussels, we find the BKP (landscape quality plan and central procurement authority) as a tool for coherent urban intervention. It is also present in all phases of project start-up and programming, planning and organizing. Other tools include research by projects and the diversity of project drafting linked to the plurality of architects, urban planners and landscape architects involved.

Communicate a vision, explain the multiple projects and their issues

It can be seen that in Brussels, the use of images from a master plan type publication did not have the same effect for the Canal Plan as in Tivoli. While it was difficult to mobilize this type of information for the Canal Plan and it created misunderstandings with landowners, it had a positive impact on the development of the Tivoli project.

Designate the project zone(s) and set the boundaries of public intervention

The intervention zones of Montréal projects are well defined and the limits of public intervention are also well defined. In Griffintown, the City of Montréal is producing a study on street and park guidelines, which will eventually be applied to all neighbourhood public property, including that of other urban projects. In Outremont, the heart of the project was first set down in an agreement. However, in a second phase, the City expanded the area under consideration, notably to respond to criticisms formulated by residents and civil society, and it produced an Urban, Economic and Social Development (PDUES) Plan to extend the positive effects of redevelopment to all the neighbourhoods located in its impact zone.

Propose and/or experiment with spatial configurations

In Brussels, the application of the new form of mixed use, the ZEMU, which is included in the PRAS regulations, is pushing project developers and the public administration to rethink the forms and nature of projects. Project-based research is used by the Canal team to demonstrate the feasibility of this new mix within a single project.

IN THE PLANNING AND PROJECT DEVELOPMENT PHASE

Integrate project initiatives and implementation procedures

In the MIL Montréal project, the promoter (the University of Montréal) wanted to obtain LEED-AQ certification. The City of Montréal supported the University in this process by collaborating with it to achieve the objectives,

taking into account criteria related to the development of the public domain as well as criteria for the management of the private domain, which is not under the jurisdiction of the University of Montréal.

The certification is the subject of an agreement between the University of Montréal and the City of Montréal setting out the objectives and quality criteria to be met, mainly in terms of energy, in order to obtain LEED-AQ certification.

As the project progresses

In Montréal, the scenarios were represented by the new typology of “inhabited streets” developed as part of the Griffintown project and by an upstream urban planning kick-off charrette and a transitional occupation for the MIL Montréal site.

With respect to inhabited streets, this is an ongoing initiative to improve and respond to observed issues. This shows that the design process can accompany the project even during its execution, in particular by observing the evolution of the issues on the ground as it is being built and the space is being appropriated by the users.

THE CHALLENGES OF SUSTAINABLE DEVELOPMENT ARE CHANGING URBAN FORMS AND DESIGN METHODS

All the projects analyzed demonstrate an evolution of urban forms, aimed at integrating the challenges of sustainable development and resilience in terms of soil pollution, water management, energy, waste management, and the place of the car.

The issue of water management is an important part of the design of the open spaces in both Montréal projects. Though in Griffintown, water retention basins were set up and a “natural” park was created on the banks of the canal to absorb some of the rainwater, MIL Montréal’s project took the concept a step further, moving forward in a progressive manner, block by block, by using the entire public space as a natural retention basin by playing on the permeability of the soil and the design of the furnishings. In Brussels, the Tivoli project handles water management by recovering rainwater for uses such as laundry and cleaning of the common areas, as well as by paying particular attention to the impermeability of the soils.

In Saint-Ouen, in the Docks project, the question of water was also of primary importance: the operation is located on large flat plots of land on the banks of the Seine (= risk of flooding). Water management has therefore been carefully thought out, with the SEM relying on specialist consultancies. For example, an alternative management of rainwater has been planned: it is collected for each block by successive roof terraces and storage areas planted in the heart of the block. The water is then discharged at street level and collected in vegetated trenches before being directed to the basin and hydraulic network of the large 12-hectare park (also useful in the event of overflowing of the Seine or rising groundwater).

The issue of soil pollution appears everywhere as an important variable in urban projects. It has a direct impact on programming and design.

The level of soil pollution is not always known at the beginning of the project. When this is the case, either the type of pollution is such that it requires remediation, or it requires, at least, an assessment of the risks to human health and the conditions of release. The risk factors are related to the characteristics of the pollution (concentration, volume, depth), the modes of transfer (soil/water, type of soil, soil cover) and the expected conditions of use of the land (permanent or temporary occupation, presence of children, neighbours, etc.). The initial project is often modified to take these elements into account. Risk management can also mean restricting uses.

The Tivoli and Chemical Valley projects pay particular attention to the issue of energy. The entire Tivoli project is passive and 30% is zero-energy thanks to the production of energy using roof-top solar panels. In addition to this electricity production, there is a district heating system. On a much larger scale, the Chemical Valley is also interested in energy, but also in waste management through the metropolitan energy plant. Here we find a waste treatment and energy recovery plant that feeds an urban heating network as well as a photovoltaic system.

The case of the Docks district in Saint-Ouen is particularly revealing of the way in which the challenges of sustainable development have changed both urban forms and design methods.



PRACTICE # 22

PUBLIC REALM DEVELOPMENT GUIDELINES

LOCATION

MONTRÉAL



PRACTICE # 23

DEVELOPMENT AGREEMENTS AND ENVIRONMENTAL
CERTIFICATION (LABELLING)

LOCATION

MONTRÉAL

CONCLUSION

It should be noted that design does not in itself create new dynamics; it supports and gives meaning to emerging dynamics such as the maintenance or return of economic activities in the city, residential densification, the consolidation of a landscape grid, etc.

Design is one of the elements that can encourage stakeholder support of a territorial project insofar as it concretely affects the development and definition of open spaces and the built environment. However, this territory must attain a certain “transformation threshold” after which the potentials are revealed so that a territorial project dynamic can emerge.

This transformation threshold is reflected in the reinvestment of the territory by the private sector through a certain number of keystone projects or through more diffuse dynamics such as residential and commercial gentrification. It is in this context that the mobilization of private, public and community actors in favour of a more coherent development of the territory finds its place. Today, public authorities more often play the role of supporter rather than initiator in the projects analyzed in the four metropolises.

This goes hand in hand with a process of political recognition on the part of public authorities of the need and relevance of supporting emerging social and economic dynamics in favour of the interests of the community.

In this sense, new mechanisms such as guide plans, competitions and charrettes are as much tools for innovation and opening up the urban planning process to civil society and the population as they are the expression of a weakening of the public authorities’ ability to intervene in a context of budgetary restrictions, increasing scarcity of land, environmental constraints and the growing complexity of the social and economic issues affecting the development of territories.



PARTICIPATION

CITIZEN PARTICIPATION INCLUDES MULTIPLE PRACTICES

Exchanges between the four metropolises show that the term “citizen participation” covers multiple practices that correspond to three categories of motivations:

- Participation as a tool for the democratization of urban project mechanisms
- Participation in the co-production and management of goods or services that make up the project ecosystem
- The construction of a social identity and social or economic solidarity.

PARTICIPATION AS A TOOL FOR DEMOCRATIZING PROJECT MECHANISMS

The issues of participation are linked to those of governance. The cross-sectional analysis of the projects highlights a search for democratization of systems in two dimensions:

- The introduction of information, consultation, joint action, public debate and co-creation devices into the decision-making process, using both top-down and bottom-up approaches
- The mobilization of stakeholder organizations as levers, as revealers of counter-powers (resistances) and the social economy sector as a staging post (technical, political, educational) for the project owner.



PRACTICE # 18

THE OFFICE DE CONSULTATION PUBLIQUE DE MONTRÉAL (OCPM)

LOCATION

MONTRÉAL

Furthermore, during the discussions, a distinction was made between participation imposed (by laws) or desired (by public authorities or civil society (the resistances)). It can be seen that desired participation often yields much more than imposed consultation. In particular, this can be seen in the area of heritage conservation. A parallel can be drawn with governance issues by the support that can come from associations and citizen movements to put pressure on politicians.



PRACTICE # 03

TEMPORARY OCCUPATIONS

LOCATION

BRUSSELS



PRACTICE # 27

THE ROLE AND SCOPE OF CONSULTATION

LOCATION
MONOGRAPH

PARIS
[G] THE DOCKS

PARTICIPATION IN THE CO-PRODUCTION AND MANAGEMENT OF GOODS AND SERVICES THAT CONSTITUTE THE PROJECT ECOSYSTEM

In the second dimension, civil society participates directly as a partner, and through market or non-market services, in the co-production of goods and services that constitute the project system. Participation becomes here a factor of operational co-production or a means of local urban management.

→ **PRACTICE # 05**
ORGANIZATION OF HOUSING MIXES

LOCATION MONOGRAPH **BRUSSELS**
[B] TIVOLI

→ **PRACTICE # 20**
CO-DESIGN WORKSHOPS FOR PUBLIC SPACES

LOCATION **MONTRÉAL**

PARTICIPATION AS A PROCESS OF SOCIAL CONSTRUCTION AND SOLIDARITY

Participation is a form of cultural work aimed at creating the conditions for a collective dialogue and facilitating the social appropriation of the project. It can be part of a top-down approach in the form of public information systems, or in bottom-up strategies for collective education.

In concrete terms, this can be done directly through the creation of places dedicated to providing information on urban projects and their implementation within the project zones or in a roundabout way through project funding schemes or cultural locations that organize the debate around projects in progress.

→ **PRACTICE # 06**
TECHNICAL ASPECTS OF SUSTAINABILITY

LOCATION MONOGRAPH **BRUSSELS**
[B] TIVOLI

→ **PRACTICE # 13**
INNOVATIVE SERVICES

LOCATION MONOGRAPH **LYON**
[C] GERLAND

→ **PRACTICE # 27**
THE ROLE AND SCOPE OF CONSULTATION

LOCATION MONOGRAPH **PARIS**
[G] LES DOCKS

Whatever the perspective adopted, participation introduces a tension between two logics into urban projects: the economic market and the usage. This tension is not constant, but varies according to the issues and conditions associated with each stage of the project cycle.

In most cases (Saint-Ouen, Tivoli, Gerland, MIL Montréal), attempts have been made to establish a real dialogue between the stakeholders and to go beyond the conditions of information, publicity and joint action prescribed by the law. These attempts are often methodologically innovative. In the end, however, it can be observed that the process of programming and organizing projects often still subordinates the question of the uses and quality of spaces to the economic logic of the market. This is evidenced by the recurrent difficulties that projects encounter in integrating facilities and spaces that are not economically profitable into the programme.

The exchanges between the four metropolises also confirmed that once a programme has been adopted and the funding framework has been set, it becomes difficult and is often considered untimely to change it or make it evolve. In the operational phase, the conditions linked to the logic of economic transactions (confidentiality of certain operations, profitability of investments, etc.) lead to an almost natural closure of the participation mechanism and an internationalization of the decision-making circuits.

In this generally problematic context, three practices in particular drew the group’s attention to their ability to change the conditions of the relationship between the logic of use and the logic of the market.

The first is Montréal’s experience with the OCPM, a third-party organization mandated to hold public consultations on most major urban projects, and even to hold public consultations on subjects initiated by citizens (who have a right of initiative).

→ **PRACTICE # 18**
THE OFFICE DE CONSULTATION PUBLIQUE DE MONTRÉAL

LOCATION **MONTRÉAL**

The second is the use of various sustainable development labels which sometimes allow public operators to raise the regulatory requirements for citizen consultation.

The third is related to what is beginning to be called “temporary” or “transitional” urban planning. The temporary or transitory occupation of certain places, observed in Brussels, Lyon and Montréal, also allows for other unprecedented variations in the relationship between the economic logic of the market and the logic of use. It allows for the activation of neglected spaces and the introduction of a new temporality in project cycles. These appropriation mechanisms are ways for civil society to appropriate the temporal and spatial in-betweens of the city. For the occupants, they are an opportunity to generate citizen dynamics, to develop activities that, for financial reasons or because of the availability of space, do not fit elsewhere in the city and, sometimes, to have an impact on future projects (Young – Transitional Laboratory in Montréal).

In some cases, these spaces are also an opportunity for civil society to invent projects in response to certain issues such as the green transition. For the owners of the site, this occupation constitutes an opportunity to enhance the value of the site, to reduce maintenance costs and to initiate a process of image change without having to wait for the project to materialize.

In most cases, temporary or transient occupation does not affect the long-term programming of the project. However, some cases have been mentioned, notably in Brussels and Montréal, where the demands of citizens’ movements have significantly influenced project planning and played a role in preserving public spaces and defining the quality of urban space. One of the challenges of temporary urban planning is the development of a continuity of uses, in a perspective where the uses of the site make it possible to prefigure and test in co-production programmatic mix formulae and specific spatial configurations.



PRACTICE # 03

TEMPORARY OCCUPATIONS

LOCATION

BRUSSELS



PRACTICE # 14

TRANSITIONAL URBAN PLANNING

LOCATION
MONOGRAPH

LYON
[C] GERLAND



PRACTICE # 19

TRANSITIONAL URBAN PLANNING:
THE YOUNG AND LE VIRAGE PROJECTS

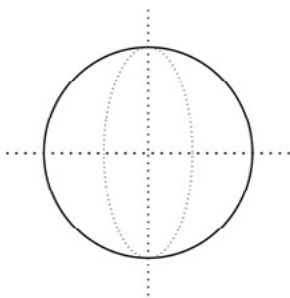
LOCATION

MONTRÉAL

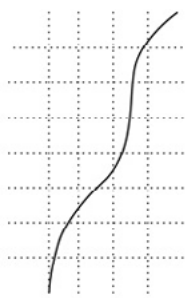
LEVELS AND PURPOSES OF PARTICIPATION

The conditions of participation do not only depend on the evolution of the relationship between the economic logic and the logic of use at the different stages of the project cycle. They also vary according to the nature of the issues, the spatial extent of the intervention and the time horizon of the transformation project in question.

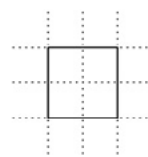
THE DIVERSITY OF SCALES AND PURPOSES OF CITIZEN PARTICIPATION



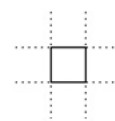
The planet,
The ecological transition



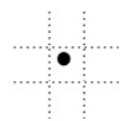
The large territory,
Transversal and multiscalar
approach



The neighborhood,
Urban forms



The site,
The property types



The objects,
The uses

The participation processes are often different depending on whether the project aims at regenerating inhabited districts in the dense city or the reconfiguration of large industrial, port, military or hospital brownfields empty of inhabitants. As we have seen in Gerland in Lyon, in the Outremont area in Montréal or in the Brussels neighbourhoods that are the subject of urban renewal contracts, projects in neighbourhoods that are already inhabited are more conducive to the development of participatory approaches such as shared diagnosis and the co-design of public facilities and spaces. They are more likely to mobilize already-established groups of citizens.

In projects on brownfields empty of inhabitants, the size, the duration, the importance of the economic and financial stakes and the fact of not knowing the future inhabitants are all factors that do not favour the co-design process. The actors in participation are then inhabitants of local neighbourhoods or simple citizens – often activists from elsewhere – who mobilize around issues of heritage protection, defence of open spaces against densification by new buildings, or the promotion of new forms of public spaces.

However, what has just been said is not an absolute truth: for the Docks in Saint-Ouen, both cases were seen: the inhabitants of the sector mobilized in the project to maintain the shared gardens, while the future inhabitants created a “Mon Voisin des Docks” (My Docks Neighbours) association to monitor the project and discuss with each other and with the planners/developers.

During the discussions, it appeared difficult to take into account supra-local issues in the participation processes. On this issue, a body that is independent of political and administrative powers has the advantage of being able to ensure transparency and has the tools to raise the debate beyond local concerns.



PRACTICE # 18

THE OFFICE DE CONSULTATION PUBLIQUE DE MONTRÉAL

LOCATION

MONTRÉAL

PARTICIPATION AS A FORM OF MOBILIZATION ON GLOBAL ISSUES

The participation practices observed often reflect collective or social demands in relation to global issues: energy, global warming, the environment, mobility, food, migration and global democracy.

On these issues, participation is again expressed in very different forms. Generally speaking, we observe that people mobilize easily on very practical and concrete issues, such as waste management, food production, energy savings and the search for alternatives to the private car. As the visits to Gerland (Follement Gerland) and Tivoli have shown, these mobilizations are most likely to occur when the project is built and put into use. They are similar to forms of shared management. Other mobilizations can take more conflicting forms: the Brussels team explained, for example, how a group of inhabitants of the districts bordering the canal had organized an occupation of the site of the Monument to Labour to demand the creation of a park there, and how this struggle had finally succeeded in having this demand integrated into the planning.

On the issues of sustainable development, we also mentioned mechanisms for observation, monitoring, assessment and critical debate on projects led by civil society activist groups (such as Inter Environnement Bruxelles, ARAU and the Observatoire du piétonnier in Brussels), by the research community (such as Metrolab. Brussels) and by other cultural players (such as Virage in Montréal). These initiatives have in common that they seek dynamic interaction between civil society, project operators and the research community and promote transversal and multi-scalar thinking.

THE SPECIFICITY OF PARTICIPATION AT THE LEVEL OF LARGE LAND AREAS

One point common to the four metropolises is the search for public tools to develop an overall strategic vision for the transformation of large territories.

In some cases, this overall vision was developed upstream of the project: the Chemical Valley in Lyon and the Canal Zone in Brussels. In other cases, it becomes a condition for success during the course of the project by creating strategic links with the environment: MIL Montréal, Gerland.

In order to ensure that all stakeholders are informed about and take ownership of these major strategic visions, cities set up participatory mechanisms, whose objectives, audiences, formats, facilitation methods and products often have little in common with participatory approaches implemented at the local level.



PRACTICE # 01

IMPLEMENTATION OF THE CANAL PLAN: PROCESS AND METHODS OF THE CANAL TEAM

LOCATION
MONOGRAPH

BRUSSELS
[A] CANAL PLAN



PRACTICE # 10

THE 2030 GUIDE PLAN (AND THE PRTT) – A MASTER PLAN FOR A LARGE AREA

LOCATION
MONOGRAPH

LYON
[D] CHEMICAL VALLEY



PRACTICE # 11

L'APPEL DES 30

LOCATION
MONOGRAPH

LYON
[D] CHEMICAL VALLEY



PRACTICE # 21

THE URBAN PLANNING “KICK-OFF” CHARRETTE AND THE PDUES

LOCATION

MONTRÉAL

PARTICIPATION AT THE NEIGHBOUR OR NEIGHBOURHOOD LEVEL INCLUDING THE OPERATION SITE

It is mainly at the levels of neighbours, neighbourhood and project that the shared management and co-production arrangements mentioned above are established. Their challenge is to allow residents to get involved in the organization of local life while participating in the co-production of local services (conciierge services, cafés, laundry, daycare, collective vegetable gardens, etc.).

These are often devices that appear at the end of the project cycle, as a speaker from Lyon pointed out: “This type of participation often begins where the role of the planner ends.” The experiences of the CLT Community Land Trust and the grouped housing in Tivoli, where the mobilization of residents takes place almost from the first stage of the project cycle, are exceptional in this respect.

Other notable experiences in terms of the temporality of participatory mechanisms are the “neighbourhood councils” set up in Lyon and the “sustainable citizen neighbourhoods” subsidized by the Brussels Region.



PRACTICE # 05

ORGANIZATION OF HOUSING MIXES

LOCATION
MONOGRAPH

BRUSSELS
[B] TIVOLI

At the site level, participation approaches are further distinguished by whether they concern public spaces (parks and public gardens, roads and paths), public facilities (water, energy and waste management facilities and infrastructures, public service facilities) or the production and social management of housing communities.

THREE DEGREES OF PARTICIPATION

Based on our exchanges, we can distinguish six categories of practices, which can be grouped two by two by the degree of citizen involvement in the decision-making process.

FROM INFORMATION TO CONSULTATION

The first level concerns the minimum means of participation:

- Information: citizens and other stakeholders receive information on ongoing projects, but cannot give their opinion.
- Consultation: public enquiries or meetings allow citizens and other stakeholders to express their opinions on the project, but do not guarantee that the comments made will be taken into account.

At this level, we find the practices integrated in all projects to meet, among other things, the legal requirements of information, publicity and consultation prescribed by the laws on obtaining planning and/or environmental permits.

As mentioned above, the inspiring practices at this stage are the OPCM in Montréal and the certification.

The “sustainable neighbourhoods” project in Saint-Ouen effectively changes the conditions for public information and consultation.

FROM JOINT ACTION TO CO-CREATION

The second level concerns the involvement of citizens in the decision-making process upstream of the project design phases:

- Joint action: some citizens and stakeholders are included in the decision-making processes and can influence the implementation of projects.
- Co-creation: decision-making is done through collaboration between public authorities and citizens, but the project management remains under the control of public authorities.

In terms of joint action, shared diagnosis seems to have become common practice. It is mainly concentrated in the phases of the project cycle where it is a question of revealing daily practices, adherents and identities, reporting perceptions, and identifying spatial, social, economic and institutional problems.

In terms of co-creation, we would like to highlight the approach used to establish the intervention strategy for the Canal zones in Brussels and the co-design process for park projects in Outremont. For Outremont, we note the incentive effect and the methodological framework provided by the PDUES, which made it possible to integrate the Outremont project site and the surrounding neighbourhoods into a single strategic vision that includes all five parks.

→ **PRACTICE # 20**
CO-DESIGN WORKSHOPS FOR PUBLIC SPACES

LOCATION **MONTRÉAL**

FROM ADVOCACY TO EMPOWERMENT

The third level incorporates the idea of advocacy, wherein groups of citizens address collective demands for spaces or programmes that were not initially foreseen to the existing governance structure and/or to the public administration concerned. It also includes empowerment practices, which enable citizen groups to set up and learn from experience how to manage a facility or a neighbourhood autonomously.

The Community Land Trust (CLT) experience in Brussels which includes advocacy, co-production and empowerment falls into this category, as do some temporary and transitional urban planning practices.



PRACTICE # 05

ORGANIZATION OF HOUSING MIXES

LOCATION
MONOGRAPH

BRUSSELS
[B] TIVOLI



PRACTICE# 19

TRANSITIONAL URBAN PLANNING:
THE YOUNG AND LE VIRAGE PROJECTS

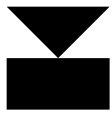
LOCATION

MONTRÉAL

THE INTERWEAVING OF PRACTICES

The exchanges clearly showed that the different practices envisaged above are not mutually exclusive and can perfectly well coexist or succeed one another at different stages of a project cycle.

Furthermore, the discussions revealed a gap in urban planning tools and systems related to taking into account the project's experience and the possibility of collecting feedback. Particularly in the case of large-scale projects that extend over long periods of time, the rigidity of the decision-making process does not allow for sociological or anthropological studies capable of evaluating the experience of projects' first phases and integrating this analysis into subsequent phases.



ORGANIZATION

NEGOTIATED URBAN PLANNING MECHANISMS INCREASINGLY PRESENT IN THE STRUCTURING OF OPERATIONS

Metropolises are having to experiment with increasingly diversified and complex negotiated urban planning mechanisms to undertake and carry out major urban projects, due to a combination of factors.

THE CONTEXT OF MAJOR URBAN PROJECTS, COMBINED WITH AN INCREASE IN THE LEVEL OF REGULATORY AND PROGRAM REQUIREMENTS, GENERATES GREATER RECOURSE TO NEGOTIATED URBAN PLANNING MECHANISMS

Major urban projects often involve a significant amount of urban renewal, which weighs on the development and operation budgets because of the need for prior intervention to make the land transferable or buildable (clearance, demolition, etc.). The scarcity of land and the announcement of a major project are all elements that reduce the possibilities of public land control. Moreover, construction costs are increasingly high due to the complexity of regulatory and normative requirements (toward higher energy performance and quality requirements for construction and development), but also, program requirements (including social and inter-generational mix, common areas with increasingly diversified uses). This increase in the level of requirements complexity implies ever stronger project engineering. Finally, the context of reduced financing abilities of public actors makes it necessary to target spending more closely while protecting the public interest.

NEGOTIATED URBAN PLANNING, AN AGILITY FACTOR IN THE MAKING OF THE CITY, IN THE LONG TERM OF PROJECTS

Major urban projects, by definition, are developed on vast and already urbanized areas. The production time of the city or project is particularly long because of the complexity of the procedures and the multiplication of urban planning rules. Moreover, major urban projects often involve multi-level governance (metropolis or region, city(s), district(s)) with long validation and decision-making processes. This long period of time makes the urban programming defined at the start of the project more vulnerable. Indeed, the timing of financial investments by private operators is often rapid. However, macro-economic and legal and regulatory changes are common (e.g. supra fiscal policies, borrowing conditions, competition between companies). Consequently, the preliminary urban programming must establish a certain resilience of the project to take into account the long time frame necessary to build the city. The major urban project must anticipate possible needs for program adaptations. This implies a flexible project development process at several stages of project realization.

The lowest common denominator consists of a guide plan or master plan that sets out the development, programming and architectural principles common to the district without providing for a precise design for each block. It is a matter of defining the principles for the development of public spaces and traffic as well as the conditions for all modes of transport and the operating objectives. In short, it is a question of providing continuity for the major objectives and flexibility of possible responses in implementation.



PRACTICE # 10

THE 2030 GUIDE PLAN (AND THE PRTT) –
A MASTER PLAN FOR A LARGE AREA

LOCATION
MONOGRAPH

LYON
[D] CHEMICAL VALLEY

NEGOTIATED URBAN PLANNING TAKES VARIOUS FORMS, ADAPTED TO THE DIFFERENT STAGES OF THE PROJECT

Major urban projects require innovation in terms of both programming and operations.

UPSTREAM OF THE PROJECT, THE DEFINITION OF A COMMON FRAMEWORK THAT IS STRONG IN ITS STRATEGIC AMBITIONS AND FLEXIBLE IN ITS FORMAL TRANSLATION: THE GUIDE PLAN AND OTHER PLANNING DOCUMENTS

Negotiated urban planning requires a strong common framework for the overall project to ensure consistency, such as guide plans. These documents make it possible to define the broad outlines of the “territorial project”. These mechanisms are more flexible than traditional regulatory instruments, and they fix the evolution of projects over time.

→ **PRACTICE # 01**
IMPLEMENTATION OF THE CANAL PLAN: PROCESS AND METHODS OF THE CANAL TEAM

LOCATION MONOGRAPH **BRUSSELS**
[A] CANAL PLAN

→ **PRACTICE # 10**
THE 2030 GUIDE PLAN (AND THE PRIT) – A MASTER PLAN FOR A LARGE AREA

LOCATION MONOGRAPH **LYON**
[D] CHEMICAL VALLEY

→ **PRACTICE # 21**
THE URBAN PLANNING “KICK-OFF” CHARRETTE AND THE PDUES

LOCATION **MONTRÉAL**

IN THE PROJECT’S OPERATIONAL MODE, THE PROJECT TEAM’S ABILITY TO INFLUENCE A GIVEN OPERATION VARIES ACCORDING TO THE ACTIVE NEGOTIATED URBAN PLANNING MECHANISMS

Negotiated urban planning can allow, in exchange for “building rights”, the collection of urban planning levies in deeds, works or money (park, public space, roads, social and affordable housing, etc.). In Montréal, the “agreement” procedure makes it possible to influence the project if it does not comply with the regulations in force and ensure a certain urban quality and compliance with certain guidelines. In Lyon, as part of the Chemical Valley project, prior to any modification of the urban plan and/or the issuing of any permit, a developer or operator must carry out a co-construction process with the project team.

→ **PRACTICE # 15**
THE URBAN PARTNERSHIP PROJECT (PUP)

LOCATION MONOGRAPH **LYON**
[C] GERLAND



PRACTICE # 23

DEVELOPMENT AGREEMENTS AND ENVIRONMENTAL
CERTIFICATION (LABELLING)

LOCATION

MONTRÉAL

NEGOTIATED URBAN PLANNING MECHANISMS ARE NOT A MAGIC BULLET

The concurrent use of negotiated urban planning mechanisms and traditional urban planning instruments increases the level of complexity of the project, the time frame, and can act as an aggravating factor of legal risk, as in Brussels and Lyon. In addition, the redevelopment of occupied sites, particularly with regard to pollution control, may limit the negotiating room for certain operations, particularly in Lyon. Finally, as mentioned above, negotiated urban planning can, once “concluded”, freeze the project and its ability to evolve over time to adapt to new realities.



PRACTICE # 01

IMPLEMENTATION OF THE CANAL PLAN: PROCESS
AND METHODS OF THE CANAL TEAM

LOCATION
MONOGRAPH

BRUSSELS
[A] CANAL PLAN



PRACTICE # 10

THE 2030 GUIDE PLAN (AND THE PRTT) – A
MASTER PLAN FOR A LARGE AREA

LOCATION
MONOGRAPH

LYON
[D] CHEMICAL VALLEY

**IF NEGOTIATED URBAN PLANNING CAN CONSTITUTE A PROGRAMMATIC
AND QUALITATIVE ADJUSTMENT VARIABLE FOR THE PROJECT, THE SITE
PLAN OF THE OVERALL PROJECT MUST REMAIN UNDER CONTROL**

The urban project management cycle and the notion of return on investment in Montréal are project analysis devices that help in the decision to define the limits of negotiation on program elements to be developed. This method is an innovation that makes it possible to secure the site plans of major urban projects.

CONTROL OF THE LAND DIRECTLY INFLUENCES THE CHOICE OF PROJECT STRUCTURE (ZAC, SEM, AGREEMENT)

Negotiation ability varies based on the level of prior control of the land. The lack of land control does not allow for specifications with a high level of requirement or innovation. The absence of land control, including at the regulatory level and not only at the level of state ownership, is a factor of land inflation, particularly when a major project is announced and especially when it is spread over a long period of time, which has an impact on the degree of participation of civil society.

Inflation can have direct impacts on the programmed content of projects, as in Brussels. Without eliminating the risk of inflation, the public authority can increase the quantity of its domain and thus be more demanding in negotiation. The regulatory tools have been adapted to allow for mixed use and, in some cases, to require the conservation of industrial spaces. The new concessions, signed on land belonging to the Port, have a clause obliging the promoter to work with the Canal Team.

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PRACTICE # 01

IMPLEMENTATION OF THE CANAL PLAN: PROCESS AND METHODS OF THE CANAL TEAM

LOCATION
MONOGRAPH

BRUSSELS
[A] CANAL PLAN

.....

Land management also plays an important role in the quality of the spaces and public facilities planned for the project, since the gains made from the sale of land for residential or other purposes can be reinvested, in whole or in part. In the absence of good land management, this quality is largely based on negotiated urban planning tools or strong public-private partnerships in a context of public expenditure control.

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PRACTICE # 23

DEVELOPMENT AGREEMENTS AND ENVIRONMENTAL CERTIFICATION (LABELLING)

LOCATION

MONTRÉAL

.....

Within the framework of an operation on controlled land, the local authority can set the land charges necessary to ensure financial balance and negotiate the programmed content and the architectural and urban quality to be developed with the operators. In the case of operations carried out on private land, it is the regulatory framework of the land laws (general rules of the zone or specific rules of the OAP zone in Lyon).

PUBLIC INVESTMENT (MONETARY OR IN HUMAN RESOURCES) REMAINS A NECESSARY LEVER IN MAJOR URBAN PROJECTS

PUBLIC FACILITIES, ESPECIALLY SCHOOLS, APPEAR TO BE THE POOR RELATION OF THE CO-PRODUCED CITY

The cost of acquiring land remains very high, regardless of the purpose of the land, and makes it difficult to finance these facilities in major project zones without prior control of the land. Speculation and delays in acquisition accentuate this complexity. This is particularly true in Montréal in the context of the Griffintown project. In addition, the owners of the school facilities are not the owners of the urban project. The investment plan for the development of school facilities supported by School Boards (a form of local government that manages pre-school, primary and secondary education) may not meet the urban development objectives supported by the city.

In Paris, the choice of the ZAC structure for the Docks project, made possible by the large amount of public land, is a tool that anticipates the need for facilities and the associated financing by the local equipment tax. The PUP also allows for the financing of public facilities related to the operation, but this is a partial participation. The reimbursement of building the facilities is usually based on several PUP operations and requires a minimum investment by the community.

In Montréal, it should be noted that a new regulatory tool – the inclusion strategy – will also make it possible to finance part of the social and affordable housing.

PUBLIC FUNDS FAVOUR INNOVATION AND THE DESIGN OF INNOVATIVE PROJECTS

This is the case in Brussels, where the implementation of a time bank can reduce the time needed to design a public space.



PRACTICE # 02

THE LANDSCAPE QUALITY PLAN (BKP) AND THE CENTRAL PROCUREMENT OFFICE

LOCATION
MONOGRAPH

BRUSSELS
[A] CANAL PLAN

In Lyon, in order to maintain craft industries in the city, it seems necessary to resort to public subsidies in the manner of the financing of social housing in France.

Moreover, in long term projects, it can be interesting to set up mechanisms to develop temporary urban planning or allow the temporary occupation of spaces to give or maintain life in the district or to presage new uses.



PRACTICE # 19

TRANSITIONAL URBAN PLANNING:
THE YOUNG AND LE VIRAGE PROJECTS

LOCATION

MONTRÉAL

INNOVATION OR THE DESIGN OF AN INNOVATIVE PROJECT CAN ALSO BE CARRIED OUT BY A PRIVATE OPERATOR

In Lyon, the size of the Gerland district creates a showcase effect for operators who carry out operations. And if their balance sheet allows it, in particular by prior acquisition of land control, then the private operator will be able to develop a quality of construction and services associated with good function. This is the case, for example, with the Follement Gerland operation in Lyon, which is developing an exceptional level of shared services compared to usual practices. However, public action remains important because of the high level of engineering support and monitoring of the project.



PRACTICE # 13

INNOVATIVE SERVICES

LOCATION
MONOGRAPH

LYON
[C] GERLAND



GOVERNANCE

THE GOVERNANCE OF URBAN PROJECTS IS PART OF AN INCREASINGLY TRANSVERSAL DECISION-MAKING PROCESS

The complexity of projects (in terms of issues, operational structures, financing, land management, etc.) is increasingly leading to the implementation of a so-called “transversal” governance. This transversality can be a source of innovation in ways of thinking about the different stages leading to the development and implementation of an urban project. While in some cases this transversality mainly involves public administrations, it can also involve landowners.



PRACTICE # 01

IMPLEMENTATION OF THE CANAL PLAN: PROCESS AND METHODS OF THE CANAL TEAM

LOCATION
MONOGRAPH

BRUSSELS
[A] CANAL PLAN



PRACTICE # 11

L'APPEL DES 30 ! (THE CALL OF THE 30!)

LOCATION
MONOGRAPH

LYON
[D] CHEMICAL VALLEY



PRACTICE # 24

THE GOVERNANCE COMMITTEE

LOCATION

MONTRÉAL

However, this transversality is not automatically put in place and its maintenance often consumes time and resources, among other things for the organization of the meetings and follow-ups necessary for decision making, even when a dedicated team directly manages part of the project. Within administrations, identifying the project as an exceptional approach (as a “pilot project”) sometimes facilitates collaboration by giving a “space for freedom” in the identification of issues and related responses. This seems to be the case for the two Montréal projects (Griffintown, MIL Montréal).

This notion of “pilot project” thus becomes a vector of innovation since it allows a certain decompartmentalization between services and administrations. Indirectly, however, the use of this concept highlights the gaps and shortcomings that may exist in governance and project management. The difficulties encountered in certain projects can nevertheless enable reflection on the decision-making process and lead an administration to set up a new process.



PRACTICE # 17

THE URBAN PROJECT MANAGEMENT CYCLE

LOCATION

MONTRÉAL

This transversal governance is based on traditional urban planning instruments such as land use plans and master plans or specifications, but also on negotiated urban planning mechanisms such as development agreements and partnership charters. This transversality of governance evolves and changes at each stage of the project and based on the needs considered. We will come back to these different steps later.

→ **PRACTICE # 01**
IMPLEMENTATION OF THE CANAL PLAN: PROCESS
AND METHODS OF THE CANAL TEAM

LOCATION
MONOGRAPH **BRUSSELS**
[A] CANAL PLAN

→ **PRACTICE # 10**
THE 2030 GUIDE PLAN (AND THE PPRT) – A
MASTER PLAN FOR A LARGE AREA

LOCATION
MONOGRAPH **LYON**
[D] VALLÉE DE LA CHIMIE

→ **PRACTICE # 11**
L'APPEL DES 30 ! (THE CALL OF THE 30!)

LOCATION
MONOGRAPH **LYON**
[D] VALLÉE DE LA CHIMIE

→ **PRACTICE # 23**
DEVELOPMENT AGREEMENTS AND ENVIRONMENTAL
CERTIFICATION (LABELLING)

LOCATION **MONTRÉAL**

→ **PRACTICE # 29**
EVOLUTION OF A PROJECT MANAGED BY A SEMI-PUBLIC COMPANY

LOCATION
MONOGRAPH **PARIS**
[G] THE DOCKS

THE COMPLEXITY OF URBAN PROJECTS REQUIRES THE ESTABLISHMENT OF A STRONG AND STRUCTURED GOVERNANCE FRAMEWORK WHOSE LEGITIMACY IS RECOGNIZED

The complexity of these projects not only leads to the need to set up an increasingly transversal governance, but also to clearly identify and recognize this governance structure in order, on the one hand, to ensure the efficiency of the decision-making process within the various departments and administrations concerned and, on the other hand, to counterbalance the developers and landowners in the negotiated urban planning exercises.

This counterbalance appears necessary to ensure a good balance between private and collective interests. This strong public governance presumes, in many cases, the revision of existing decision-making processes. Often, the sharing of jurisdiction between different departments or between different public administrations complicates the setting up of this governance structure and the coordination of interventions.

The issue surrounding the sharing of competencies between different departments or administrations is not only to ensure the transversality of governance mechanisms, but also to ensure that decisions made by actors representing different departments or administrations are not made unilaterally, or even that a consensus reached within the governance structure is reflected in the different administrations concerned, right up

to the issuance of building permits. Conflicting relations between certain stakeholders do not facilitate the establishment of strong governance.

Political involvement often appears necessary to legitimize such governance structures, but this involvement remains fragile in the long term. If obtained, this involvement can provide more means of action, financial or otherwise, at various stages of the urban project.

THE COMPLEXITY OF THE URBAN PROJECT TO BE CARRIED OUT AND THE CHOICE OF THE "SCALE" OF GOVERNANCE MUST BE CORRELATED

The objectives pursued by the project directly influence the territorial and administrative scale of the actors who will be invited to participate in the established governance structure. Although the local level is competent in matters of urban planning and permit issuance, it does not have all the necessary levers to respond to all the challenges and issues raised by major urban projects, including public transit and public facilities. The desire to achieve high environmental goals can also place a financial burden on the local level that is far beyond its financial capacity.

Thus, depending on the project under consideration, the scale of governance may vary, or even be modified along the way, as was the case for The Docks of Saint-Ouen. It is clear that the choice of the right scale of governance is important in achieving the objectives set.

THE TRANSVERSALITY OF GOVERNANCE STRUCTURES LENGTHENS THE TIME FRAME OF URBAN PROJECTS AND THIS TIME FRAME IN TURN RAISES GOVERNANCE ISSUES

The need to set up governance structures that combine a multitude of actors lengthens the period of project development and implementation, regardless of whether these structures bring together only public representatives from different departments and administrations or a diversity of public and private representatives. However, this lengthening of the time frame for urban projects can also weaken the governance structures put in place.

On the one hand, in the time frame of the project, some actors may question the governance structure put in place. In Brussels (Canal Plan), this challenge seems to have been overcome by demonstrating that transversal governance saves time, is more effective in terms of land management and is more innovative in terms of mixed use, mobility management, infrastructure, water management and energy efficiency.

.....

→ **PRACTICE # 01**
IMPLEMENTATION OF THE CANAL PLAN: PROCESS
AND METHODS OF THE CANAL TEAM

LOCATION **BRUSSELS**
MONOGRAPH [A] CANAL PLAN

.....

On the other hand, the often-frequent changes within administrations and departments involved, or even within private organisations, can weaken the decision-making process. Not only may several representatives of public administrations and private organizations change over the course of the project, but their hierarchical level within their organization may also change. It seems possible to avoid questioning decisions made beforehand when a clearly identified and structured governance structure is put in place and when, as in Montréal, it provides for "step-by-step" decisions that are difficult to change over the course of the project.

At each stage, it is possible to question the elements presented and send the whole thing "back to the drawing board," but once the stage is completed, decisions are more difficult to change. This would have the merit of condensing the discussions between the stakeholders involved at specific, predefined moments, and of placing the debates on an institutional rather than personal continuum. However, in certain situations, the political level can nevertheless manage to substantially modify the project during its implementation, as in Saint-Ouen, for example.



PRACTICE # 17

THE URBAN PROJECT MANAGEMENT CYCLE

LOCATION

MONTRÉAL

This lengthening of project time frames may also have repercussions on the organization of operations, their programming and the ability of public administrations to attract private investment (for more details, see the transversal notes on the “organization” theme).

GOVERNANCE STRUCTURES TEND TO RELY ON FORMAL AND INFORMAL MECHANISMS FOR DIALOGUE

In order to design and carry out urban projects, the governance structures set up also seem to rely on formal and informal mechanisms for dialogue with a large number of public and/or private stakeholders. These mechanisms may involve only institutional actors or a variety of actors. They may also include citizens and stakeholder representatives. Where appropriate, these mechanisms range from citizen consultation to workshops, calls for projects, ideation competitions, etc. (for more details, see the transversal notes on the “participation” theme).

When the project appears complex, either by its content and/or by its institutional context, progress by “small steps”, in an incremental approach, can make it possible to bring together certain actors and to innovate.

GOVERNANCE STRUCTURES TEND TO PLAY DIFFERENT ROLES AT DIFFERENT STAGES OF THE PROJECT

START-UP AND PROGRAMMING : THE NEED FOR GOVERNANCE GENERALLY TRANSLATES INTO THE ESTABLISHMENT OF A “COMMON LAW” STRUCTURE OR AN “AD HOC” STRUCTURE WITHIN AN EXISTING ADMINISTRATION

Two cases can be observed in the urban projects under study. Some urban projects have led to the setting up of relatively autonomous bodies bringing together a number of public and, sometimes, private actors. These bodies act as a gateway to construction projects and seek to establish different consensuses to achieve overall consistency.



PRACTICE # 01

IMPLEMENTATION OF THE CANAL PLAN: PROCESS AND METHODS OF THE CANAL TEAM

LOCATION
MONOGRAPH

BRUSSELS
[A] CANAL PLAN



PRACTICE # 11

L'APPEL DES 30 ! (THE CALL OF THE 30!)

LOCATION
MONOGRAPH

LYON
[D] CHEMICAL VALLEY



PRACTICE # 29

EVOLUTION OF A PROJECT MANAGED BY A SEMI-PUBLIC COMPANY

LOCATION
MONOGRAPH

PARIS
[G] THE DOCKS

Other urban projects have instead led to the establishment of a project team within one of the administrations concerned. This project team ensures a certain coordination of the actors involved. Its implementation within an administration does not exclude, however, that governance mechanisms may also exist with private actors in order to ensure a certain coordination of construction, public space or infrastructure projects.



PRACTICE # 17

THE URBAN PROJECT MANAGEMENT CYCLE

LOCATION

MONTRÉAL



PRACTICE # 24

THE GOVERNANCE COMMITTEE

LOCATION

MONTRÉAL

PLANNING AND REGULATION : GOVERNANCE IS BASED ON A VARIETY OF FRAMEWORK INSTRUMENTS AND THIS VARIETY TENDS TO INCREASE OVER TIME IN RESPONSE TO THE DIFFICULTIES ENCOUNTERED

In all cases, the search for consensus and the coordination of urban projects are based on framework instruments (partnership charter, development agreement, master plan, guide plans, etc.). Depending on project progress and difficulties encountered, these instruments tend to be adapted, or even multiplied, to cover the different aspects of the projects and/or compensate for discontinuities observed in the decision-making process. Complementary tools (guide, specifications, etc.) then support the framework instruments established beforehand and express more clearly the vision established, among others, by the project team and the elected officials.



PRACTICE # 22

THE PUBLIC REALM DEVELOPMENT GUIDELINES

LOCATION

MONTRÉAL

ORGANIZATION AND EXECUTION : A STAGE OF ENLARGEMENT OF THE PROJECT ACTORS

As the urban project enters its operational phase, the governance structure put in place tends to work together with other actors, either to carry out the work or to improve its design. The governance structure is rarely directly involved, in whole or in part, in the execution of operations, unless they involve public spaces, roads or environmental infrastructure. The only exception is when the projects are managed by a semi-public company (SEM), such as the Docks project in Saint-Ouen.

However, the governance structure is often involved in organizing operations, particularly to ensure the financing of aspects deemed to be socially or collectively a priority (environmental infrastructure, community facilities, social housing, etc.). Moreover, when it comes to detailing the design of certain aspects of the project, including public spaces, co-design exercises with citizens can be carried out.



PRACTICE # 29

EVOLUTION OF A PROJECT MANAGED BY A SEMI-PUBLIC COMPANY

LOCATION
MONOGRAPH

PARIS
[G] THE DOCKS



PRACTICE # 20

CO-DESIGN WORKSHOPS FOR PUBLIC SPACES

LOCATION

MONTRÉAL

MANAGEMENT: THE GOVERNANCE STRUCTURE SEEMS TO BE INCREASINGLY CALLED UPON TO MANAGE CERTAIN NON-TRADITIONAL ELEMENTS AND OBJECTIVES

Urban projects increasingly tend to include elements or objectives whose management is a challenge for real estate developers. This is particularly true for the obligation to provide commercial and/or industrial space in certain projects. The non-occupation of these spaces can, in fact, lead to significant losses of income and selling the idea of a greater functional mix to a developer can prove difficult in certain situations. Where necessary, the governance structure in place seems to be increasingly called upon to find solutions.

This desire for greater diversity, or any other element that enters into the complexity of urban projects today, may lead this structure to develop, or even integrate, new skills. This is also the case when this structure is responsible for developing released land.

This can also be the case when there is ambiguity about the delimitation of public and private spaces and their management. On the one hand, the objective of ensuring a certain fluidity between public and private spaces can make the management of these spaces more complex. On the other hand, since the governance structure of urban projects often involves various administrative levels, it is not always easy to entrust the maintenance of new public spaces to one level when the design was carried out by another. Here again, it seems that governance structures in place are increasingly called upon to find solutions. One solution would be to think about their management from the outset and to establish clear and detailed maintenance specifications that are binding on the various stakeholders, and integrate these specs into the decision-making process.

PART III. CATALOGUE OF INNOVATIVE PRACTICES

PART III.

CATALOGUE OF INNOVATIVE PRACTICES

BRUSSELS-CAPITAL REGION

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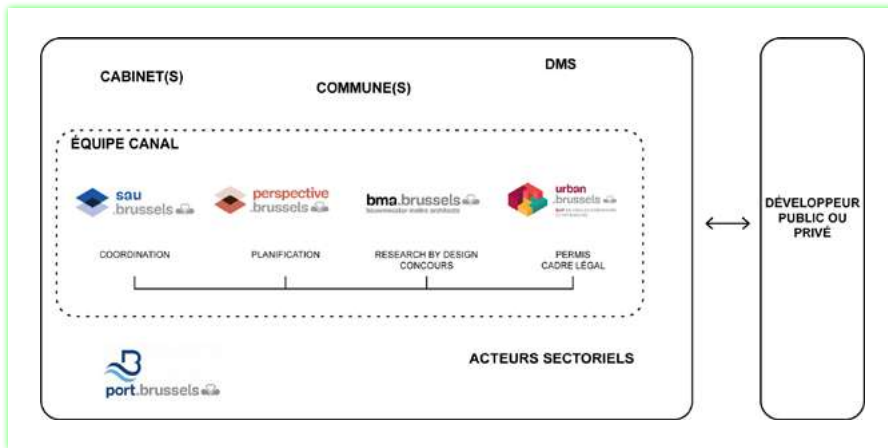
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01

IMPLEMENTATION OF THE CANAL PLAN: PROCESSES AND METHODS OF THE CANAL TEAM

THE CANAL TERRITORY

LOCATION	BRUSSELS-CAPITAL REGION
MONOGRAPH	[A] CANAL PLAN
THEME	* GOVERNANCE



CONTEXT

Since the 1990s and the creation of the Brussels Region, public policies have been put in place to try to create a new image for the canal area which, due to a phenomenon of deindustrialization, had seen its industrial fabric weaken, with disastrous socio-economic consequences.

While, for some twenty years, the strategy had been to foster the territory's potential through urban revitalization policies, micro-urban planning and the emergence of citizen and cultural initiatives, from 2012 onwards, the government became aware of the need for a metropolitan vision that would respond to demographic and urban issues on a larger scale.

To meet this need, the Region launched a call for tenders, which was won by Alexandre Chemetoff's team for its method based on the idea of a regional domain designated the Canal Plan. The work consisted of a study, punctuated by various open-book workshop sessions and the "48 hours of the Canal Plan" which made it possible to define the contours of this regional area and the vision for its development. Following the government's approval of the Canal Plan, the second part of Chemetoff's work was to initiate a pilot project in the area. The operationalization phase began in 2015 and the government made the decision to internalize the implementation by creating a dedicated team, the Canal Team.



VIDEO ↗

DESCRIPTION

The canal team is composed of four administrative groups:

- The Société d'aménagement urbain (SAU, the Urban Development corporation) was designated by the government to oversee implementation of the Canal Plan. It is in charge of coordinating projects and setting up certain public and/or public/private projects;
- The Bouwmeester (Master Architect) (bma.brussels) is the guarantor of the general vision of the Canal Plan and acts as an adviser to guarantee a high level of architectural and urban quality, and the Research by Design team which translates the vision of the Canal Plan into drawings and contributes to the evolution of the project plans;
- The Brussels Planning Office (perspective.brussels): planning, development and monitoring of the regulatory framework;
- The Urban Planning Department (urban.brussels): processing all regional permit applications within the perimeter of the Canal Plan (from the initial stages to the issue of permits).

MEANS OF USE

This team works in a transversal and horizontal way.

To ensure this transversality, regular meetings are set up:

- A meeting of the canal team is held every two weeks, chaired by the office of the Minister-President. This is a meeting for decision-making and information on the various projects underway by sector.
- A steering committee meeting every month including the Port of Brussels and occasionally other sectoral actors.



- + The Canal Team, which brings together several Brussels public bodies, operates in a unique mode based on co-construction, transversality and project-based urban planning.
- + Strong involvement of the Office of the Minister-President in the project's governance. He invites and leads the monthly and bi-monthly meetings.

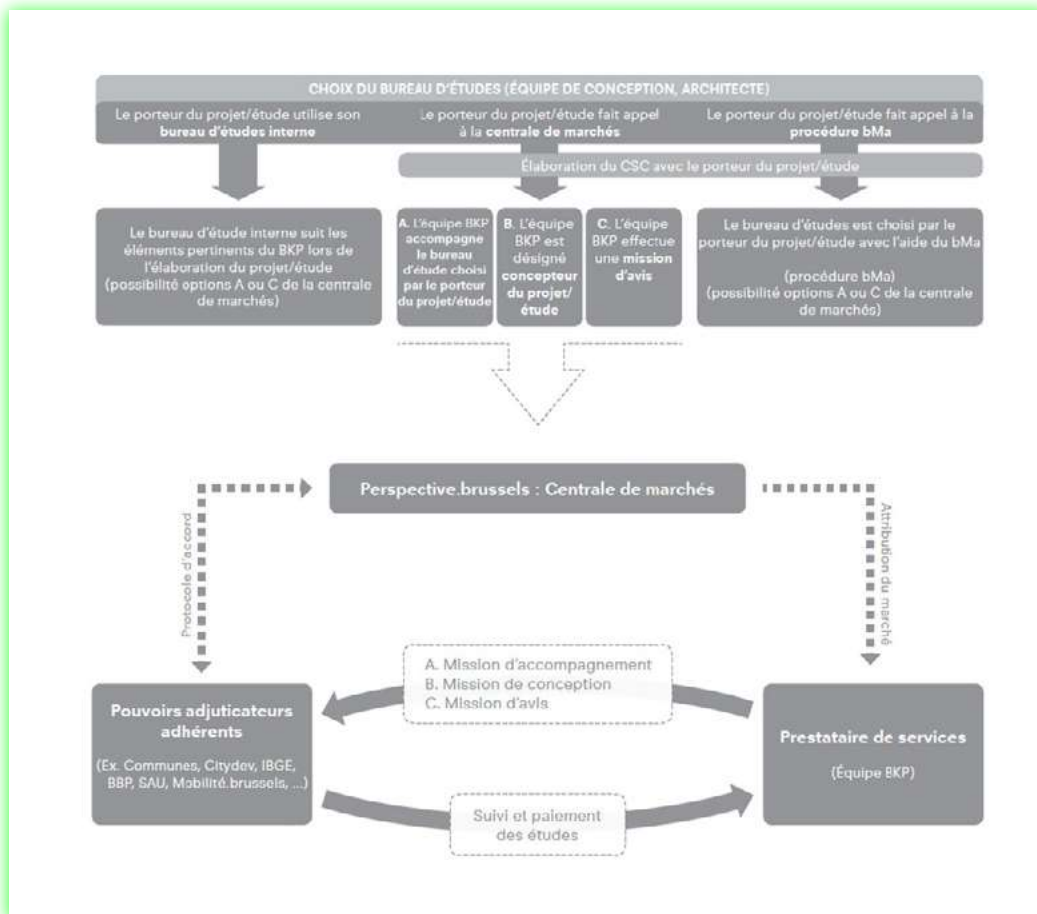
- Frequent questioning of the transversal method, which represents both an ideal model of coordination, but which in practice is a doubly-constrained (inter- and intra-departmental) device.

02

THE BKP, "BEELDKWALITEITSPLAN" OR "LANDSCAPE AND URBAN QUALITY PLAN"

THE CANAL TERRITORY

LOCATION	BRUSSELS-CAPITAL REGION
MONOGRAPH	[A] CANAL PLAN
THEME	■ URBANITY * GOVERNANCE



CONTEXT

The BKP, "Beeldkwaliteitsplan" or "Landscape and Urban Quality Plan" is part of the implementation phase of the Canal Plan that started in 2015 based on the shared vision developed by the Chemetoff team. The BKP is a strategic framework translating the overall vision for territorial development into a specific open space strategy.

Since 2016, 130 projects and studies have already been processed under the Canal Plan, which has raised a need to ensure consistent development of all (public and private) open spaces. In 2018, the Region launched a negotiated public procurement with advertising for the establishment of a BKP for the public space in the Canal Zone.

An association formed by the design offices ORG Squared / Bureau Bas Smets, together with Bollinger+Grohmann, MINT n.v., Aries Consultants, Palais des Beaux-Arts, Atelier voor Ruimtelijk Advies, Common Ground and Michiel De Cleene, was appointed as the design team for the development of the BKP under the direction of perspective.brussels

The BKP is aimed at contracting authorities and designers. It also aims to help coordinate initiatives taken in the context of open space development. The BKP should be understood as a starting framework for the public authorities, who assess and appraise projects with reference to this common framework.

DESCRIPTION

The contract established with the winning team is a framework agreement comprising three parts. The first part is directly linked to the development of the BKP between March 2018 and 2019 and is the overall vision, ambitions and recommendations for the whole zone and by sub-zone.

The instruments for operationalizing the BKP are the central procurement office and the monitoring committee. The central procurement office enables each municipal and regional authority or private developer in charge of the realization of open spaces in the canal area to call upon the BKP's service provider. The Oversight Committee is a forum for the exchange of information to facilitate communication and updates of the BKP.

MEANS OF OPERATION

A method has been proposed, using a variety of new and existing instruments, to operationalize the BKP:

- The BKP as a guide for the design and orientation of studies, plans and projects;
- A Canal Plan method of work to accompany studies, plans and projects;
- A central procurement office, allowing the awarding and support of different types of mission: design, specific missions to support projects, advice on projects, etc.;
- The competition for the selection of a design team (Bouwmeester procedure, bma.brussels) ;
- The oversight committee for general coordination of the BKP and the central procurement office and exchange of information to communicate and serve as a basis for its updating;
- Monitoring of plans and projects within their steering committees.



- + The BKP provides a consistent, shared vision for the open spaces of the canal zone;
- + The public procurement saves time by omitting the application phase;
- + The central procurement office also allows for faster and more efficient development of public space projects in collaboration with the various partners.

-
-
- The BKP device comes at a time when the operationalization phase of the canal plan has already been underway for four years (2015) ;
 - The central procurement office favours the BKP team as a service provider, which potentially reduces access to the market for other consultancy firms in this region.

LOCATION	BRUSSELS-CAPITAL REGION
MONOGRAPH	[A] CANAL PLAN
THEME	🏠 URBANITY ♣️ PARTICIPATION



CONTEXT

The phenomena of deindustrialization and urban exodus during the 20th century left their mark on the centre and zone of the Brussels Canal. During the 1990s, the many abandoned buildings were the object of a growing movement of illegal occupations. These occupations are essentially linked to movements of urban struggles and demands for the right to housing and the right to the city. In order to be able to benefit from subsidies for socio-cultural initiatives and a new type of agreement with property owners (the precarious – or insecure – occupation agreement), the occupants of empty buildings will increasingly organize themselves into associations, which will lead to a form of institutionalized temporary occupation.

Public authorities and private owners alike understand the importance of promoting and supervising these practices. It is an opportunity for owners to avoid vacancy taxes, maintain their property, prevent vandalism and activate neighbourhoods. This awareness will lead to an evolution and diversification of the forms and actors of temporary occupation. In particular, the private and public owners will investigate by initiating temporary occupations during the time necessary for the implementation of their future projects through calls for projects. This evolution is also marked by the appearance of numerous actors (profit-making and not-for-profit) to manage these occupations.



WWW.LEEGBEEK.BRUSSELS

DESCRIPTION

Different cases within the canal zone illustrate the evolution of this practice:

Allée du Kaai

In 2014, following a call for tenders, Brussels Environment entrusted the non-profit organization (ASBL) Toestand with the management of its site on the Quai des Matériaux (construction Materials Dock) so as to host social, cultural and sports projects and to generate a participatory dynamic that would have repercussions on the future of the site and the surrounding neighbourhoods in anticipation of its future park project by 2020.

Canal pop-ups

Within the framework of the "Petite Senne" Sustainable Neighbourhood Contract programme, a subsidy has been made available to the inhabitants and associations of the Molenbeek-Saint-Jean neighbourhood to activate abandoned places (public spaces, buildings, warehouses, etc.).

Studio citygate

Citydev issued a call for expressions of interest to manage the temporary occupation of the site for a period of four years with the start of construction (2018-2022). Entrakt won the tender.

MEANS OF OPERATION

The precarious occupation agreement is an agreement between the owner (public or private) of an empty space and future occupants, allowing the legal occupation of this space. Depending on the terms negotiated with the landlord, it may allow for a period of notice before you have to leave the premises.

Saint-Vide Leegbeek

In reaction to the temporary occupation craze and in fear of its takeover by the commercial sector as a tool for urban marketing and gentrification, several temporary occupation platforms with a social purpose have created the 20th commune (municipality) of Brussels. The objective is to reveal 6,500,000 m² of unoccupied space in Brussels and bring together the actors involved so that these spaces can benefit the whole community. See the leegbeek.brussels website for more.



- + Temporary occupancy creates new opportunities on sites. It encourages innovation and creativity and often promotes mixed use;
- + Temporary occupations are often an opportunity to create social links with the surrounding neighbourhoods;
- + In the best cases, they can be a precursor to future projects.

- The town planning regulations are not adapted to the conditions of temporary occupation;
- Despite the popularity of this type of practice, a criminal component was introduced in the anti-squatting law in October 2017. The latter acts as a deterrent and may limit the diversity of occupations encountered to date;
- Access to calls for projects initiated by owners are often complex files that are not easily accessible for people or associations with few resources.

THE CANAL ZONE

LOCATION	BRUSSELS-CAPITAL REGION
MONOGRAPH	CONTEXT
THEME	* GOVERNANCE <input checked="" type="checkbox"/> ORGANIZATION

DEMOGRAPHIC REGIONAL LAND USE PLAN (PRAS), GOVERNMENT OF THE BRUSSELS-CAPITAL REGION

CONTEXT

By means of a January 20, 2011 decree, the Government of the Brussels-Capital Region initiated the procedure of partial modification of the 2001 Regional Land Use Plan (PRAS).

The amended PRAS approved in 2013 is called the “Demographic PRAS” and focuses on meeting the challenge of population growth.

Modifications are intended to allow or reinforce the establishment of housing, while preserving economic activity. They concern the requirements for the following areas:

- Highly mixed areas
- The Zones of Regional Interest (ZIR)
- Administrative areas.

Among these modifications, one of the main novelties is the creation of a new type of zone, the Urban Enterprise Zone (ZEMU), which makes it possible to envisage a new functionality for monofunctional zones, such as the Urban Industrial Zones (ZIU), where housing is not accepted. In addition to the ZIU, a Sports and Outdoor Recreation Zone and part of a public interest and public service equipment zone have been designated as ZEMU.

Six ZEMU clusters have been identified (see map).

DESCRIPTION

Areas identified as ZEMUs have one or more of the following characteristics:

- They are accessible by public transport (Zone A or B of the accessibility map);
- They are located in or near inhabited urban areas and can easily be linked to them;
- They are only very partially built up today and the introduction of housing could be done without jeopardizing the primary economic function;
- They present possibilities for qualitative improvement through an overall urban recomposition;
- Economic activities currently located there do not produce nuisances that make the zone incompatible with the housing function;
- They are located in an interesting urban setting that can be used for residential purposes.

MEANS OF OPERATION

- Imposition of a ceiling (2000 m² per building) for economic activities;
- For large-scale projects (10,000 m² and up), the prescription provides for a programme to promote the development of mixed projects with a significant proportion of housing;
- This requirement aims to provide for both vertical and horizontal mixes. A series of recommendations based on the typology must be taken into account, particularly concerning the planning of urban space;
- The same noise standards are in effect as those in the PRAS high mix areas, namely a noise zone 4.



- + Better land upgrading and creation of added value, especially in the central areas;
- + Better social control;
- + Potential proximity between housing and workplace.

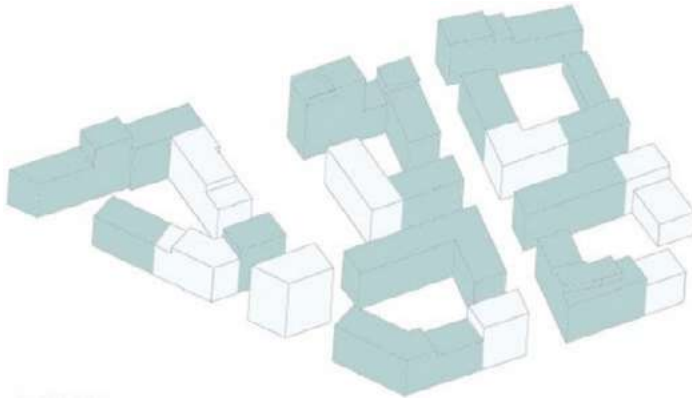
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- The ZEMUs have led to numerous land transfers. In the case of Biestebroeck, transfers started at the private level before the regulatory framework of the PPAS was established;
 - Private developers obtaining exemptions (in particular on the basis of remediation costs that exceed the added value);
 - ZEMUs create some pressure on port activities;
 - Difficulty in ensuring the cohabitation of productive activity and housing.

05

ORGANIZATION OF HOUSING MIXES

TIVOLI

LOCATION	BRUSSELS-CAPITAL REGION
MONOGRAPH	[B] TIVOLI
THEME	🏠 DESIGN 🏙️ URBANITY



SPATIAL DISTRIBUTION OF AVERAGE PURCHASED HOUSING (CITYDEV) AND SOCIAL HOUSING (SLRB)

CONTEXT

The new Tivoli district is an urban project based on three programmatic components: a complex of +/- 450 new housing units, associated local facilities (daycares, shared spaces, etc.), combined with an infrastructure hosting small and medium-sized enterprises (the Greenbizz complex).

These programs were deployed by linking the Marie-Christine district (one of the most densely populated districts in Brussels) and the Tour & Taxis site, a vast railway and logistics enclave in the process of functional change. In terms of land area, housing is the dominant programme, particularly because its development corresponds to one of the essential missions of the operator Citydev. Brussels: the production of limited acquisition housing, i.e. housing sold at capped prices (1750 euros/m² built new).

DESCRIPTION

Most of the housing (397 units, delivered in June 2019) was built under a promotion contract between citydev.brussels and a private property developer. Citydev.brussels is the regional public player, which has control over the entire project. It is therefore in charge of the choice of implementation model.

The social mix is ensured by a diversification of supply, with approximately 70% of the housing being of the limited acquisition type and 30%



VIDEO ↗

of the social rental type. The creation of social housing makes it possible to meet a significant demand for this type of housing in the Brussels-Capital Region. Two other operations already mentioned complete this production (grouped housing and CLT). They correspond to the desire to experiment with innovative formulae for housing production.

MEANS OF OPERATION

The production of a diverse mix of housing is first and foremost made possible by the urban plan, which was designed with a view to making the development phases more flexible. Conceived at a time when the programme and operational procedures were not yet well developed, the urban plan envisages new installations following a rationale of blocks composed of buildings implanted in an open manner under a logic of built frontage and alignment.

Within this scheme, the residential programme which is the subject of the promotion contract has been developed by concentrating on five lots constituting a consistent whole, facilitating the realization of a vast single site.

The “CLT” and “grouped housing” programs are located on two lots that are more complex to develop because of their shape and the links to be found with the existing buildings.

Within the five lots developed under the promotion contract, each lot (or block) has its own percentage of social housing, which is developed in a building constituting an architectural unit. It is managed by a local social landlord. It should be noted that the architecture of social housing is in no way different from the architecture of average housing, and that these two types of housing thus have identical typological qualities. These two types of housing share the use of the interior of the block, which is laid out as a collective garden.

Acquired and social housing were delivered in the first half of 2019. The grouped housing project is still under construction. The CLT project is still under development at the assembly level.



- + The creation of a diversified offer, responding to different needs: purchased housing intended for sale at a capped price per built square metre, social rental housing, innovative housing in the form of a CLT and grouped housing.
- + The creation of an inhabited area that partially responds to the social housing crisis in the Brussels-Capital Region.
- + The demonstration of possible cohabitation between a group of new housing units and a reception infrastructure for urban economic activities.
- + Diversification of average and social housing types, at the level of each block.

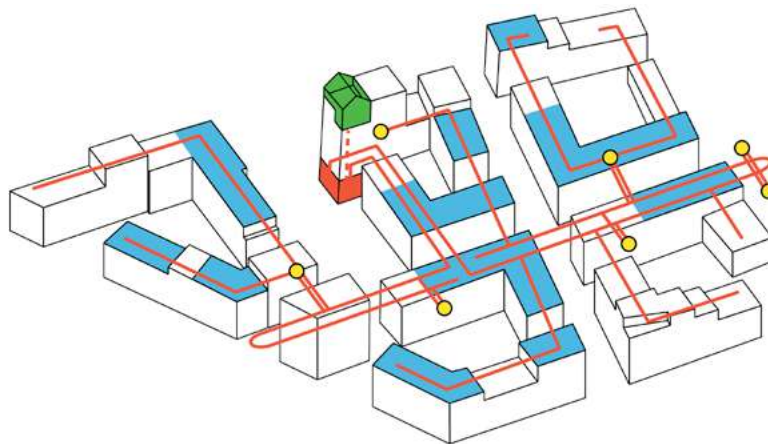
- A promotion procurement that, despite the initial desire, did not allow for the creation of architectural diversity in the buildings, a diversity that was stimulated in the urban plan and that is also found in the old buildings of the Marie-Christine district.
- Within the framework of the promotion contract, architectural diversity was solicited by requiring developers/builders to propose teams of at least four different architectural agencies to be responsible for the architectural design of the housing.
- This condition does not seem to have been sufficient to meet the challenge, as the agencies produced too similar an architecture.

06

TECHNICAL ASPECTS OF SUSTAINABILITY

TIVOLI

LOCATION	BRUSSELS-CAPITAL REGION
MONOGRAPH	[B] TIVOLI
THEME	🔌 DESIGN 🏠 URBANITY



SUSTAINABLE ENERGY MANAGEMENT

- Experimental greenhouse
- Photovoltaic panels
- Heating network Central
- heating plant

REFERENCE(S): WWW.CITYDEV.BRUSSELS.FR

CONTEXT

During the 2009-2014 regional legislature, citydev and the minister in charge at the time decided to make the new Tivoli district an exemplary neighbourhood in terms of implementing the principles of sustainable development. The aim was to create the first “sustainable neighbourhood” in Brussels. The sustainable dimension has been taken into account in the overall urban project in terms of inhabited densities parameters, and the structuring of development based on compact urban forms supported by a highly structured network of new public spaces (streets, squares, etc.). In addition to these aspects inherent to the method of approaching the urban planning project within the MSA agency, sustainability has also been approached from the angle of the implementation of technical devices detailed below.

DESCRIPTION

In this context, very ambitious technical objectives in terms of sustainability were defined in the specifications of the promotion procurement and were concretely achieved within the execution framework of this procurement: reduction of buildings’ energy consumption, promotion of biodiversity in the public spaces and on the facades and roofs of the buildings, waste management, production of green energy, management of rainwater, promotion of eco-mobility, and more.

In order to perpetuate these objectives, a “sustainable Tivoli Green City” charter was drawn up by citydev and the private group in charge



VIDEO ↗

of the promotion contract. This charter is intended to be signed by the inhabitants of the district. Only the companies occupying the Greenbizz building, the inhabitants of the CLT dwellings and the grouped housing are not subject to it.

MEANS OF OPERATION

Energy consumption

New housing built to Brussels passive standards. The Greenbizz workshops meet low energy standards. The incubator premises meet passive standards.

Biodiversity

About twenty specific biotopes on the ground level as well as on the facades and on the flat green roofs. The five inner blocks have been designed as evolving biodiversity laboratories whose management will be entrusted to future residents. A green roof system has been installed on all buildings. This system is complemented by the installation of collective vegetable gardens on the roof. The flat roof of the Greenbizz building incorporates the same type of device.

Waste Management

Close collaboration with the Brussels waste management agency Bruxelles-Propreté has made it possible to integrate a system for sorting and collecting household waste using underground containers into the design of the public spaces.

Sustainable rainwater management

Domestic use of rainwater and recycling of grey water. The landscaping aims to buffer the quantity of water discharged into the sewer upstream, and the surfacing materials and plant species have been chosen to promote water absorption, evaporation and infiltration. Flat roofs are greened reservoirs.

Energy

District heating network, based on an ultra-efficient centralized gas-fired heating plant. It provides the hot water needed for the heating and domestic hot water needs of all the dwellings. The energy production is complemented by the installation of photovoltaic panels. The energy production facilities will be maintained and managed for a period of 10 years by a third-party investor who will guarantee a consumption cost below the official statistical cost. At the end of this period, the facilities will become the property of all the inhabitants of the district. It should be noted that this network has been designed so that CLT and cluster housing can be added to it. It should also be noted that the Greenbizz building is not connected to it.

Promotion of ecomobility

Transit traffic and access to the underground car parks have been positioned so as to transfer car traffic to the peripheral streets of the district, while the new internal streets have been designed to favour active modes (pedestrians, bicycles). The project has been designed to accommodate a very significant number of bicycles (almost 2 bicycles per dwelling), compensating for the low ratio of parking spaces to dwellings (0.7, whereas the regulations generally aim for 1 parking space per dwelling).



- + The project was carried out with a very proactive approach to technical sustainability. A recent BREAM assessment gave a score of 93.2% to all development originating from the promotion procurement. The project is considered by this evaluation community as one of the "most sustainable urban projects in the world".
- + The project demonstrates the ability of an urban planning program in a perspective of continuity and reinterpretation of traditional blocks to achieve the highest performance ratios in terms of technical indicators of sustainability.

- The operational division of the urban project into different components makes it difficult to adjust the different projects to the same sustainability standards.

07

WHEN ECONOMIC ACTIVITY SHAPES THE CITY

GREENBIZZ

LOCATION

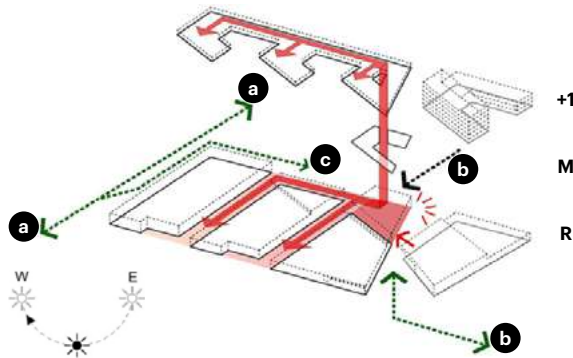
BRUSSELS-CAPITAL REGION

MONOGRAPH

[B] TIVOLI

THEME

🔧 DESIGN 🏠 URBANITY



- +1 Office level
 - Incubator
- M Mezzanine level — administration and meeting rooms
- R Access level + workshops
 - Greenbizz lobby
- a a** Tour & Taxis neighbourhood link > Tivoli district
- b b** Canal neighbourhood link R > Tivoli district
- c** Green wall on the Tour & Taxi > Tivoli axis
- Greenbizz lobby = Heart of the district = Core of the building

SUPERPOSITION OF THE WORKSHOP PROGRAMS FOR PRODUCTION ACTIVITIES AND THE OFFICE LEVEL FOR THE INCUBATOR

© ARCHITECTES ASSOCIÉS

BACKGROUND

The Tivoli Green City project, which is being developed in the PRAS Highly Mixed Zone, is a testament to the concept of a horizontal mix, which responds to the challenges of restructuring the land and organizing the programs based on the urban context.

The project provides for the establishment of a right-of-way dedicated to the development of economic activities of an urban nature, a right-of-way that must protect a vast housing complex (nearly 450 units) from the acoustic and visual nuisance of an active logistics centre located to one side of the site.

It is on this right of way that the Greenbizz project was carried out, with Citydev as project manager and financing from the 2007-2013 FEDER programme.

DESCRIPTION

The Greenbizz building is structured around two program components:

- An infrastructure of 5500 m² of premises designed for production activities of VSEs/SMEs working in the environmental sector;
- A 2800 m² incubator with administrative services, support and coaching.



VIDEO ↗

Moreover, from the very beginning of the architectural development project, Citydev showed its desire to carry out an exemplary project in the Tivoli district in terms of applying the principles of sustainable development. In discussion with the urban planners who designed the overall project, this desire resulted in the idea of designing a very urban overall project, very integrated in terms of its forms, a principle that also had to be applied to the economic component of the project.

MEANS OF USE

Various principles were enunciated by the architects in order to integrate this infrastructure as best possible into the new urban context that is being created.

The architects assumed that the economic programs were not incompatible with the idea of creating a new urban environment. The Brussels architectural firm in charge of the design and implementation of the Greenbizz project (Architectes Assoc) then started from the idea of extending the logic of the urban plan into the new building. Whereas the urban planning project envisaged economic activities as a buffer program to protect against the nuisance of an adjacent logistics centre, the architects came up with the idea of considering the Greenbizz project not as a boundary, but as a real interface. The project thus proposes to extend the logic of the street grid inside the Greenbizz building, taking inspiration from the lines of force of the urban context and the overall urban planning project.

In order to free up space for further development, the architects proposed placing the incubator tightly on top of the production halls. This has generated a new space, a two-headed square along which is the main pedestrian entrance to Greenbizz. This square is a continuation of the new street created as part of the residential component of the Tivoli neighbourhood. The levels are mainly connected visually by courtyard features, but also by functional links.

The project is thus mainly based on the organization of current and potential flows, linked to the existing infrastructures bordering the project perimeter as well as Citydev's major residential project. The project is conceived as a kind of graft onto the existing context, the success of which is linked to the creation of qualified links. These qualified links are of various kinds: management of logistical flows, management of pedestrian and visitor flows toward and along Greenbizz, visual openings through the building.

In terms of its urban and architectural qualities, Greenbizz has been built on alignments, creating a building that reproduces the layout of buildings located in the existing and developing context (housing component of the Tivoli project). The architects also took advantage of the volumes linked to the program (workshops, offices) to design a building that develops vertically and is thus volumetrically linked to the new housing buildings.



- + real desire to "build a city" and to link it with an existing urban context (logistics centre facing the Greenbizz infrastructure) and with a future one (the Tivoli district housing component).

- acades that sometimes remain opaque due to operating constraints of the economic activities premises located at the urban ground level.

08

WHAT THE FUNCTIONAL MIX MEANS FOR MOBILITY

NOVACITY / URBANITIES / GREENBIZZ / RECY-K

LOCATION

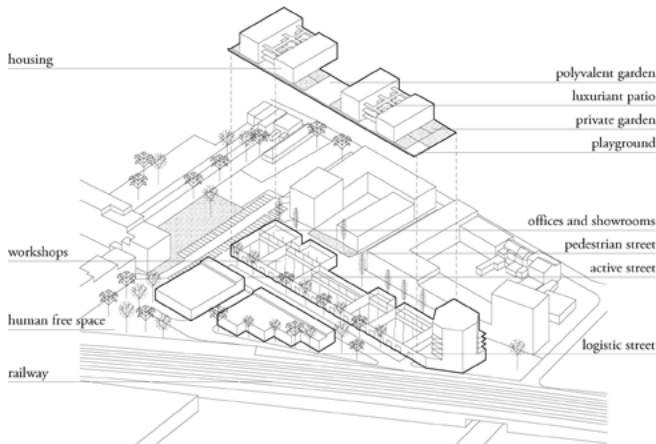
BRUSSELS-CAPITAL REGION

MONOGRAPH

[A] CANAL PLAN

THEME

🏠 DESIGN 🏙️ URBANITY



NOVA-CITY, GENERAL CROSS-SECTION ILLUSTRATING THE RELATIONSHIP BETWEEN THE PRODUCTIVE GROUND FLOOR, THE RESIDENTIAL FLOORS AND THE DISTRIBUTION OF THE LATTER THROUGH A SYSTEM OF CENTRAL WALKWAYS.

© DDS+/BOGDAN VAN BROECK

BACKGROUND

In recent years, the Brussels area has seen various projects involving the functional cohabitation of residential programs and productive activities. This functional mix has resulted in the development of both public (Novacity, Citycampus) and private (Urbanities and Atenor, in the Biestebroek basin) real estate projects in the most central Canal Zone. The known examples examined in this research are mostly still at the project stage (Novacity, Urbanities, Citycampus), but various characteristics of the organization of mobility can already be observed, revealing functional constraints and nuisances linked to a form of injunction to mixed use.

DESCRIPTION

Production activities generate various types of incoming and outgoing traffic related to supply or delivery. This traffic is most often carried out with small vans, but sometimes with semi-trailers. The issue of functional cohabitation is also at stake in terms of noise pollution, which is sometimes out of sync with the rhythm of life of a family living in a dwelling. Finally, the operation of a company also requires clean mobility, with dedicated parking spaces for cars and bicycles. The housing program induces similar needs for bicycle and car parking, but in a much greater number proportionally and in a very accessible and easy way.

MEANS OF USE

The analysis of examples from Brussels illustrates the implementation of spatial mechanisms allowing the management of mobility and thus the appropriate cohabitation of programs.

Differentiate access areas for housing from access areas for production activities

This is a basic condition for the development of mixed-use projects: ensuring that pedestrian/bike access to housing is in conditions of comfort similar to those of conventional housing. To achieve this, the various projects analyzed show a need to prioritize the distribution of flows: pedestrian walkways to distribute housing, landscaped distribution streets for small-scale logistics, unloading and turning areas for heavy logistics.

Organize space according to the various forms of logistics

In the case of Greenbizz, heavy logistics are located on the periphery of the project with dedicated slots. This device allows the creation of calmed interior streets, dedicated to small logistics (vans), streets with private status, but which extend within Greenbizz the lines of force of the public spaces of the residential component of the overall project. The same is true for the Nova City project, where the two forms of logistics are dissociated, allowing the creation of a new distribution street parallel to the alley, in line with the residential component of the project.

Partial or total coverage of logistic areas close to the buildings

This principle is illustrated in the Urbanities project. The economic activities are arranged around a "production courtyard", limiting the number of access roads on the periphery of the block and concentrating the incoming/outgoing flows in one place. The production courtyard is topped by a glass roof that protects the overhanging apartments from the acoustic level while bringing natural light into the interior courtyard. Delivery to productive activities is through the inner courtyard while their main facades are located on the outer periphery of the block.

Specific distribution of the housing floors

The Novacity project proposes an original and novel system for distributing housing units superimposed on premises for economic activities: in order to limit the space required for halls on the ground floor, a system of central walkways is installed from the garden level. The access to the garden level is staged by a spiral staircase from the street level. The elevator accessible from the ground floor level distributes all the housing levels.

The ground floor being occupied by economic activities, there is a need to find other locations for bicycles, strollers, etc.

In Urbanities, in order to reduce the congestion of the ground floors, the bicycle rooms are moved to the various apartment floors and are accessible by elevators/lifts provided for this purpose. The Novacity project is developing a similar principle of locating bicycles on the garden slab.



- + The cohabitation of housing with production activities generates distribution and flow separation constraints that require a new way of thinking about mobility around and within buildings. This search for new solutions leads to interesting innovations in terms of housing distribution systems.

- The functional mix seems to impose a form of distance and functional separation of flows, which can only be done if there is sufficient space.

09

RETHINKING TRANSNATURALITY:

PRODUCTIVE LANDSCAPES ©

LOCATION

GREATER LYON

MONOGRAPH

[D] CHEMICAL VALLEY

THEME

📍 DESIGN 🏡 URBANITY



CHEMICAL VALLEY MISSION

© GREATER LYON / BASE AGENCY

CONTEXT

A territory for experimentation, the Chemical Valley has given birth to the productive landscapes sector due to the need to manage natural resources in the city in a sustainable manner and to make the landscape a new opportunity for creating value.

The Chemical Valley 2030 Guide Plan initiated an innovative reflection on the production of a landscape in the unique industrial and metropolitan context of the Valley. Taking into account the national and metropolitan problem of the scarcity of fertile land and the need to regenerate industrial soils, the territorial strategy proposes to establish a method for the development of a productive, value-generating landscape, capable of adapting to all the spatial and economic situations that the Valley may face over time.

The Chemical Valley has several important assets for the development of the productive landscape sector. The numerous currently unoccupied tenements, due in particular to the constraints inherent in technological risks, are potential sites for the implementation of an industrial process of soil regeneration and the creation of a large landscape at the southern entrance to the Greater Lyon area.

As a stakeholder in a particular environment (active industrial sites, polluted sites, etc.), the productive landscape must allow the emergence of innovative and experimental approaches, all within a very tight economic model.



VIDEO ↗

DESCRIPTION

Productive landscapes to the rescue of industrial wastelands...

Transnaturalness is a concept that proposes to divert the value of the landscape and make it a value-generating landscape. This semantic shift, from a produced landscape to a landscape producing value, modifies the understanding of the landscape to make it an "active" agent in the redefinition of the territory. Transnaturalness proposes to activate the latent values of the landscape, to move from an inert and inactive landscape to an active and productive landscape. This is the process by which the landscape layer becomes a landscape resource.

From this point of view, the creation of amenities and uses increases the value of the land. The reintroduction of biodiversity, through protection and renaturation strategies, improves ecological value. The cultivation of biomass, the production of renewable energies and the treatment and regeneration processes of the soil produce an economic and energy value that is accompanied by an increase in the urban value of the territory.

MEANS OF USE

The productive landscapes sector aims to experiment with a variety of complementary techniques in a circular economy rationale on land constrained by technological risks and/or high pollution levels:

- Soil decontamination through phytoremediation. Flora are planted on polluted soils to extract the pollutants through their roots and store them in their stems and leaves.
- The production of fertile soil from barren soil or from soil dug up during development projects. This is done by selecting plants and micro-organisms that are capable of improving the ecological qualities of the soil.
- Planting and cultivation of wood biomass. The development of storage and preparation platforms for the wood biomass produced in the Valley, in order to deliver it to the boiler rooms of the Lyon Metropolitan Area where it will be transformed into energy to supply the urban heating networks.



- + new innovative industry born from the constraints of the Lyon Chemical Valley area.
- + A partnership-based industry that meets the needs of manufacturers, local authorities and project developers.
- + Productive landscapes strongly support the innovation dynamic of the Lyon Chemical Valley platform by proposing new solutions for the region: biosourced molecules, fertile land management, technosoil construction technology, etc.



- A possible freeze on rights-of-way mobilized for the development of productive landscapes.

10

A MASTER PLAN FOR A LARGE AREA

THE 2030 GUIDE PLAN (AND THE PPRT)

LOCATION	GREATER LYON
MONOGRAPH	[D] CHEMICAL VALLEY
THEME	👤 DESIGN 🤝 PARTICIPATION

SIX STRATEGIC AXES OF POTENTIAL PRODUCTIVITY

1. Metropolitan Energy Plant (UEM)
2. Productive landscapes
3. Infiltration / Economic geography

STRUCTURE OF THE AREA

4. Public transit
5. Development of the watercourse
6. Parc des Balmes and île de Rhône

BACKGROUND

The Chemical Valley is a particularly unique area, much more multifaceted than it appears; with an economic, industrial and infrastructural hemisphere on the one hand, and an inhabited, natural hemisphere on the other. The industrial area, which in practice and in the imagination governs the organization of the valley, is both a strength and a weakness. On the one hand, the scale of the sites and their position in the metropolis guarantee them a strong capacity to reconfigure themselves over time (“industrial metabolism”) and a lasting regional and strategic attractiveness. On the other hand, they are used by a sector in crisis, which conveys a degraded image and which, despite the cohesion displayed, has great difficulty in projecting itself collectively in a common economic and territorial project.

Thus the Chemical Valley brings together a diverse mosaic of highly variable territorial situations, which coexist year after year in a poorly planned or conscious manner. The valley is not really an “industrial campus”, a “chem park” or an “industrial cluster” in the classical sense of the term, nor is it a totally ordinary, residential and economic mixed territory.

This hybridization of functions must be considered as a value, a virtuous foundation for building an ambitious territorial project, which aims to enhance and exacerbate each of the territorial situations to include them in a metropolitan perspective.



CHEMICAL VALLEY MISSION



VIDEO ↗

DESCRIPTION

The “Chemical Valley 2030” Guide Plan is both a forward-looking and pre-operational document that reveals the territory’s potential for development, proposes a common ambition and strategic vision, and details the process for achieving it.

The development method combined and articulated several levels of intervention to test the relevance and operational feasibility of the strategic actions proposed across the large area in an incremental manner. The confrontation of different temporal horizons of interventions (from the immediate with the Appel des 30 to long-term actions requiring a significant mobilization of various actors) constituted the second structuring parameter of the method of developing the guide plan.

MEANS OF USE

The implementation of a process rather than a territorial project should make it possible to respond to the challenge of articulation and strategic organization of the area’s existing and future functions, to avoid planning determinism and above all to integrate temporality as a fundamental element of the territory’s evolution.

This intellectual and methodological stance is the basis of the proposed territorial project. Three main elements structure the whole approach. The first is summarized under the banner of “metabolism and infiltration”. The second proposes to introduce “transnaturality” as an organizing and, above all, productive process for all open or unbuilt spaces in the territory. Finally, the search for or the amplification of the transgressive character of the territory constitutes the third dimension of work.



- + A forward-looking guide plan conceived as a participatory process rather than as a traditional planning tool.
- + A long-term intervention tool that allows us to overcome the time constraints of political mandates.
- + A development process that has strengthened the synergies and collaboration between the public and private partners of the Lyon Chemical Valley territory project.
- + An agile and scalable tool that can be adapted to the evolution of operational initiatives.

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- A conceptual deliverable whose operational implementation may take time (necessary reappropriation of local issues by project stakeholders).
 - This is a very high level of ambition, which may come up against the operational or financial constraints of projects.
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11

MAKING INNOVATION COHABIT

L'APPEL DES 30 ! (THE CALL OF THE 30!) ©

LOCATION	GREATER LYON
MONOGRAPH	[D] CHEMICAL VALLEY
THEME	👤 DESIGN 🤝 PARTICIPATION



CHEMICAL VALLEY MISSION

© GREATER LYON

BACKGROUND

In 2011, Greater Lyon committed to the economic and urban redevelopment of the Chemical Valley. This ambition was manifested by the desire to set up a territorial master plan (2011), which resulted in the creation of a dedicated mission in 2013: the Chemical Valley Mission. This was followed by the drafting of a Partnership Charter for the realization of the Chemical Valley Industrial Campus, co-signed with the Valley's industrialists and partners in 2014. A new model of governance was then put in place. The Guide Plan (2015) for 2030 sets out this charter at the operational level and confirms the desire to maintain and develop the chemical-energy-environmental industries in the valley. This decision opens the way to a form of "reindustrialization" of a part of the metropolitan territory.

In 2014, a call for projects initiated by the local authority was tried out for the first time in the Lyon urban area, focusing on the development of public and private land (the Metropolis only owns 18 of the Valley's 2000 hectares). L'Appel des 30! (the Call of the 30!) was designed to attract new economic activities related to cleantech, energy and the environment to the region, with the aim of optimizing the consumption of natural resources and reducing the environmental impact of human activities. The scheme was renewed in 2016 and 2018.

DESCRIPTION

The Call of the 30! was initially conceived as a tool to mobilize and involve the different types of actors present in the Chemical Valley. The aim of this unique call for projects was to highlight the public and private land available for economic activities, mostly located on industrial wasteland. Interested project leaders could have access to services adapted to their needs (technical and financial support). During the 3 editions, 71 project leaders responded to the call for projects and 40 were declared winners.

The Call of the 30! strengthened a pre-existing collaborative approach. Players in the area had become aware of the need to revitalize it through a diversification of its economic fabric.

MEANS OF USE

The Call of the 30! brings together some thirty partners (industrial owners of brownfields, municipalities, financial organizations, government services, etc.) from around the Metropolis of Lyon. It aims to set up new activities (mainly in the chemical-energy-environmental fields) across the Lyon Chemical Valley area.

The Call of the 30! is organized around 3 main themes:

- The densification of the industrial platform (in a Plug & Play logic);
- The affirmation of the demonstrator role of the Lyon Chemical Valley, particularly in terms of productive landscapes and the metropolitan energy plant;
- The development of new uses and services to better link the historical industrial fabric with the inhabited area (the town centres of the Chemical Valley municipalities).



- + The Call of the 30! enabled the establishment of collective governance partnership structures for the Valley. As a result, the Lyon Chemical Valley Master Plan benefits fully from the synergies between local industries and local authorities.
- + The Call of the 30! made it possible to position the Lyon Chemical Valley project on the same level as the other major urban projects in Lyon (Confluence, Gerland, Part-Dieu, Carré de Soie, etc.). From a marketing point of view, it has positively enhanced an area that was strongly marked by a negative image linked to the presence of major industry and its nuisances.

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- The time scale of implementation projects (winners of the Call of the 30!) is not always compatible with the time scale of political mandates. The numerous procedures, particularly regulatory ones, to which the winners are subject, require a long-term approach. Competition with other large industrial platforms on an international scale requires rapid responses to project developers.
 - The very high level of constraints, in terms of pollution and technological risks, sometimes makes it difficult to implement projects.
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LOCATION	GREATER LYON
MONOGRAPH	[D] CHEMICAL VALLEY
THEME	🔌 DESIGN



CHEMICAL VALLEY MISSION

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CONTEXT

A major industrial hub, the Lyon Chemical Valley industrial platform produces nearly half of the renewable energy (hydroelectricity, photovoltaic energy, etc.) and energy from waste (energy generated during waste incineration, for example) in the Lyon metropolitan area.

The platform is also a strategic crossroads, as it is home to industrial sites that are both major producers and consumers of energy, and is located near metropolitan heating networks. It is therefore natural that it should aim to become the “energy plant” of the Metropolis, i.e. a place where green energy can be deployed to serve an eco-responsible, future-oriented industry.

In order to develop the production of renewable energies in the Valley, and in particular photovoltaic electricity, the Lyon Rhône Solaire consortium is going to install, starting in 2019, 40,000 m² of solar panels on the roofs and car parks of six industrial sites. In total, 7.4 MWp (equal to the electrical consumption of 1,829 homes per year) will be produced annually.

In the field of recovered energy, Engie and its partners have invested €57 million in Saint-Fons to build Gaya, a technological platform unique in Europe that aims to produce biomethane (RNG), a green gas, from wood, plants, and food and agricultural waste.

DESCRIPTION

On a metropolitan scale, the Chemical Valley is strategically positioned as a producer of renewable energies (biomass, photovoltaic solar energy and hydraulic energy). As such, it could actively contribute to the objective of producing 10% to 15% renewable energy by 2020. The Chemical Valley already produces more than 50% of the renewable energy consumed in the metropolitan region and has significant resources, particularly in terms of waste heat, to increase its potential.

The presence of freight infrastructures (pipeline, gas and electricity transport networks, canal and railways, etc.) could allow for efficient and sustainable transport of the energy produced. Industrial waste could be recovered in a short circuit and could be supplemented by bio-waste as part of the development of the methanation sector.

MEANS OF USE

The Lyon Chemical Valley Master Plan, proposed by the OMA/BASE/Suez consortium, proposes the deployment of the concept of a metropolitan energy plant at the Valley level. The latter provides specifically for the establishment of public/private governance of energy issues at the level of the project. In this context, a networks master plan is being drawn up and co-financed by the Metropolis of Lyon and the region's industrialists, and an energy feeder project is being initiated.

The latter provides for the connection of industrial steam/heat production networks with the urban heating networks of Lyon Centre Métropole and Vénissieux. Recovery of the waste heat produced by industrial companies is an important asset for strengthening the share of green energy in the Lyon metropolitan area, in addition to the household waste incinerator.



- + Lyon Chemical Valley is historically an area of innovation, particularly industrial, which can be reinvented with the establishment of new economic activities more virtuous in relation to environmental issues.
- + The support of the client (the Metropolis of Lyon) by an international team of landscape architects has encouraged the search for new, more ambitious programmatic approaches, in conjunction with the increasing mobilization of the region's industrialists.

- A high level of financial, technical and legal complexity of energy issues in the context of mixed public and private governance.
- The reproducibility of the metropolitan energy plant concept is limited, even though several large regions (including Rotterdam) are deploying similar systems.

13

INNOVATIVE SERVICES

GERLAND NEIGHBOURHOOD

LOCATION	GREATER LYON
MONOGRAPH	[C] GERLAND
THEME	URBANITY



THE GERLAND MISSION

© GREATER LYON



VISIT 2018

CONTEXT

Society is undergoing profound changes, which are transforming lifestyles and with them the use made of real estate projects. At the same time, environmental issues have made building construction one of the main drivers of the energy transition. More and more real estate developers are committing to this new vision of urban planning centred on new uses and inhabitants. Positioned on green real estate, these operators are betting that the city must be sustainable, attractive, but also pleasant to live in; in short, desirable.

The des Girondins ZAC, of approximately 17.5 hectares, plans at completion for construction of 2,900 housing units, nearly 66,000 m² of offices, 7,100 m² of shops, 3,000 m² of activities and services and more than 17,000 m² of public facilities (kindergarten/primary school of 18 classes, a private school, a socio-cultural centre and a daycare with 48 places). The first block of 600 homes designed by Bouygues Immobilier offers innovative services.

DESCRIPTION

The real estate operator has sought to create an environment conducive to better living together.

The nature island is supposed to bring well-being, biodiversity and freshness to the inhabitants. Many services are offered to meet the residents' aspirations:



VIDEO ↗

- Bicycle repair room;
- A recycling space in the halls, where residents can exchange objects that are no longer needed by one but useful to another (the Notre-Dame-des-Sans-Abris association recovers objects that have not found a buyer);
- Two guest rooms, to welcome family or friends;
- Shared terraces on the top floor providing additional quality of use to the apartments;
- A plant greenhouse, maintained by the gardener, hosts seedlings for future plantings and residents' plants during their vacations;
- The provision of DIY tools to residents;
- A "digital concierge service" to order services (dry cleaning, shoe repair, etc.) using your smartphone.

MEANS OF USE

The operator proposes to run all the systems for a period of three years via a service provider. It is up to all the properties in the block (condominiums, social landlords or other organizations managing student accommodation) to take over the management and make it last beyond the three years.



- + Shared services for the entire macro-lot of more than 600 dwellings, which do not heavily impact the costs for each dwelling.

- This pooling system requires the setting up of a management structure supra each co-owner or other lessor.
- The centre of the block is also shared. There are no fences between the parcels of each building, which can generate conflicts of use and acceptability. This also requires mutual respect on the part of residents, owner-occupiers and tenants.
- An evaluation of the system would be interesting in order to measure possible dysfunctions.

LOCATION

GREATER LYON

MONOGRAPH

[C] GERLAND

THEME

URBANITY



ASSOCIATION ARTY FARTY

© BRICE ROBERT

CONTEXT

Transitional urbanism often succeeds, in a short time, in creating a social value that traditional urban projects only succeed in generating in the long term. These on-the-ground initiatives therefore question the conditions of the urban fabric.

How can we perpetuate these spaces for encounters, frictions and social connections without wiping out the existing and destroying what the future urban project will seek to rebuild? How can communities and institutions build on the local citizen level? How can they, at the same time, help the development of projects, guarantee local actors freedom of action and maintain the novelty of occupational uses?

DESCRIPTION

The fresh paint festival, street art festival

The objective of this festival, which took place from May 3 to 12, 2019, was to reconnect Lyon to its history and its era by relying on the rich and fertile ground of local activists, while inviting international leaders of this art form, which is now prized by collectors and the general public.

It has not escaped anyone's attention that street art is now a major issue for vibrant cities that are receptive to culture and sensitive to the challenge of innovative urban planning. Lyon was a leader in this field for a long time with famous painted wall murals: the Wall of the Lyonnais at

the Croix-Rousse dates from 1987, those of the urban museum of Tony Garnier from 1989. But since then, the city has not kept up with the explosion of this movement, which is now embodied as a huge popular craze all over the world.

It is in this context that the city of Lyon, owner of two real estate complexes, decided to offer these urban industrial brownfields for the holding of two major events: the international "peintures fraîches" (fresh paint) festival and the holding of the Biennale d'Art Contemporain.

La biennale d'art contemporain (BAC)

For the 15th edition, the Lyon BAC (biennial contemporary art exhibition) chose a huge industrial brownfield in Gerland. This gave a second wind to the event:

29,000 m², whereas previous editions were held on 5,000 m².

The former Fagor-Brandt factory housed the BAC from September 2019 to January 2020. This brownfield attracts culture that loves these industrial spaces to organize temporary events, concerts and exhibitions. Seduced by the capacity of 140,000 people, some fifty artists of all nationalities planned to participate in this event, 90% of whose works would be exhibited on the site. Moreover, the Nuits sonores have already taken up residence there for the past two years.

MEANS OF USE

The Metropolis of Lyon makes these assets available via temporary occupation agreements. It is also stipulated that the artists give up their copyright, which facilitates the re-use of the sites for other purposes.



- + Occupied places revealing an industrial history and prefiguring in certain cases new uses that could be installed permanently in urban projects;
- + Places that help to re-establish links between generations, between people who have known these places when active and new residents.

-
- Transitional urban projects on former public and private wastelands are so popular that they need to be supervised to avoid competition that could undermine their success.

15

THE URBAN PARTNERSHIP PROJECT (PUP)

GERLAND NEIGHBOURHOOD

LOCATION	GREATER LYON
MONOGRAPH	[C] GERLAND
THEME	✚ ORGANIZATION



THE GREAT HALL

© GERLAND MISSION

CONTEXT

PUP 75 Gerland

Private urban renewal project, negotiated with public actors. The Gerland district (700 hectares and 30,000 inhabitants), in the 7th arrondissement (borough) of Lyon, has been undergoing sustained mixed urban development for several decades. Many economic sectors are now becoming mixed urban areas.

In this context, Gecina (a private real estate company) is carrying out a project to convert a business park into a mixed-use project covering almost 3 hectares. This project includes 250 housing units (30% of which are social), 29,000 m² of tertiary activities, 1,000 m² of shops and public and private facilities. The operation implies the realization of public facilities considered essential for the reception of the future users: creation and reopening of roads, realization of green spaces, extensions of networks...

DESCRIPTION

The PUP is the financing tool for negotiated urban planning.

To accompany the increase in the number of private initiative projects, communities are increasingly resorting to the PUP. This tool allows exemption from the development tax (same principle as the ZAC) and to



VIDEO ↗

charge the private operator a participation fee (greater than the development tax) to finance the realization of the induced facilities.

The PUP allows for the pre-financing by private operators of public facilities made necessary by a construction or development operation (on private land) within the framework of a negotiated agreement.

With a PUP agreement, the community receives a contribution that can be paid in the form of money or land.

A local authority can define a perimeter within which project developers must sign a PUP (subject to conditions).

MEANS OF USE

An Urban Partnership Project (PUP) agreement was signed in July 2013 between the project owner (Gecina) and the local authorities (City of Lyon and Metropolis of Lyon).

This agreement allows the City of Lyon and the Metropolis to receive contributions from Gecina for the construction of public facilities under their jurisdiction.

The negotiation process between the local authorities and Gecina focused on architectural quality, density and programme. At the end of the negotiation, ratified by an agreement signed between the parties, the Metropolis of Lyon undertook to modify the PLU to allow the project to be carried out.

Gecina's overall contribution amounts to 80% of the cost of the road-works, 50% of the cost of creating a green space, 40% of the cost of the lighting works and 80% of the cost of extending the electricity network.



- + The PUP is an agile tool for financial participation that also allows for discussion of urban quality with the project owner.

-
- The PUP is only a financial tool and not a quality control tool with architectural and urban prescriptions. The negotiation is balanced by a higher built density and has led to the need for a modification of the PLU.
 - Urban and architectural quality was nevertheless added to the agreement signed in the form of a commitment to respect a set of specifications and the use of an architectural competition.
-

LOCATION	GREATER LYON
MONOGRAPH	[C] GERLAND
THEME	* GOVERNANCE



GERLAND MISSION

© GREATER LYON

CONTEXT

In the Gerland area, governance has been in transformation since 2017. Indeed, the reorganization of delegations within the Metropolis and the election of a Mayor of Lyon who is different from the Chair of the Metropolis leads to a rethinking of the governance of Gerland: the challenge is to legitimize the maintenance of a joint city/metropolis team within the Gerland Mission that can guarantee the proper implementation of the urban project.

The multiplication of operations and project managers in the territory reinforces the need for technical coordination around a shared exchange of views (the Gerland project review), which is a prerequisite for the holding of the technical project committee in the presence of the general delegates for arbitration if necessary.

The aim is to ensure that information is shared between all the public players in the area (City, Metropolis, developers).

Some specific projects are subject to specific governance, such as the Edouard Herriot Port and the Biodistrict.

DESCRIPTION

Set up by the public authorities to coordinate the entire Gerland development project, the Gerland Mission is the main contact for all the players and inhabitants of the area.

This mission, composed of a team of multidisciplinary professionals, is in charge of all urban and socio-economic issues. It provides impulsion, coordination and handling of interfaces in the design of projects.

The Gerland Mission is the gateway for developers. Often, developers already have an offer on a property and a feasibility study when they contact the Mission. Working sessions with the urban planners enable the implementation of projects that are both economically viable and consistent with the territory's guide plan.

The Gerland mission is also a permanent exhibition and information centre for the project.

MEANS OF USE

The coordination and steering function of the overall Gerland project is carried out by the Gerland Mission, which was created to ensure the overall consistency of municipal and metropolitan public policies in this rapidly changing area.

In addition, the Gerland Mission is responsible for ensuring proper communication of information between the players, being the contact for all the public and private players who act on the territory. A technical project committee will meet every six months for discussions with each project developer.

As a corollary to this technical organization, there is also a question of proposing the setting up of political steering bodies that will enable close political oversight shared between the Metropolis and the City of Lyon.



- + The dynamics of the project require strong governance to ensure transversality between the delegations from the City and the Metropolis.

-
-
- Difficulty in regularly bringing together these technical coordination and political steering bodies (segmented logic in opposition to the notion of a shared project).
 - The time taken for development is not that desired by users.
-

17

THE URBAN PROJECT MANAGEMENT CYCLE

CITY OF MONTRÉAL

LOCATION

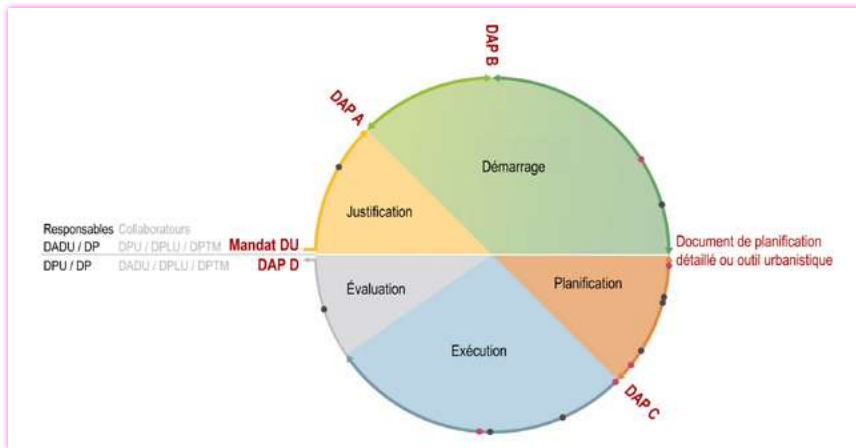
CITY OF MONTRÉAL

MONOGRAPH

CONTEXT

THEME

* GOVERNANCE  ORGANIZATION



DU Urban Planning Branch,
DADU Urban Design and Development Division,
DP Planning Division
DPU Urban Projects Division

© CITY OF MONTRÉAL

CONTEXT

The Direction de l'urbanisme de la Ville de Montréal (the city's urban planning department) has adopted a multi-phase urban project management process that allows it to grasp the complexity of urban projects. This process differs from those established for more traditional projects in that it allows for action over a wider area and takes into account the length of a project's life cycle, its unique character and the complexity of interactions between the various stakeholders, as well as the overall costs and significant impacts.

This management process involves the city and borough departments concerned. It establishes clear and well-defined milestones at all stages of the project and provides specific times for political involvement.

The management cycle of urban projects thus makes it possible to encourage greater separation between the administrative and political sides of the city administration.

DESCRIPTION

The management cycle of urban projects goes through five main stages: justification, initiation, planning, implementation and evaluation. In addition to these steps, projects must go through four stages with the administrative and political decision-making bodies, i.e. the project approval dossiers (DAP). Each DAP is documented by the project



VIDEO 

division, which formally confirms all the elements of the project or programme required to proceed to the next stage.

MEANS OF USE

The five main stages of the urban project management cycle include the following:

- **Justification:** At this stage, the governance and the work plan are adopted. Initial studies are conducted to develop a vision and preliminary guidelines.
- **Initiation:** This stage includes a first phase of ideation and presentation of development hypotheses. A second phase then focuses on the choice of the preferred scenario based on the results of technical and financial feasibility analyses. This stage also includes the development of various financial, real estate and regulatory strategies.
- **Planning:** This stage consists of putting in place the means to implement the project by developing a project work breakdown structure, adopting or modifying the regulations, developing management tools for the public and private domains, preparing estimates and any other content required for project implementation.
- **Implementation:** This stage corresponds to the realization of the project and includes first of all the drawing up of a preliminary project, secondly the preparation of the plans and specifications and finally the realization of the work. Project monitoring ensures that the vision, planning guidelines and social contract are respected.
- **Evaluation:** This step consists of providing feedback on the entire project by evaluating the achievement of project objectives in terms of cost, quality and schedule.

At each of these stages, public information and consultation processes can be organized, if necessary, to validate and/or improve certain elements. In addition, for major urban projects, annual meetings with citizens (information evening, site visit, etc.) are also planned to keep them informed and to discuss various aspects of the project.

In addition, the four DAPs (project approval dossiers) are as follows:

- **DAP – Part A** allows all stakeholders to agree on the definition of the project or programme and its main aspects. It consists of justifying the rationale in relation to the city’s strategic objectives.
- **DAP – Part B** should provide an overview of the project or program which essentially defines the project, outlines its content, costs and schedule. The DAP – Part A must be included in the DAP – Part B.
- **DAP – Part C** must then be updated with new information on project progress. It presents all the elements required for complete management of the project or program. Part A and Part B must be included within the DAP – Part C.
- **DAP – Part D** is the project’s balance sheet. It provides information on the progress of the project/programme, including deviations from planned content, budget and schedule. It also provides information on lessons learned for future projects/programs.



- + The management cycle ensures the sustainability of a project by defining in advance the steps to be taken and the times when politicians can get involved.



- The management cycle can lengthen the decision-making process and requires good collaboration between all stakeholders to work well.

18

THE OFFICE DE CONSULTATION PUBLIQUE DE MONTRÉAL (OCPM)

MONTRÉAL REGION

LOCATION

CITY OF MONTRÉAL

MONOGRAPH

CONTEXT

THEME

👥 PARTICIPATION



© OCPM

CONTEXT

The OCPM was created in 2002 with a mandate to consult citizens on various issues, projects or public policies. Its members are neither elected officials nor municipal employees, in order to ensure a neutral consultative process.

DESCRIPTION

The OCPM is enshrined in the Charter of the City of Montréal. Its functions include:

- Propose rules to ensure that credible, transparent and effective consultation mechanisms are put in place;
- Hold public consultations on any draft by-law revising or amending the city's land use plan, with the exception of amendments adopted by a borough council;
- Hold public hearings within the city on any project designated by the city council or its executive committee. In this regard, it should be noted that any project adopted by the city under section 89 of its charter must be submitted to mandatory public consultation, including, among others:
 - A community or institutional facility;
 - Any large infrastructure such as an airport, port, railway station, yard or marshalling yard or a sewage, filtration or water treatment plant;



VIDEO ↗

- A residential, commercial or industrial establishment located in the business core or, if located outside the core, with a floor area of more than 15,000 m²;
- A dwelling for persons in need of assistance, protection, care or shelter;
- A heritage building classified or cited in accordance with the Cultural Heritage Act or whose proposed site is located within a heritage site classified, declared or cited within the meaning of that Act.

Moreover, although the OCPM most often consults citizens on mandates entrusted to it by the city council or the executive committee of the City of Montréal, the citizens of Montréal also have a “right of initiative” in consultation that allows them to propose a consultation. To do so, the following conditions must be met:

- First, a draft petition signed by a minimum of 25 people on a subject deemed admissible, i.e. a subject that falls within the jurisdiction of the city or borough and that raises significant and mobilizing issues for the community, must be submitted to the city or borough;
- Secondly, once the admissibility of the petition project has been established, a notice of petition is published on the city’s website. A consultation will take place when the number of signatures required reaches 15,000 for a subject under the jurisdiction of the city or 5,000 for a subject under the jurisdiction of a borough.

MEANS OF USE

When the OCPM is given a mandate to consult, its president shall appoint a commission made up of one or more commissioners. The Office shall ensure that all documentation relevant to the proper understanding of the project is available to the public. This documentation is, among other things, available on the Internet. Generally, this consultation is divided into three phases:

- The information phase;
- The opinion hearing phase;
- The phase of drafting the report and its recommendations.

The first phase allows the participants, as well as the commission, to hear the description of the project submitted for public consultation. During this first phase, representatives of the promoter and municipal departments present the project components themselves and answer questions from the public and the commissioners. Occasionally, workshops or thematic sessions may be held to examine a particular aspect of the project.

The second phase allows participants to express their concerns, opinions and comments on the project. Their intervention can take the form of a written brief or oral comments. In this second phase, the representatives of the promoter and the municipal services no longer intervene, although they may be present in the room.

The commission then analyzes the opinions expressed and prepares a report that is submitted to the executive committee and the municipal council. The Office’s reports usually include a summary description of the project under review and a summary of participants’ concerns. The commission then completes its analysis and makes its recommendations.

The report resulting from the consultation has no regulatory or binding value for the City. However, as this report is public, citizens have the means to judge whether or not the recommendations are taken into account in the final projects.



- + The OCPM enables non-partisan and transparent public consultations.
- + It is independent of the municipal administration and the economic issues that could guide the realization of a project. As a result, it enjoys a high level of public recognition.
- + In many cases, consultations conducted by the OCPM have helped improve projects and ensure their social acceptability.

- The OCPM’s recommendations are not binding on the project owner.

THE YOUNG AND LE VIRAGE PROJECTS

LOCATION

CITY OF MONTRÉAL

MONOGRAPH

CONTEXT

THEME

🏠 URBANITY 🧑‍🤝‍🧑 PARTICIPATION

© MAGALIE DAGENAIS PHOTOGRAPHE

CONTEXT

Temporary or transitional urban planning is becoming increasingly important in the development of Western cities and/or tourism, and Montréal is no exception to this trend. This type of project can, among other things, influence the future of a site, a brownfield or a building. They can also reveal gaps or opportunities.

In Montréal, public spaces have been used this way, on the one hand, to offer a “special experience”. On the other hand, following several discussions, the City of Montréal has also begun to invest in transitional urban planning projects for its many vacant buildings.

One of the justifications for this type of project is economic. Indeed, even if these buildings are not in use, taxpayers are still paying without benefit to ensure a minimum of maintenance to prevent building deterioration and to guarantee safety, hence the interest in reactivating these buildings.

The City of Montréal has, among other things, launched the Young pilot project and has joined in temporary projects led by the University of Montréal. These pilot projects will allow the City to evaluate the impact of transitional urban planning.



VIDEO ↗

DESCRIPTION

The Young project is the result of a public-private-philanthropic partnership between the City of Montréal and the McConnell Foundation, as well as two non-profit organizations, the Maison de l'innovation sociale and Entremise (whose mission is the deployment of temporary and transitional uses in Montréal's vacant sites). The project also received support from the Government of Québec.

This project occupies a building of approximately 500 square metres belonging to the City of Montréal which was to be demolished in the medium term. Some twenty cultural and community organizations have been selected by Entremise to occupy these spaces, which are offered free of charge by the City of Montréal, with the exception of heating and electricity costs.

This agreement allows them to occupy the premises for a period of 22 months. The building will then be demolished to make way for social housing. However, the Young project is seen as a way to influence the programming of the future building and to unite the community around a project.

Unlike the Young project, the transitional projects located on the MIL Montréal site (Outremont and its surroundings) were initiated by the University of Montréal. These projects have allowed various community organizations to invest a parcel of land owned by the University to create organized activities that foster links between the future campus and the surrounding neighbourhoods. They were born out of fears expressed by the citizens of these neighbourhoods about the economic and social impacts that the establishment of a new campus would have.

For the time being, this parcel of land is used for community gardens and kiosks that are animated by cultural programming during the summer. In the medium term, the University intends to reclaim the space to build another phase of its campus project.

The University and the City are two important partners for the organizations. The University provides the land, while the City of Montréal has funded the start-up of several projects through grants from the Economic Development Department.

MEANS OF USE

These transitional planning projects work as long as ground rules have been adopted at the beginning of the process. On the one hand, the various partners involved defined the governance of the projects in advance and gave a leading role to non-profit organizations. In the case of Young, Entremise manages the project on a day-to-day basis, while the transitory projects are managed independently by various non-profit organizations. The partners also defined a time limit for the occupation from the outset.



- + Experience with transitional projects influences the future of a project by highlighting various needs, strengths and weaknesses of the site. These projects can also generate new projects when designed as project incubators. They also enable mobilizing and consulting citizens around common projects.

- Transitional projects require additional resources and add actors around a project, which can sometimes make projects more complex.

20

CO-DESIGN WORKSHOPS FOR PUBLIC SPACES

MONTRÉAL REGION

LOCATION

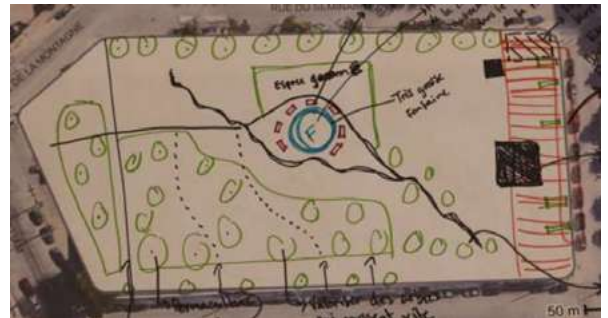
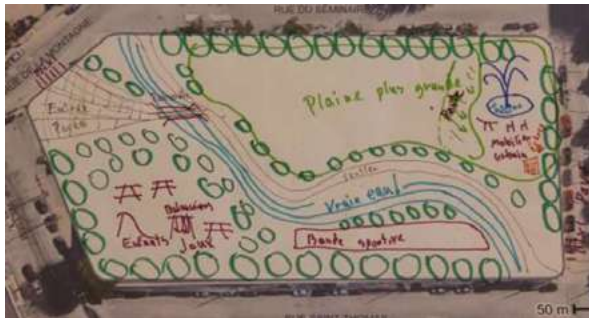
CITY OF MONTRÉAL

MONOGRAPH

[E] GRIFFINTOWN [F] MIL MONTRÉAL

THEME

♣ PARTICIPATION



EXAMPLE OF CO-DESIGN OF PARK "A" IN GRIFFINTOWN:
VISIONS CONCEIVED BY THE PARTICIPANTS

© CITY OF MONTRÉAL

CONTEXT

Cities are increasingly introducing mechanisms for the co-design of public spaces. This approach to planning has the advantage of increasing the level of social acceptability of a project and creating a sense of empowerment among the target populations. The City of Montréal is part of this movement.

While the idea of co-design can also be applied to area and neighbourhood planning, the issues surrounding these are more complex to communicate to participants. It is at the scale of a public space that this type of participation is best carried out, as the participants are able to grasp the issues and the limits.

DESCRIPTION

The City of Montréal is applying this co-design approach to the development of new public spaces, from the vision to a specific scenario. When launching a co-design process, the city tries to reach out to the local population that will be impacted by the project through multiple approaches that can reduce language or cultural barriers.

In the case of the MIL Montréal project (Outremont and surrounding areas), the inclusion of participants' inputs in the development of the final scenario created a sense of belonging and inclusion among populations that are sometimes marginalized. This recognition of their

contribution can then lead them to an active civic life by encouraging them to participate in more consultations.

This process of co-designing public spaces is also underway in the Griffintown neighbourhood where three new parks will be developed using this approach. The three consultation workshops took place between January and May 2018 and helped define the vision and development scenarios. At the last session, the scenario sketches were presented and participants had the opportunity to comment on them, which allowed the City to improve them one last time with comments from citizens.

MEANS OF USE

During the co-design workshops, the City provides planning experts to accompany the participants. This professional team has a dual mandate during the workshops. First, it must ensure that participants understand the possibilities and limitations, otherwise they will be disappointed if their proposals are rejected. Secondly, it allows the participants' vision of development to be translated into scenarios that will then be presented at the next workshop.



- + The projects presented under development pass the social acceptability test.
- + The sense of belonging and empowerment generated by the co-design workshops among the more marginalized populations can initiate them into civic life.
- + The co-design workshops make it possible to present the technical limits of the development, which reduces citizens' dissatisfaction with the results.

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- Taking the time to consult citizens and organize workshops with experts requires additional time and resources.
 - Difficulty in reaching marginalized populations.

LOCATION

CITY OF MONTRÉAL

MONOGRAPH

CONTEXT [F] MIL MONTRÉAL

THEME

♣ PARTICIPATION * GOVERNANCE

CONTEXT

In an effort to consult the population in the planning of urban projects, the City of Montréal is now consulting upstream to establish the development vision for a sector that will benefit from detailed planning. As with parks (Practice # 20), it uses participant input to define a vision that will set goals for development.

This new approach changes the City’s practices, which used to develop projects internally before presenting them for consultation. The latter approach had the merit of moving more quickly, but it could create situations of conflict with the residents during the public consultations since they had the impression that the die had already been cast. The upstream approach has the potential to defuse conflicts and increase social acceptability.

DESCRIPTION

In the case of MIL Montréal (Outremont and its surroundings), the City of Montréal set up the “Kick-Off” urban planning charrette (intensive workshop) and made sure to seek out representatives from all the neighbourhoods surrounding the project. The steps taken during this charrette led to the development of Montréal’s first PDUES (urban, economic and social development plan). This development plan complements development measures by emphasizing the social and economic aspects to encourage project coherence.

The heterogeneous nature of the neighbourhoods surrounding the MIL Montréal site (Outremont and its surroundings) made this exercise necessary. We find affluent neighbourhoods to the south in the borough of Outremont, while they are disadvantaged to the north, in the neighbourhood of Parc-Extension. The plan aims to build links between these neighbourhoods and to spread the benefits of the project to all the surrounding areas.

MEANS OF USE

The PDUES was developed by the City of Montréal in association with the boroughs concerned, namely Villeray–Saint-Michel–Parc-Extension, Rosemont–La Petite-Patrie, Plateau-Mont-Royal and Outremont.

In addition to the municipal partners, representatives of citizens, associations and businesses in the area were consulted in workshops. This participatory planning process took place during two workshops where these participants were invited and accompanied by representatives from municipal authorities, the university and the CP Rail company. The first session aimed to create a development vision for the sector and the second to propose initiatives to support the desired development.

A second participatory process took place, the “Operation Avenue du Parc”, to develop solutions to issues related to the thoroughfare of the same name. Avenue du Parc is the main access road to the rest of the city for this sector and can be used to open up the sector.

Finally, in the spring of 2013, the PDUES was the subject of a public consultation conducted by the OCPM, which validated the approach.



- + Involvement of citizens in the neighbourhood planning process.
- + Integration of the social and economic dimensions in the redevelopment of the territory (special “improved” urban planning programme).

- Lack of tools and means to implement social and economic interventions that respond to the issues identified during the exercise (support for the social economy and culture: artists, craftspeople, etc.)

GRIFFINTOWN, MONTREAL

LOCATION

CITY OF MONTREAL

MONOGRAPH

CONTEXT [E] GRIFFINTOWN

THEME

URBANITY DESIGN



GRIFFINTOWN PROJECT, INHABITED STREETS

© CITY OF MONTREAL

CONTEXT

In order to simplify the design and development of the public domain (streets, parks, squares), the City of Montréal has adopted guidelines establishing, for each project, development principles and/or concepts to be respected. These guidelines apply to the design and realization of these spaces and make it possible to simplify negotiations with private partners, but also between concerned departments in the city and the boroughs.

The development of these guidelines is theoretically done upstream of the project and makes it possible to standardize the public domain without having to restart a process of in-depth reflection on a case-by-case basis.

The public realm development guidelines have three benefits:

- Durability of the concept: they allow an urban project to be accompanied throughout its development and are more difficult to modify in the event of changes in the administrative apparatus and/or in the composition of the project teams;
- Ease of design: once defined, it is enough to identify a space according to its function so that various city departments, developers and citizens will know the principles and/or concepts to be respected;
- Communication tool: some aspects of these guidelines can be used to inform citizens and, as a result, they know what to expect in the coming years.



VIDEO ↗

DESCRIPTION

In the case of Griffintown, work on the guidelines is playing catch-up, as the private sector moved quickly to invest in the land. The City has developed the typologies that will be applied to the entire district, including “inhabited, peaceful, hybrid and standard” streets. Assignment of the typology of streets was also done and made public through an interactive mapping tool on the City’s website. In this way, residents, future residents and developers are notified of the City’s intentions for each street segment in the neighbourhood.

MEANS OF USE

Prior to the adoption of the Public Realm Design Guidelines, the City had to initiate a specific design process for each street segment, park or plaza that was part of a project. If the space was to be changed again, the discussions had to start over. The guidelines allow for the application of a predefined typology, although they can be adapted to the existing building and functions. They require more work beforehand, but ensure that the planning vision is expressed in a lasting way, and they save time during implementation.



- + The guidelines for the development of the public domain make it possible to perpetuate certain principles and concepts and to simplify negotiations with private partners, but also between concerned city and borough departments.

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- Guidelines are prescriptive, non-binding documents with no legal obligation. They must be carried through by the project actors.
 - The guidelines should be evolving and updated as the urban project is implemented.

23

DEVELOPMENT AGREEMENTS AND ENVIRONMENTAL CERTIFICATION (LABELLING)

LOCATION

CITY OF MONTRÉAL

MONOGRAPH

CONTEXT [E] GRIFFINTOWN

THEME

DESIGN



© CÉCILE DE VILLEMEUR

CONTEXT

In Québec, cities can regulate and influence development projects by regulation, either in a prescriptive or discretionary manner (i.e., based on objectives and criteria that allow for some interpretation). They can also sign development agreements with developers to set certain parameters to be respected. Most of the time, these parameters are the result of a negotiation process and are possible insofar as the project to be authorized is in derogation of the urban planning regulations in force. In addition, a development agreement may also share certain responsibilities and/or investments between the developer and the city concerned.

In Montréal, development agreements are becoming more common when it comes to major urban projects and can be signed by the city or the boroughs. Agreements have been signed with the University of Montréal in the case of MIL Montréal (Outremont and its surroundings) and with private developers in the case of Griffintown. Once signed, they can be modified, but this requires the agreement of both parties.

DESCRIPTION

A development agreement can include all those aspects where the city (and boroughs, in the case of Montréal) exercise some form of jurisdiction under existing laws.

For example, the agreement signed between the City of Montréal and the University of Montréal for the construction of the new campus covers, among other things, the execution and financing of certain work (dismantling of railroad tracks, soil remediation, etc.), the exchange of certain lands between the two partners, the construction of social and affordable housing, the development of parks and public places, and infrastructures related to the movement of people and goods (including those necessary for active transportation and public transit).

This agreement also provided an opportunity to go further in terms of sustainable development by setting certain principles that must be respected at a minimum, including obtaining recognized environmental certification (LEED certification) for all university buildings, more sustainable management of rainwater and residual materials (waste), additional greening and heat island reduction measures, as well as higher energy performance standards.

Although this content cannot be generalized to other agreements signed by the city and/or the boroughs, it seems that this agreement mechanism is, in several cases, one of the vehicles currently favoured to guarantee compliance with certain environmental standards, or even to require a form of certification (labelling), in the absence of an “up-to-date” and effective sustainable development regulation.

MEANS OF USE

The signing of a development agreement between a city or borough and a private or public developer is based on the general contracting power granted to cities or boroughs by the legislator (i.e., the Government of Québec).

As mentioned earlier, the parameters set by this agreement are usually the result of a negotiation process. The more the project to be authorized deviates from the urban planning regulations in force, the more the negotiation process is exercised and the more diversified and precise the parameters considered can be. These parameters, however, can only address those areas where the city and boroughs exercise some form of jurisdiction under existing laws.



- + Development agreements provide greater flexibility and precision in the supervision of major urban projects and make it possible to address aspects that are not covered, or are more difficult to cover, within current urban planning regulations.
- + They may be modified to take into account the evolution of projects over time.
- + However, this requires the agreement of both parties.

- These agreements are more effective when the project to be authorized is largely at variance with the urban planning regulations in force. When this is not the case, these agreements can be used to justify a higher building density on the part of a developer in exchange for more qualitative and environmental considerations, particularly when a site is affected by several major constraints.
- The content and quality of development agreements depend not only on the negotiation process, but also on the mandate and “personality” of the present promoter.

LOCATION	CITY OF MONTREAL
MONOGRAPH	CONTEXT [F] MIL MONTRÉAL
THEME	* GOVERNANCE

CONTEXT

Governance committees were created to streamline the administrative and political machinery of the City. They are put in place when a development agreement is signed with a partner outside the City.

These committees bring together the decision-making representatives of the partners, i.e. the political representatives of the city of Montréal and those of the partners. It is at these committees that politicians can exert influence on the projects.

DESCRIPTION

In the case of MIL Montréal (Outremont and surrounding area), the City of Montréal has signed a development agreement with the University of Montréal. A governance committee was therefore created to manage the project's decision-making issues between Montréal's elected officials and the University's political representatives, i.e. the Rector.

It should be noted that the establishment of a governance committee helps, but does not ensure, collaboration among partners. The nature of the partners greatly influences the outcome of the development agreements; a parapublic partner is generally more open to the social ambitions of the city than a private partner.

It should be noted, however, that the signing of a development agreement does not automatically lead to the establishment of a governance committee. For example, in the Griffintown sector, the two largest development agreements were not subject to such a mechanism.

MEANS OF USE

In the case of MIL Montréal (Outremont and surrounding area), the governance committee includes representatives of the City of Montréal and the Rector's Office of the University of Montréal. These committees allow decisions to be made on the evolution of the City's project and the MIL campus (University project). The committee ensures that the interests of both partners are taken into account and that the commitments made upstream, namely LEED-AQ certification, are respected.



+ These committees bring together the decision-making bodies of the partners and make all "political" decisions.

- Meetings are often not frequent enough to concretely address certain project issues

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THE COHABITATION OF INDUSTRIAL PAST AND URBAN MIX

THE DOCKS OF SAINT-OUEN

LOCATION

ÎLE-DE-FRANCE

MONOGRAPH

[G] THE DOCKS DE SAINT-OUEN

THEME

URBANITY



REHABILITATION OF THE ALSTOM BUILDING AT THE HEART OF THE PROJECT



COHABITATION OF METROPOLITAN FACILITIES AND MIXED URBAN FABRIC

CONTEXT

The Docks of Saint-Ouen district is historically linked to its industrial past and to its major urban services.

In the middle of the 19th century, the Docks site took off with the development of two large companies: “Chemin de fer du nord” (a northern railway company) and “Entrepôts et Magasins Généraux de Paris” (warehousing). At the beginning of the XXth century, industrial sites appeared one after another along the Seine.

Mechanical engineering then became the spearhead of Saint-Ouen industry. Other activities also developed, such as energy production and urban waste treatment. After the Second World War, the site’s industrial complex began to decline.

In the 1970s, economic activity was maintained on the Docks site thanks to the large presence of public and mixed companies (Alstom, SNCF, CPCU, TIRU, EDF, etc.), but many brownfields appeared.

In 2000, a new future was envisaged, but one that took into account its historical heritage. The City is aware of this major opportunity, on a surface of 100 ha, that is to say a quarter of the municipality. The challenge is then to renew this industrial district by preserving major urban services and providing a broad urban mix with the arrival of about 15,000 inhabitants.



AERIAL VIEW OF THE SITE AT THE START OF THE PROJECT: A BROWNFIELD SITE IN THE HEART OF THE CITY

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VIDEO ↗

DESCRIPTION

As early as 2005, studies were undertaken to imagine a project that would enhance the historical and landscape identity of the Docks site. A very mixed program was envisaged with 443,000 m² of housing; 300,000 m² of offices and 68,000 m² of shops and activities; 67,600 m² of facilities and a 12-hectare park.

The first phase of the project (2013-2017) saw the delivery of a number of projects: a 12-hectare park, more than 2,000 housing units (40% of which are social), 1,150 shared parking spaces, two schools with a total of 32 classrooms and a leisure centre, a gymnasium, and a 60-place daycare.

The second phase will create a new attractive central area connected to downtown Saint-Ouen: 30,000 m² for the development of a commercial centre, the continuation of mixed sectors with more than 3,000 housing units expected, a daycare, an 800-space car park, and other programs still to be defined (the proposed large hospital in the centre was abandoned).

MEANS OF USE

The SNCF-RFF rights of way, as well as the major metropolitan services of CPCU, Sycotm and RATP, were integrated into the project, and their requalification and improved landscape integration is underway.

Alstom Transport, whose world headquarters were already located in Saint-Ouen, has chosen to remain in the Docks and to develop its "rail campus" with 2,500 employees. In addition, a huge Alstom Hall, an exceptional place recalling the industrial history of the site, will become a new point of interest for the city and the Docks project. The renovated building will house an innovative concept based on "bistronomy", quality fresh food products and tableware, as well as the Manufacture Design (a school but also professionals, offices, etc....).



- + Maintaining the historic industrial identity of the site;
- + Realization of a mixed functional program;
- + Adaptation of metropolitan facilities;
- + Rehabilitation of an emblematic industrial building for modern urban uses;
- + Generalization of urban heating in a very short circuit, thanks to the incinerator;
- + Successful integration;
- + A lively neighbourhood and community life.



- Management of the nuisance of industrial facilities within a mixed urban fabric;
- Cost of renovation and adaptation of facilities;
- Difficulty of cohabitation of urban forms around industrial buildings.

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ENVIRONMENTAL ISSUES AND PROJECT LABELLING

THE DOCKS, SAINT-OUEN

LOCATION

ÎLE-DE-FRANCE

MONOGRAPH

[G] THE DOCKS DE SAINT-OUEN

THEME

📍 DESIGN



SYSTEM OF TRENCHES FOR RAINWATER
MANAGEMENT



12-HECTARE URBAN PARK



POSITIVE ENERGY SCHOOL

© PARIS REGION INSTITUTE

CONTEXT

From the very beginning of the design of the Docks project, the ambition for sustainable development was very strong.

- Green spaces: a 12-hectare park on the banks of the Seine and greening of public spaces
- Urban heating network, 80% renewable energy: heat given off by Sycotom's household waste incinerator, use of biomass (wood pellets) and soon heat recovery from the Seine using a pumping system
- Alternative rainwater management: collected by successive roof terraces and storage areas located in the heart of the block to be collected in greened trenches and directed to the Grand Parc basin before discharge into the Seine
- Pneumatic collection network for household waste: 2.5 km of automated underground system (eventually 5 km) to transport waste to the incineration plant
- Performance of the buildings achieved numerous certifications (ISO 14001 on operations, BBC and Zero Energy consumption, NF HQE certification for tertiary buildings), particularly for public facilities (schools, gymnasium, daycare)
- Good landscape integration and redevelopment of metropolitan services (CPCU, Sycotom, Ratp, RTE)
- Shared public car parks in the first phase (1,150 spaces) and discussion on sustainable mobility
- Major environmental engineering with specifications and promoters' charters...



VIDEO ↗

DESCRIPTION

A multi-certified (labelled) sustainable neighbourhood.

National label: EcoQuartier

In 2009, the Docks won the “EcoQuartier Large Project” competition, which aims to identify best practices in sustainable development. In 2016, phase 1 of the operation was awarded the EcoQuartier stage 3 (delivered) certification. In 2019, the entire district was awarded the EcoQuartier stage 2 label (under construction).

Regional labels: NQU and 100 QIE

NQU (New Urban Neighbourhood) winner in 2009 and then in 2016 the new 100 QIE (100 Innovative and Ecological Districts) by the Ile-de-France (Paris) Regional council.

The sustainable district is a complex urban planning project with ambitious environmental objectives. This involves a transversal approach integrating both social and functional diversity; having a certain density to save space, with consideration given to ecomobility and an exemplary approach to the energy transition...

MEANS OF USE

The leader of the candidate project applies via a platform dedicated to the label.

The national label is a long-term process involving technical but not financial support. The candidate must meet each of the 20 commitments for the label, grouped into 4 themes and along the project time line (from the launch of studies to an assessment three years after delivery).

The regional label is an initiative launched by the Paris Regional Council to encourage sustainability in projects by offering financial aid for development (creation of facilities, public spaces, innovation within the project). For 100 QIE, the allocation amounts to €235 million for 2015-2020 with a maximum intervention per project of €4 million (amount received for the Docks).

The winners of these two labels must therefore meet multi-criteria analysis grids and be both innovative and efficient in many areas.



- + Anticipating and adapting to climate change;
- + Creating resilient neighbourhoods;
- + Saving energy;
- + Contributing to the energy transition;
- + Innovation in urban forms;
- + An attractive living environment (numerous green and public spaces);
- + Public transit and a network for soft modes;
- + A quality image, a “marketing” effect;
- + Innovation in the lifestyle of the city dwellers;
- + Capturing additional funding.

- Higher costs related to the various performances sought and to innovations;
- Difficulty for inhabitants to adapt to new lifestyles;
- Complexity in management and maintenance.

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THE ROLE AND SCOPE OF CONSULTATION

THE DOCKS SAINT-OUEN

LOCATION

ÎLE-DE-FRANCE

MONOGRAPH

[G] THE DOCKS DE SAINT-OUEN

THEME

♣ PARTICIPATION



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CONTEXT

Historically, the main purpose of the concerted development zone (ZAC) was to facilitate consultation between public authorities and private developers. During the creation of a ZAC, prior consultation is therefore provided for in article L.300-2 of the urban planning code and allows for public participation.

The Docks of Saint-Ouen ZAC was created in 2007. Consultation being organized throughout project development, it has lasted more than 10 years and must include the inhabitants, the local associations and all other concerned persons.

The developer, Sequano, went far beyond the regulatory consultation from the outset, offering very good local consultation from phase 1 of the project.

The founding act of the Docks project was the creation of the 12-hectare Grand Parc for all the residents. The historic shared gardens were maintained during the works and still exist, creating a spatial and historical link between the old users and the new inhabitants.

Within the Grand Parc, there are shared gardens (5,000 m² for about a hundred individuals and associations), an educational greenhouse (to practice various activities, also available to residents and associations) as well as all the pedestrian spaces of the project which aim to encourage encounters and the appropriation of the project.

DESCRIPTION

The developer regularly organizes public meetings on the progress of the project, an opportunity for residents to discuss with the Mayor and the team in charge of the project. Local residents share their opinions, their experience and their vision of the neighbourhood. This feedback is invaluable and feeds discussions between the various players in the project: the City, which defines the program, the developer Sequano, which implements it, and the Plaine Commune intermunicipality, which manages the public spaces.

In addition, there were numerous design workshops, newsletters distributed to residents, a dedicated website... and the participation of many players such as the companies on site.

The consultation around goes much further than the regulatory one for a ZAC; it's a broader consultation with real citizen participation.

MEANS OF USE

My Docks Neighbour Association

The efforts of the developer and the local authority have been rewarded by the strong involvement of the first inhabitants of the district, who came together even before moving to the Docks in an association called "Mon voisin des Docks" (My Docks Neighbour), which facilitates exchanges between the inhabitants via an internal platform, organizes enjoyable events and alerts the developer, the City and any other stakeholder in the project to any difficulties encountered or ideas for the district.

The goals of the association are to participate in public debates and, more broadly, to integrate the district into the cultural, associative and civic life of the city of Saint-Ouen by creating closer relationships between the inhabitants and its various actors.



- + A broad consultation that goes beyond the regulatory framework;
- + Inhabitants who take better ownership of the project and the living spaces.

-
-
- A solid black horizontal bar is located below the dotted line.
- A significant amount of discussion/attendance time for SEM which must conduct all these workshops;
 - A change in phase 2 where there was less consultation.

THE DOCKS, SAINT-OUEN

LOCATION	ÎLE-DE-FRANCE
MONOGRAPH	[G] THE DOCKS DE SAINT-OUEN
THEME	✚ ORGANIZATION

CONTEXT

French legislation provides for various operational development tools that meet the needs of local authorities in terms of land management. The choice depends on many criteria, including the nature, size, financing and ownership of the operations.

- The concerted development zone (ZAC)
- The development permit
- The subdivision permit
- The urban partnership project (PUP)
- The development concession

The ZAC form is perfectly suited as an operational development tool to ensure land control for urban projects on the scale of the Docks of Saint-Ouen project.

The limited number of owners of large lots (Nexity, RFF-SNCF, City of Paris and Alstom) has also greatly facilitated the implementation of the project.

DESCRIPTION

Definition of the ZAC: areas within which a public authority or a public establishment having a mandate decides to intervene in order to construct or have constructed the spaces and facilities, in particular those which this authority or this establishment acquired or will acquire with



a view to transferring them or conceding them later to public or private users.

The implementation of a ZAC can be initiated by a competent public authority or public establishment with a vocation to do so. It follows two distinct phases:

- 1 **Creation Procedure:** requires an environmental assessment and a prior consultation with the local population. In 2007, the Saint-Ouen municipality adopted the creation dossier of the Docks ZAC.
- 2 **Implementation procedure:** this involves a presentation report, a site plan and an indication of the implementation method and the tax and financial arrangements adopted. The Docks ZAC implementation dossier dates from 2010.

MEANS OF USE

The ZAC tool for the implementation of operational development has two modes of execution:

- 1 The project is carried out directly by the public entity, i.e. by direct management, or
- 2 Indirect implementation, by a developer through a concession or development mandate.

This second method was adopted for the implementation of the Docks project in Saint-Ouen.

The municipality mandated the Sequano development company to manage the project. This company continued its mandate even after the municipal project passed to the level of the Plaine Commune intermunicipality and became in December 2017 a ZAC of metropolitan interest, the first ZAC under metropolitan project management.



- + Right of pre-emption for land control;
- + Structured procedure to guarantee the public interest;
- + A global financial report is drawn up with a round table of partner contributions, prior to implementation, to ensure the financial balance of the project;
- + Tool suited to manage the long implementation time of major development projects;
- + The ZAC allows a certain flexibility and evolution in the program, while respecting the guidelines.

- The procedure is sometimes long and complicated to set up;
- The regulatory component of consultation and participation is limited to public enquiry;
- Difficult management over time, often leading to budget deficits.

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EVOLUTION OF A PROJECT MANAGED BY A SEMI- PUBLIC COMPANY (SEM)

THE DOCKS, SAINT-OUEN

LOCATION	ÎLE-DE-FRANCE
MONOGRAPH	[G] THE DOCKS OF SAINT-OUEN
THEME	* GOVERNANCE

CONTEXT

The major challenge for the City of Saint-Ouen is the urban renewal of its former industrial sites. Despite the release of several brownfield sites, there is still industrial equipment in operation at the site. An interesting aspect of the project is the possibility of renewing urban relations with the river, which has long been occupied by industrial activities, and of linking the city centre to the Seine. The aim is to offer new development prospects in this area, which occupies a quarter of the municipality's surface area (100 ha).

The Docks project was entrusted by the city to SEM Sequano in 2007 as a delegated project management company under a development concession running until 2025. By involving "Plaine Commune", the operation's governance was transferred to this inter-municipal level, which is now responsible for the financial balance of the operation and for urban management. With the creation of the Greater Paris Metropolis and the presence of several facilities on site serving the latter, the project is moving up another governance ladder in 2018 to become the leading development project of the Metropolis.

Nevertheless, Sequano has remained consistently in its role of managing the project. However, the decision-making power falls within the competence of the Mayor. The change of municipal majority in 2014 brought a radical change in the design of the project, not totally respecting the initial programming. Changes between the first completed phase of the project and the second one underway, designed under the new city magistrate, are physically very visible.

DESCRIPTION

The first phase of the project resulted in numerous achievements: a 12-hectare park, more than 2,000 housing units (40% of which are social), 1,150 shared parking spaces in two car parks, two school groups with a total of 32 classrooms and a leisure centre, a gymnasium, and a day care centre with 60 places.

The second phase, currently underway, will create a new and attractive centre connected to the city centre of Saint-Ouen: 30,000 m² to develop a commercial centre, including the former Alstom Hall undergoing rehabilitation, the continuation of mixed sectors with more than 3,000 housing units expected (20% social), a daycare, an 800-space car park, and programs yet to be defined (the large hospital project has been abandoned).

Developments in phase 2: less social housing is planned, weaker consultation, a different architectural style, the large hospital abandoned and also the governance which changed in 2018 to the Metropolis of Greater Paris.

MEANS OF USE

In France, a semi-public company (SEM) is a limited public company whose capital is mainly held by one or more public persons. This majority public shareholding is capped at 85% and at least one private person must participate in its capital. The use of a semi-public company guarantees the public authority that the general interest is taken into account in the company's objectives and that the private company is flexible.

Sequano, which is developing the Docks, is a significant developer, operating across the Paris agglomeration. Serving the general interest, Sequano is committed to a quality and sustainable city. Its main shareholder is the Seine-Saint-Denis department (55.49%). With its 68 employees, it manages 46 operations in 27 different cities. The Docks ZAC is the first operation declared to be of metropolitan interest.



- + The semi-public company (SEM) is the guarantor of the public interest, making it possible, despite political and ownership changes, to maintain the primary objectives;
- + The concerted development zone (ZAC), a tool that allows a certain flexibility and evolution in the program.

- The fate of a project influenced by political issues;
- The sometimes "unshared" decision-making power of the municipality's Mayor;
- The limits of regulatory consultation and participation on project governance.

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