

Report to Plan Urbanisme Construction Architecture on progress in France's former industrial cities

CASE report 70

Bert Provan and Celine Kuklowsky
LSE Housing and Communities
October 2011

LSE Housing and Communities, London School of Economics,
Houghton Street, London, WC2A 2AE.
Tel: +44 (0) 207 955 6330; Fax: +44 (0) 207 955 6571
Email: lsehousingandcommunities@lse.ac.uk

Acknowledgements

We are very grateful to Plan Urbanisme Construction Architecture (PUCA), and especially to Nicole Rousier and Anne Querrien for their support for this research. Our sincere thanks also goes to Sylvia Harburger from Caisse des Depots and the European Commission for her sound advice and constant attention to detail. We would like to acknowledge the immeasurable support we have received from the Cities of Lille, St Etienne and Metz, and in particular would like to thank Mathieu Goetze from the City of Lille for his collaboration and advice in delivering our work.

Table of Contents

Executive Summary	7
Part One: Background and Overview	14
Chapter One: Introduction, aims, and approach	14
Chapter Two: Background to France's urban legacy	17
Three stages of industrialisation, and de-industrialisation	17
Chapter Three: The case study cities - Lille, Metz, Saint-Étienne.....	20
Introduction	20
Overview of the cities	20
Growth and decline	21
Population.....	22
Employment and income	24
Social housing and deprivation	26
Summary	29
Part Two: What do these Cities teach us?.....	30
Chapter Four: Building a new economy, and confronting the crisis	31
Introduction:.....	31
Major urban redevelopment projects.....	31
Mixing Large with SME businesses.....	34
University links.....	38
How effective are these approaches, viewed locally?	39
Summary	39
Chapter Five: Rebuilding the city	41
Introduction.....	41
City image and appeal	41
Managing urban sprawl and city density	43
Wider metropolitan governance	46
Progress? – Views from the cities	50
Summary	51
Chapter Six: The Social Agenda of Cities.....	52
The big challenges – disadvantaged neighbourhoods.....	52
Major programmes.....	53
Excluded groups and estates in the case study cities	55
Has exclusion decreased?	56
Summary	58

Chapter Seven: Developing and delivering the Climate Change agenda	59
A new green economy?	59
Action in the cities	60
Green innovation	63
Protecting the green environment	64
Involving communities.....	65
Summary	67
Chapter Eight: Major programmes and the Financial Crisis.....	68
Introduction.....	68
Increased unemployment.....	68
A continuing decline of industrial jobs	69
Debt levels.....	70
Local taxes	72
National programme funding.....	73
Summary	74
Chapter Nine: Concluding Thoughts	76
City image and resident confidence	76
New jobs and enterprises	76
The continuing role of the central state	77
The high impact of neighbourhood renewal works	78
Economic innovation.....	78
Delivering the Green Agenda.....	79
Political direction.....	80
Part Three: City Profiles.....	81
List of Main Interviewees and Contacts.....	92
Bibliography and sources.....	93
Annex 1: Lille Workshop	96

Table of Figures

Figure 1: Population and employment characteristic of the three cities	9
Figure 2: Common patterns of recovery	12
Figure 3: Three stages of industrial development.....	17
Figure 4: Industrial decline in the three cities.....	21
Figure 5: City population change 1968-2008.....	22
Figure 6: Metro population change 1968-2008.....	22
Figure 7: French metropolitan population growth 1968-2008.....	23
Figure 8: City populations by age	24
Figure 9: Median household incomes: city and region, 2008	25
Figure 10: City unemployment, 1999 and 2008	25
Figure 11: Students achieving highest educational attainment levels (%)	26
Figure 12: Housing tenure, 1999 and 2008	27
Figure 13: Dates of construction of new homes.....	28
Figure 14: Empty properties.....	28
Figure 15: Homes lacking bath or shower	29

Figure 16: Growth in tertiary jobs in Lille 1960-85 (%).....	35
Figure 17: Lille's biggest businesses 2007	35
Figure 18: Changes in main employment sectors (%) - 1999 and 2008	36
Figure 19: New business creation 2010 - all cities	36
Figure 20: Age of businesses – cities and national (years)	37
Figure 21: Lille's innovative enterprises.....	37
Figure 22: Evolution of density in metro areas.....	44
Figure 23: New public transport programmes.....	46
Figure 24: Metropolitan bodies	46
Figure 25: Wider sub-regional bodies	47
Figure 26: Areas of focus and development for Sillon Lorraine (Metz)	48
Figure 27: Metz's international position	49
Figure 28: International workers in Metz region, 2007.....	49
Figure 29: Lille's international position.....	50
Figure 30: Residents in deprived areas and Urban Social Cohesion Contracts (CUCS) programme funded areas	53
Figure 31: Immigrant populations in metro areas (%).....	56
Figure 32: Unemployment rates in Department Jan 2001-June 2011	68
Figure 33: Breakdown of unemployment rates in Nord Département (incl Lille), Q4 2010	69
Figure 34: Changes in employment sectors 2007-9 in Lorraine (for Metz)	70
Figure 35: Changes in employment sectors 2001-10 in Rhone-Alpes (Saint-Étienne)	70
Figure 36: City debt levels.....	71
Figure 37: Distribution of €161bn of local debt 2010	72
Figure 38: Local debt levels (% of GDP) in other WMC countries.....	72
Figure 39: Government deficit and gross debt by sectors	72
Figure 40: Direct government spend and social benefits in OECD countries.....	73

List of boxes

Box 1: Lille's flagship projects	32
Box 2: Metz flagship projects	33
Box 3: Saint-Étienne flagship projects and clusters.....	34
Box 4: Lille and LMCU city renewal plans.....	42
Box5: Saint-Étienne Heart of the city project	42
Box6: Renewal through culture	43
Box7: Major neighbourhood improvement programmes.....	54
Box 8: Details of the Lille South Estate project	56
Box 9: Details of the Montreynaud Estate Project, Saint-Étienne.....	56
Box 10: French climate change laws	59
Box 11: Lille's Green Action Framework.....	62
Box 12: Saint-Étienne's green actions	62
Box 13: The Saint-Étienne 'Green Family Challenge'	63
Box 14: Metz Agenda 21 Actions.....	63
Box 15: Green Economy Examples	65
Box 16: Engaging Lille residents in Eco-neighbourhood developments.....	66

Abbreviations

Abbreviation	French	English
ANRU	L'Agence Nationale pour la Rénovation Urbaine	National City Renovation Agency
CA2M	Communauté de l'agglomération de Metz Métropole	Metz Metropolitan Authority
CESU	Chèques Emploi Services Universelles	(Special cheques to pay for various domestic services)
CETI	Centre European des Textiles Innovants	European Innovative Textiles Centre
CIADT	Comité interministériel d'aménagement et de développement du territoire	Interministerial Committee for Territorial Planning and Development
CNRS	Centre Nationale de la Recherche Scientifique	National Centre for Scientific Research
CUCS	Contrats Urbain de Cohésion Sociale	Urban Social Cohesion Contracts
DAC	Document d'Aménagement Commercial	Commercial Planning Framework
DGCIS	La Direction générale de la compétitivité, de l'industrie et des services	Directorate General for Competitive Industry and Services
ENIM	Ecole National des Ingénieurs	Advanced School for Engineering
ENSAIT	École nationale supérieure des arts et industries textiles	Advanced Institute for the Arts and Industrial Textiles
EPASE	Etablissement Public d'Aménagement de Saint-Étienne	Saint-Étienne Improvements Agency
INSEE	Institut National des Statistiques et Études Économiques	National Institute of Statistics and Economic Studies
IRCICA	Institute de recherches sur les composants logiciels et matériels pour l'information et communication avancée	Research Institute on Hardware and Software Components for Information and Advanced Communications
IRT M2P	Institut de recherche technologique métallurgie, matériaux et procédés	Institute for Research in Metals, Materials and Processes
LMCU	Lille Métropole Communauté Urbain	Lille Metropolitan Authority
MAUD	Matériaux et Applications pour une Utilisation Durable	Materials and Applications for a Sustainable Use
OECD	Organisation de Coopération et de Développement Economique	Organisation for Economic Cooperation and Development
ONZUS	Observatoire National des Zones Urbaine Sensibles	National Observatory for Deprived Neighbourhoods
PADD	Projet d'Aménagement et de Développement Durable	Planning and sustainable development plan
PICOM	Pole de Compétitivité des Industries de Commerce	International Retail Industry Cluster
PLU	Plan Local d'urbanism	Local Housing Plan
PME	Petites et moyennes entreprises	Small and Medium Enterprises
SCOT	Schema de Cohérence Territoriale	Land planning framework
SME	(English)	Small and Medium Enterprises
TEAM	Technologies de L'environnement Appliquées aux Matières et Matériaux	Sustainable Technologies applied to materials and waste products
ULCOS	(English)	Ultra Low CO2 Steelmaking
WMC	(English)	Weak Market Cities (programme)
ZAC	Zone d'Aménagement Concontrée	Comprehensive Planning Zone
ZFU	Zone Franche Urbaine	Urban Free Zone
ZUS	Zone Urbaine Sensible	Deprived neighbourhood

Executive Summary

The LSE / Brookings Institution Weak Market Cities Programme

The Weak Markets Cities programme is run jointly by the London School of Economics, UK the Institute for Regional and Urban Development (ILS), Germany, and the Brookings Institution, Washington DC, US. The main focus of our research is on:

- how weak market cities are faring in today's difficult **economic circumstances**, and uncovering innovative approaches to enterprise;
- the impact of neighbourhood programmes on **social integration, skills development and job access**;
- the impact of the **climate change agenda and environmental resource constraints** on the recovery trajectory of these cities.

This report funded by Plan Urbanisme Construction Architecture (PUCA) focuses on what we can learn from French weak market cities:

- French cities offer models of density, imposing city infrastructure projects, remodelling the public realm, and a strong state role alongside decentralisation.
- The participation of French experts is an invaluable means to understand the recovery processes of other European and French cities.
- Many French urban initiatives offer lessons which we can learn.

The Weak Market Cities research is supported by the City Reformers Group and generally focuses on the following key questions:

- What is the shape of the new urban economy that is emerging in European cities and its main characteristics?
- How successful is urban upgrading and place making?
- How do special projects targeted on distressed neighbourhoods help integration, involving residents in decision making and building more sustainable communities?
- How far are 'green technologies' and innovations driving new economic growth? What are the prospects for a less damaging form of economic development?

Three stages of industrial development

The report sets out three stages of industrial development as the background to the framework for understanding urban change. The first stage had **explosive growth**, environmental exploitation, and social upheaval. The second covered a **period of decline**,

with programmes to tackle and reverse the decline in former industrial cities, including public infrastructure, social support, and new economic initiatives. The third emerging stage of a **resource constrained economy** focuses on innovative, lower-impact approaches, capable of mitigating the impact of climate change.

The **resource constrained economy** is also the '**green economy**' and is supported by the French climate change legislation and targets. New skills, innovative technologies, and local level entrepreneurship will be needed for this. Cities are discovering new roles in planning and promoting programmes of work around key areas such as building insulation, public transportation, new skills development, and lower impact, more sustainable city development. There is opportunity in French cities, and other European cities studied as part of the Weak Market Cities project, to develop new leading edge technologies based on their historic industries and engineering base.

Lille, Metz, and Saint-Étienne

Three cities are examined in this report – Lille, Metz, and Saint-Étienne. Each of these cities experienced major 19th industrialisation, followed by rapid and significant reductions in core industrial jobs during the post WW2 period. For example, nearly half of industrial jobs were lost in the Lille region between 1967 and 1992, and the same in Saint-Étienne between 1970 and 1995. The Metz region was similarly hard hit. The consequences of this decline continue to mark the cities – each has lower than the regional income, and higher than the national rate of unemployment, and a disproportionately large workforce with no or low educational qualifications. In spite of this both Metz and Lille have higher than average numbers of residents educated to tertiary level. All three cities have a weaker population growth than the national rate, and in Saint-Étienne there is still population outflow. This weak growth extends to their metropolitan areas, indicating a difficulty in attracting new (and potentially better qualified) workers. In Lille, however, planning and housing policies have led to a greater population increase in the City area rather than the suburbs.

City characteristics

The population structure of the cities varies from the national norms, with a disproportionately large under 25 population in Lille, and a disproportionately large older population in Saint-Étienne, partly due to its families moving to the suburbs. There is a weak housing market in all cities, with levels of owner occupation below national averages and less expansion than in France as a whole. In the rented sector each city is different – a sharp increase in private renting in Lille, a small growth of social renting in Metz, and an

overall decline in renting in Saint-Étienne. These population figures reflected in the housing market suggest that these cities continue to struggle with the legacy of de-industrialisation.

Figure 1: Population and employment characteristic of the three cities

Characteristics of cities	Lille	Metz	Saint-Étienne
City population (2008)	225,784	122,838	172,696
Metro population (2008)	1,105,080	374,680	220,687
Loss of Industrial Jobs 1960-90	400,000	153,000	84,000
Unemployment 1999 (%)	19.5	14.3	17.1
Unemployment 2008 (%)	16.8	13.2	15.7

Source: INSEE, 2011

Cities and their metropolitan areas

In addressing these problems, each city has developed close cooperative relations with their wider metropolitan and sub-regional communes. They have joined wider groupings to increase their competitiveness by sharing services and building the economic and social attractions of the city. For Lille and Metz this includes international cooperation. Lille looks to the London-Paris-Brussels-Cologne-Ranstadt metropolis as key to its growth. Metz regards Luxembourg and closely neighbouring parts of Germany as integral to its economic planning.

Changing the image

The cities have also undertaken explicit consultation and planning to 'Renew the city'. Lille has pioneered an explicit strategy to rebuild a socially and functionally mixed, physically dense city. Saint-Étienne has tackled its image through public works, such as the 'Heart of the City' renewal project. Metz has restored its historical centre and stressed its historic role in the local region.

Culture has played a big part in image building. The new Pompidou Centre in Metz, Lille's European Year of Culture 2004, and Saint-Étienne's promotion as a City of Design (backed by UNESCO recognition) have attracted both visitors and business. These cultural initiatives are often linked closely to improving the more disadvantaged areas of the cities.

Countering urban sprawl

There are specific actions to stem urban sprawl, particularly through the urban planning (SCOT¹) and development (PADD²) mechanisms, but also through new urban public transport investment. Every city highlights the problem that business parks are easier to

¹ Schema de Cohérence Territoriale (land planning framework)

² Projet d'Aménagement et de Développement Durable (planning and sustainable development plan)

create on greenfield sites than within built-up areas, and suburban homes with gardens are often more attractive, particularly to young families.

New economic clusters

Economic development in each city is emerging around new clusters and flagship projects, often linked to university research. These build on the industrial history of the area, and are often located in or near ex-industrial and more deprived areas of the city.

- Lille has a long history of tertiary industries and its leading employers include large banking and insurance firms. It also promotes smaller and community based start-up ventures. Reuse of rehabilitated ex-industrial buildings in the centre lends itself to incubator-clusters. It is stimulating its previous agricultural sector, and modernising a previous mail order businesses to meet new opportunities for distance sales.
- Saint-Étienne has rebuilt its old armaments factory and restored the surrounding neighbourhood to create a mixed high tech design and research complex, mixed with housing. Optical firms are clustered there. Its economic strategy is strongly linked to the success of the wider Lyon metropolitan area.
- Metz is now recognised as a leading centre for high-tech, ultra-engineered materials, as part of the Grenelle³ environmental agenda. It is also developing expertise in logistics, communication, and transportation, similar to Lille's approaches. Overall there is a clear mix of large scale high-visibility projects and many small and medium sized enterprises (SME). Over half the businesses in the cities are under 5 years old, and most are SMEs. These are together the main employers in the cities, a big shift from the industrial hey-day when a few large industries dominated.

Green innovation

There is also a clear focus in the 'green economy' in the types of projects emerging in the cities, including the development of environmentally sound industrial, commercial, and residential buildings, within a denser city infrastructure. It is reflected in many flagship projects around reducing the carbon footprint of transport, logistics, new materials, waste energy production, use of ICT to minimise energy usage, green goods distribution and exchange. There are potential new skills and industries around insulation and green energy production, although these are at an early stage of development in the cities.

³ French climate change law – see Box 10

Reinvesting in poor areas

Actions to address more disadvantaged areas of the cities include major programmes to rehabilitate the most run down estates in the cities. The scale of problems is very different in Lille metropolitan area where almost one in five residents lives in an area officially classed as 'at risk' compared to Saint-Étienne where only 7% of neighbourhoods meet this official definition, although a quarter of the city forms part of centrally funded improvement areas.

The aims, costs, and overall shape of the work ranges from €480m in Lille to rehabilitate over 10,000 homes to €60m in Metz to treat 3,000 homes. Demolition, rehabilitation, the construction of owner occupied homes to increase social mix, and environmental improvements were elements of all the programmes. Clear improvements were visible in many neighbourhoods though the improvements were still 'fragile' and we were told in a number of places that progress might be reversed by a tailing off of improvement work.

The gap between poorer neighbourhoods and the rest of the city has shrunk in levels of employment and skills between 1999 and 2006. However concentrations of poverty in the very poorest areas and the gap with the rest of the city continue to grow.

Action on climate change

There is an obligation on public bodies – including and particularly cities – to take steps to mitigate the risks of climate change and develop a green economy. This requires engaging with residents directly in the process of reducing energy consumption and tackling key environmental issues. Each city has engaged to a greater or lesser extent through the 'Agenda 21' local programme and related actions. There are common themes:

- urban planning restraint to re-densify the city;
- a focus on public transport and cycling;
- actions to insulate prioritised buildings;
- engaging the public in the green agenda; and
- a focus on environmental improvements to public buildings and facilities like swimming pools, markets and commercial spaces.

Lille is the most active in this area with three successive action plans since 2000, and several policy and promotion documents to win support from residents and businesses. Lille City makes explicit links between the green agenda and tackling social deprivation. Lille aims to develop 'eco-citizens' rather than just doing eco-works programmes. Saint-Étienne engages its population through citizen challenge competitions, with guidance on 'going

green'. The development of new green skills (for example in building insulation or renewable energy) is an aim in each city, but none has yet developed large scale systematic local training and work programmes, though Lille is making fast progress in this direction.

Figure 2: Common patterns of recovery

Action	Lille	Metz	Saint-Étienne
City Centre Upgrading	✓✓	✓	✓
New and restored public spaces	✓	✓	✓
Cultural initiatives	✓✓	✓✓	✓
Upgraded public transport	✓✓	✓	✓
Renewal of worst estates	✓✓	✓✓	✓✓
New Metropolitan Area Economic bodies	✓✓	✓✓	✓✓
High tech new industries	✓✓	✓✓	✓✓
High tech industry building on traditional manufacturing skills and history	✓✓	✓✓	✓✓
Tourism	✓✓	✓✓	✓
Targeting low income unemployed	✓✓	✓	✓✓
University partnerships	✓	✓✓	✓
Seeking social mix in city	✓✓	✓	✓
Public sector leadership	✓✓	✓✓	✓✓
Development of 'green' agenda	✓✓	✓	✓

New financial pressures

The impact of the current financial crisis on cities poses major challenges in the near future. During the 2008-09 recession the cities suffered increased unemployment on a similar scale to the national average. During that period industrial jobs continued to decline locally as a proportion of the total job market, a pattern which precipitated the decline of the cities over 40 years ago. There was a slight recovery during 2010, but the current downturn in 2011 is still to be played out. In Saint-Étienne the downturn was countered by the €333m public works investment programme under way. In Lille the high level of tertiary employment protected the city to some extent, although the wider region was severely affected. An expansion of new self-employed jobs was a response to new, more flexible rules.

National and international problems threaten to undermine progress

The level of debt in the cities of Lille and Metz are low. Saint-Étienne had severe problems due to high level investment under the previous (Conservative) mayor to support major building projects. This debt problem has been brought into much tighter management under the current (Socialist) mayor. Lille Metropolitan area has the highest level of metropolitan debt (over €1,400 per resident). However, current figures from the French audit body, le Cour des Comptes, and from OECD, suggest that the level of debt held by local public bodies, including the three cities, is at a manageable level.

France has high levels of public expenditure – exceeded in Europe only by some Nordic countries. Steps taken in 2011 directly attempt to reduce these levels of debt and deficit, almost certainly already having an impact on the level of funding for city renewal. Private finance is also much harder to obtain. City leaders worry about what will happen next, and the impact of cuts on progress to date, not least because they see the progress as partial and vulnerable to reversal.

Part One: Background and Overview

Chapter One: Introduction, aims, and approach

1. The Weak Markets Cities (WMC) programme is run jointly by the London School of Economics, UK; the Institute for Regional and Urban Development (ILS), Germany; and the Brookings Institution, Washington DC, US. . The main focus of the research is:
 - **Economy and skills:** to learn how European weak market cities are faring in today's difficult economic circumstances, and uncover innovative approaches to enterprise
 - **Environment and climate change:** to understand the impact of the climate change agenda and environmental resource constraints on the recovery trajectory of these cities.
 - **Social interaction:** to pin-point the impact of neighbourhood programmes on social integration, skills development and job access
2. We have studied French urban policy and delivery throughout this programme and in previous research over the last twenty years, and believe that there is much to be learned from the contrasting structures, approaches, and experiences in France. Specifically:
 - French cities offer models of density, urban population growth, public infrastructure, and a strong state role alongside decentralisation which is valuable to other cities.
 - The participation of French experts is invaluable as a way of formulating ideas and developing our understanding of city recovery processes and barriers.
 - Marginalised communities within cities pre-occupy governments Europe wide, particularly concentrations of poverty in easily identifiable areas of social housing. There is much to learn from the French approach to city renewal and planning, focused 'major city renewal' projects and social cohesion interventions.Saint-Étienne was the French case study for our earlier 'Phoenix Cities'⁴ work, but other cities (including Lyon, Lille-Roubaix, Metz, and Marseilles) provided invaluable ideas and this new research involves more French cities.
3. The Weak Market Cities research focuses on the following key questions:
 - How successful is urban upgrading and place making in renewing cities and countering the appeal of suburbanisation? How does urban renewal activity contribute to urban recovery, including jobs and energy efficiency? And how do we reconcile the goal of a greater social mix and retaining existing residents?

⁴ Power et al 2010 'Phoenix Cities'

- What is the shape of the new urban economy that is emerging in European cities and its main characteristics? What signs of resilience are there in companies and jobs? How significant is the role of small companies? What is the role of research-based start-ups? In what fields?
 - How is urban recovery affected by resource constraints, financial uncertainties and climate change? How do these problems impact on urban economies and governance? How far do the current financial troubles in Europe undermine urban initiatives?
 - How do special projects targeted on distressed neighbourhoods help integration, creating a more balanced social mix, involving residents in decision making and building more sustainable communities?
 - How far are 'green technologies' and innovations driving new economic growth? What are the prospects for a less damaging form of economic development?
4. Our research methods have involved direct involvement with city actors dealing with these problems in France, partly through an expert consultative network, known as the 'City Reformers Group'. The LSE research team is working with German, UK, Italian, Spanish, French, and other EU; and US partners to further our understanding of urban recovery and sustainability in order to produce solid findings in 2012. This report applies the framework and questions outlined above, to the cities of Lille, Saint-Étienne, Metz, within their regional and sub-regional contexts,
 5. We have collected evidence on the ground from site visits, interviews and local documentation, rather than relying on theoretical models, remote sources and political rhetoric. The work was consolidated by a two day workshop in Lille at which participants from other 'weak market cities' (including St Étienne) were present⁵. This hands-on approach, which we use in our work, provided participants the opportunity to exchange in-depth information and experiences (detailed, realistic, exposing problems and failures alongside successes).
 6. This report looking in detail at how things operate in these French cities, seeking to understand in depth how things work by using evidence from the ground up, rather than providing a top down evaluation of urban policy in general. The evidence presented here will also feeding into a more overarching 'International Handbook' which will provide quantitative and qualitative information about nine cities in five counties and the approaches which have made a difference in each. These two reports are part of the wider series of WMC studies (including the 'Tale of Seven Cities'⁶ and 'Phoenix Cities'⁷

⁵ A summary of the Lille Workshop is at annex 1

⁶ Power, A. Plöger J. Winkler A, & Lane, L. 2008, *Tale of 7 Cities*

⁷ Power, A. Plöger J. and Winkler A 2010, *Phoenix Cities* The Policy Press, Bristol

both of which include Saint-Étienne), and are supplemented by additional reports on the WMC programme, and regular meetings of the City Reformers Group, available on the LSE website⁸.

7. Finally, please note that throughout the report quotes in italics are taken from the comments of local officials and other commentators (unattributed except where relevant to indicate the city or general source), or in some (indicated) cases from members of the City Reformers Group (which includes representatives from other cities). This is in line with the methodology outlined above

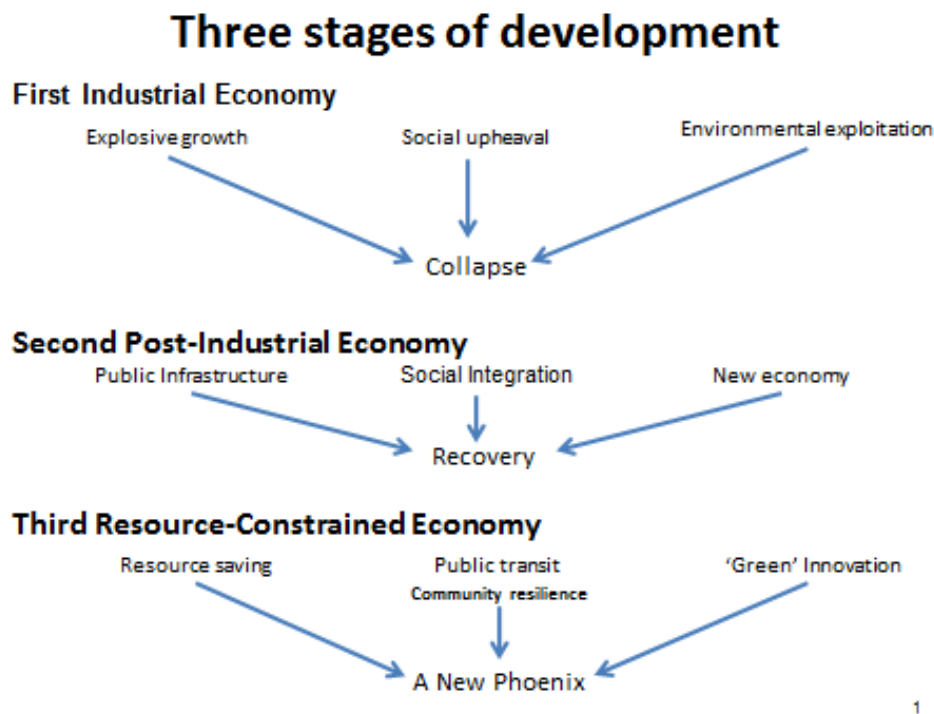
⁸ <http://sticerd.lse.ac.uk/case/new/research/weakmarketcities/default.asp>

Chapter Two: Background to France's urban legacy

Three stages of industrialisation, and de-industrialisation

1. Previous WMC reports have set out the context of a range of European and North American cities that have experienced acute loss of purpose over the last generation, going from urban industrial giants to shadows of their former glory and pre-eminence⁹. The financial crises of the last three years are taking place in a context of increasing urgency to address climate change, and an increasing shift of major elements of industrial production towards emerging industrial economies. This section sets out a model of the three phases of the development of industrial cities over the last 150 years¹⁰ which could be termed the 'production and consumption bonanza', the 'struggle to retain ground' and the 'transition to the lower resource economy'.
2. An outline of this approach is sketched out in figure 3¹¹.

Figure 3: Three stages of industrial development



3. In outline, we can see that the **first industrial economy** was marked by explosive economic growth, with intensive use of resources, rapid and unequal wealth accumulation, and a huge increase in industrial output – the production and consumption bonanza. On the one hand this subsequently led to major social transformation including

⁹ ODPM 2004, cited in Power, A. et al 2010 p3.

¹⁰ This tripartite model has been developed as part of the Weak Market Cities programme at LSE/Brookings

¹¹ A fuller version is in Power et al 2010 p 363

a large and unprecedented rise in living standards, massive growth in the wealth of western nations spreading slowly to other parts of the world, and after a century or more of intense squalor, huge improvements in health, education and housing.

4. On the other hand, and of importance in relation to weak market cities, this stage also led to hugely damaging outcomes - shifts of populations to overcrowded slums, dislocation of social networks, rising inequality alongside an exploding middle class, and the development of an increasingly alienated and excluded industrial workforce. Alongside this was the unprecedented and continuing environmental impact through the mass extraction of primary materials, a massive explosion in the use of energy, loss of biodiversity, damaged ecosystems, land contamination, the start of the build-up of greenhouse gasses, and competition for space and resources. These phases were all present in the three case studies cities examined here.
5. The second stage we identify is the **post industrial economy** – characterised by the struggle to regain ground in relation to many of the problems identified above. There is not a clear line between one and the other. For example there were constant attempts during the first period to address the more extreme manifestations of deprivation, slum housing, and inequality. These were often philanthropic actions which led to subsequent state sponsored activity such as the various moves to provide better housing and basic services to all parts of the population, which continue to the present. There were, and continue to be, major changes in the economic and financial frameworks and patterns of economic development, through two world wars, the depression of the interwar period, the post war boom, 1980s deregulation and dotcom revolution, and now the fiscal crisis of the early 21st century. But the focus of the WMC programme is the cities who were the victims of the fallout of the decline of the first industrial economy. In this period the previous economic rationale disappeared and the city and its sub-region were left to cope with the negative aspects of the first industrial economy without any longer benefiting from the employment and wealth opportunities it had once brought.
6. This second stage therefore focused on the struggle to regain the ground following the industrial collapse – in terms of public infrastructure, reclaiming public buildings and spaces, re-establishing a local pride and identity, and building on the historical skills and values of the city to generate new jobs. It also addressed the pressing need for social integration, investment in the poorest communities, the development of new skills, a better physical environment, lower crime and deprivation. In the economic sphere it focused on developing new types of local industry, attracting new investment and enterprise from outside, developing new areas of national and international expertise, supporting local firms and small businesses, and building a new image and local culture which gave renewed life to the city. The steps taken and outcomes for the French cities

considered here indicate considerable progress – in terms of the development of major new areas of economic activity at the medium and small scale firms, and extensive improvements to the physical environment and quality of life of the most deprived communities. There is also a range of specific, and smaller, local initiatives, many of which will also be the focus of the International Handbook, and which provide concrete pointers to the future. But as will become evident here much of the progress to date has been at the cost of considerable public investment and local effort. Success remains partial and may not be robust enough in adequately tackling the main underlying problems of a still weak economic base and the still pressing and major problems of poverty and social division.

7. The future of weak market cities, profoundly affected by reductions in population and loss of manufacturing jobs, is highly dependent on the impact of the **third major industrial development stage**, the move to the **resource constrained economy**. The roots of this shift were present from the first (1973) oil crisis, which was a major element in hastening much of the de-industrialisation of the second phase. The current threat is of a different order as it encompasses a much more radical challenge to the financial and resource assumptions of the previous phases – global warming and emerging economy industrialisation. No-one knows quite what will happen, although it is already clear that the continuing rise in the price of oil and primary materials including minerals and food, the rapid rise of greenhouse gasses and other related pollutants, the international crisis of debt and financial instability, and the underlying issues of population growth, and water shortages, are challenging the previous models of western economic dominance, growth, and wealth. The consequences of these changes require a new response, which includes the development of a new environmentally sustainable ‘green economy’.

Chapter Three: The case study cities - Lille, Metz, Saint-Étienne

Introduction

This section sets out the historical and industrial background of the three case study cities, illustrating in each case the rapid rise during the industrialisation period, followed by a rapid decline in the later 20th century. Each city then attempted to rebuild its city identity and economy, which is the subject of later chapters. Overall demographic, employment, and housing figures are provided in the context of the wider regional and national context, which indicates the extent of the crisis faced by each city.

Overview of the cities

1. Each of the three cities in this study, Lille, Metz and Saint-Étienne, has been subject to these hugely disruptive phases of growth, decline, and renovation. Each was a major regional and national player in the first industrial period. St-Étienne was among the first industrialised cities based on its early development of weapons moving from traditional swords and pikes to industrialised modern firearms, the latter dating from the time of Napoleon, with the development of bicycles being an offshoot of this metalworking tradition. Lille saw the rapid industrialisation of its textile industries due in part to the explosion of coal mining in the region. The social and environmental impact of this 19th century growth was immense in each of the cities, including not only scarring of their landscapes, and the creation of large tracts of industrial slum housing, alongside the development of pockets of ostentatious wealth by industrialists using the considerable profits of local industries.
2. The cities have quite different characters – Lille celebrates a long history as a textile town with ten centuries of economic and population exchanges with its Flemish and Walloon neighbours, as well as being now the prominent and active capital of its region. Saint-Étienne is a major city compared to other cities of a similar size in France (for example it is bigger than Grenoble, Toulouse and Dijon) but is often hidden within the shadow of its dominant neighbour Lyon (local people complain that “*no one ever thinks about Saint-Étienne as a major city*¹²”). Metz is an equally historically prominent town, whose history and character is profoundly influenced by 50 years it spent as part of Germany following the annexation of Alsace-Lorraine in 1871, and this history, as well as its geographical location, is partly responsible for the continuing high levels of German investment in the local economy.

¹² St Etienne Official

Growth and decline

3. The rise of each of the three cities during the first industrial phase followed a familiar pattern:
 - a. Lille, a centre of textile production since the 11th century, grew during the industrial revolution due to local capital and an abundance of labour coming primarily from Flanders. There were also large regional reserves of coal in the southern basin, and metalworking and steel works in the nearby Belgian centres like Charleroi. The Lille region became the second most important industrialised region in Europe. This was also supported by the improved canal system linking Lille to Flanders, Ghent, Antwerp and other northern hubs, continuing Lille's role as a thriving market and commercial centre, and also supporting the other major industry of agriculture. In 1929 Lille was a world leader in textile manufacture and in 1954 was still one of the leading industrial cities of France.
 - b. Saint-Étienne already had a booming arms industry by the 17th century and the Imperial Arms Factory was founded in 1764. It was also famed for its ribbon making and other textiles. In 1823 the first railway in France was built to aid the transportation of coal to Paris from the 200 local mines. The range of local metalwork related businesses which developed included the massive Manufrance (which produced bicycles, sewing machines, hunting weapons and other goods) and the car manufacturers who dominated the city's economy until the 1980s.
 - c. Metz was different in its political development, being part of Germany from 1871 until 1918, then from 1940-1944. It has an industrial past similar to the two other cities above. The Lorraine region was a centre of coal and iron production and in 1960 the region (centred on Nancy and Metz) was responsible for the production of 90% of the national iron ore, 75% of the cast iron, and two thirds of the cast steel.
4. The impact of de-industrialisation was also similar in each (see Figure 4).

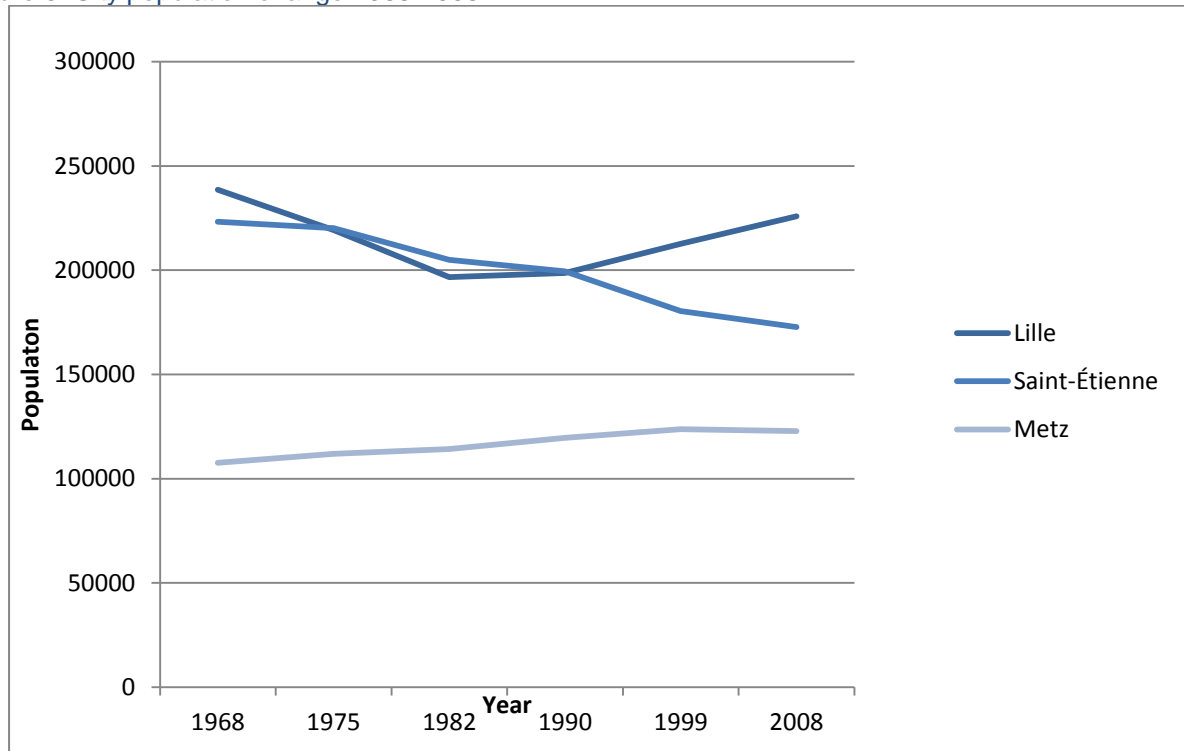
Figure 4: Industrial decline in the three cities

City	Main industries	Experience of job losses
Lille	Textiles, mining, steelworking, commerce	47% of industrial jobs lost in region between 1967-92. In total around 400,000 jobs
Metz	Mining, iron ore, steel, cars	23,000 lost in iron mining 1960-85; 130,000 metalurgy jobs between 1970-2003 (76% in this industry)
Saint-Étienne	Armaments, metalworking, bicycles, coal, textiles	59,000 jobs lost in 1950-1970; 25,000 lost 1970-1995 (45% of industrial jobs)

Population

- The population of Saint-Étienne is declining, and has been for some time (see Figure 5). Between 1975 and 2004, Saint-Étienne lost almost 20% of its inhabitants; most were middle-class households moving out to the suburbs, but even this wider area continues a steady decline. Lille experienced a sharp dip in its population in the 1960s and 70s, although this is now growing again. Only Metz shows a slow but steady growth.

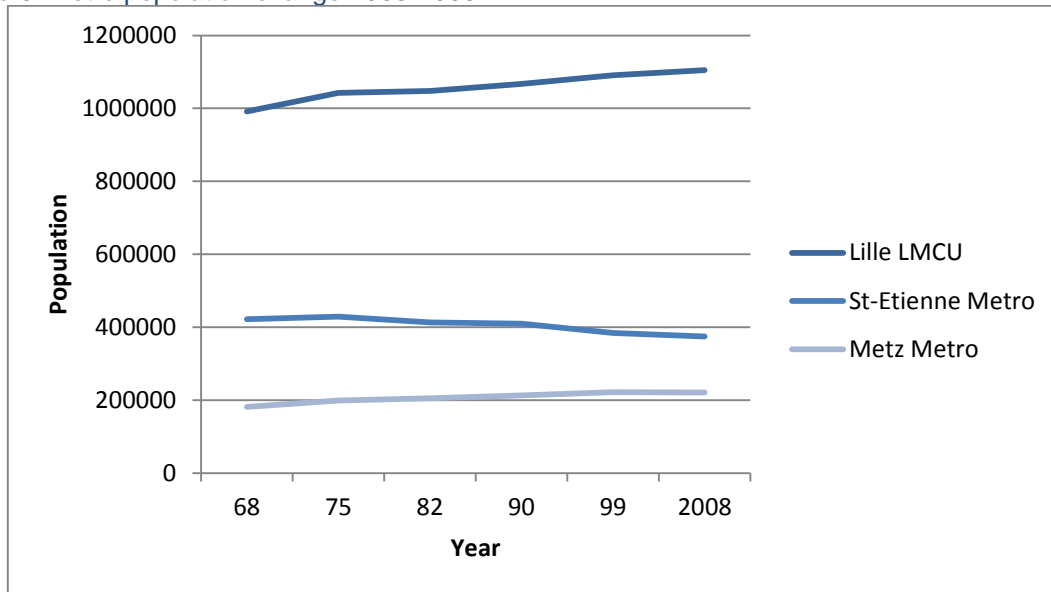
Figure 5: City population change 1968-2008



Source: INSEE 2011

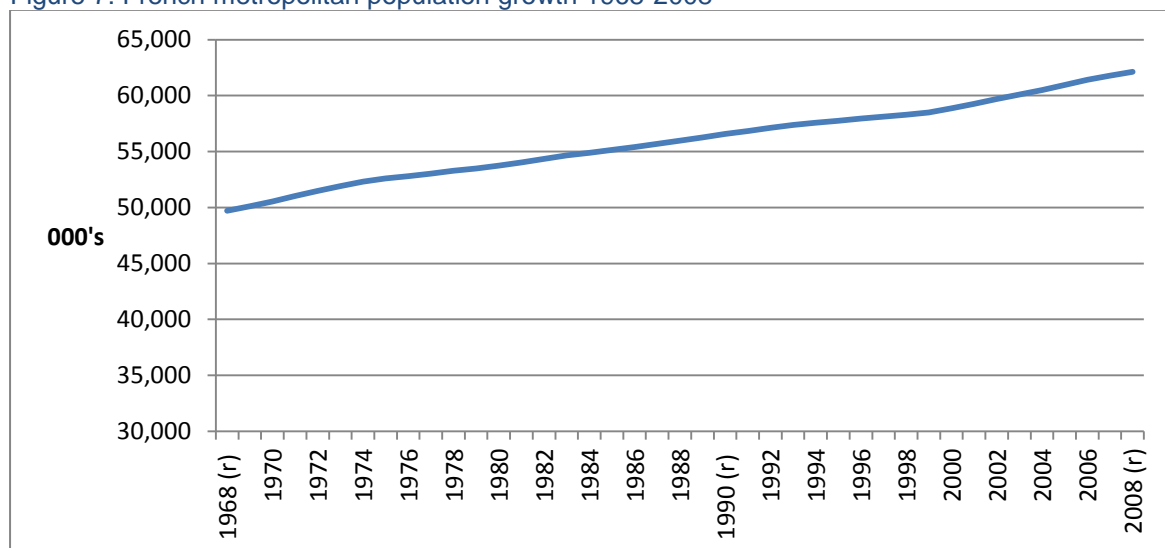
- A similar pattern can be seen in population change for the metropolitan areas around the cities, except that the Lille metropolitan area did not see the sharp dip in the 1970. In fact there is a greater rate of growth in the City's population, rather than in the wider area, partly due to Lille's strong policies to prioritise housing development in the City and not the suburbs (aiming at a ratio of about two thirds of growth within the city boundaries to one third in the suburban area) (Figure 6).
- By way of comparison, the overall growth pattern of the French population for the period is set out below, and shows that even the Lille Metropolitan area (the leader amongst the cities) is growing at less than half the national rate of growth for the period (11.4% compared to 24.9%) (Figure 7).

Figure 6: Metro population change 1968-2008



Source: INSEE 2011

Figure 7: French metropolitan population growth 1968-2008

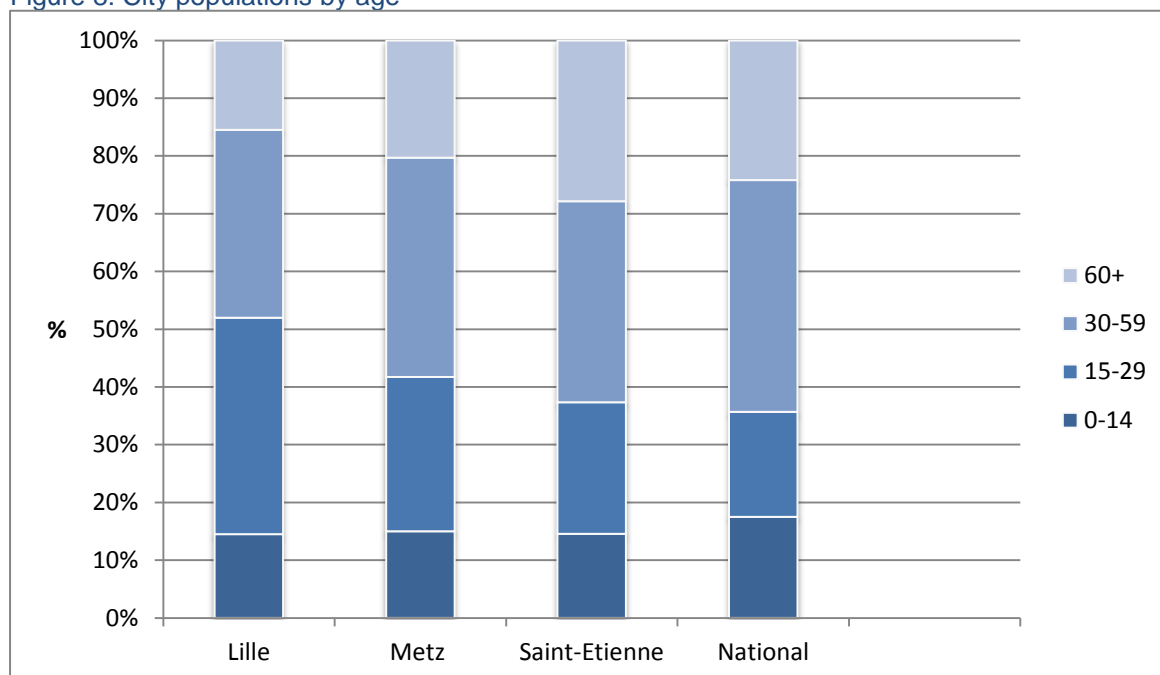


Note: (r) are revised figures
Source INSEE 2011

- The population of Lille is disproportionately young, as shown in Figure 8, indicating that over half of the city is under 29 – which is only partly entirely explained by the large number of students in the city. In contrast the population of Saint-Étienne is considerably older than the other two cities, with over a quarter of its residents over 60. This is partly due to families moving to the suburbs as children get older¹³

¹³ “The crèches are full – but the higher you go up the classes by age, the lower the rolls become” (St-Étienne official)

Figure 8: City populations by age

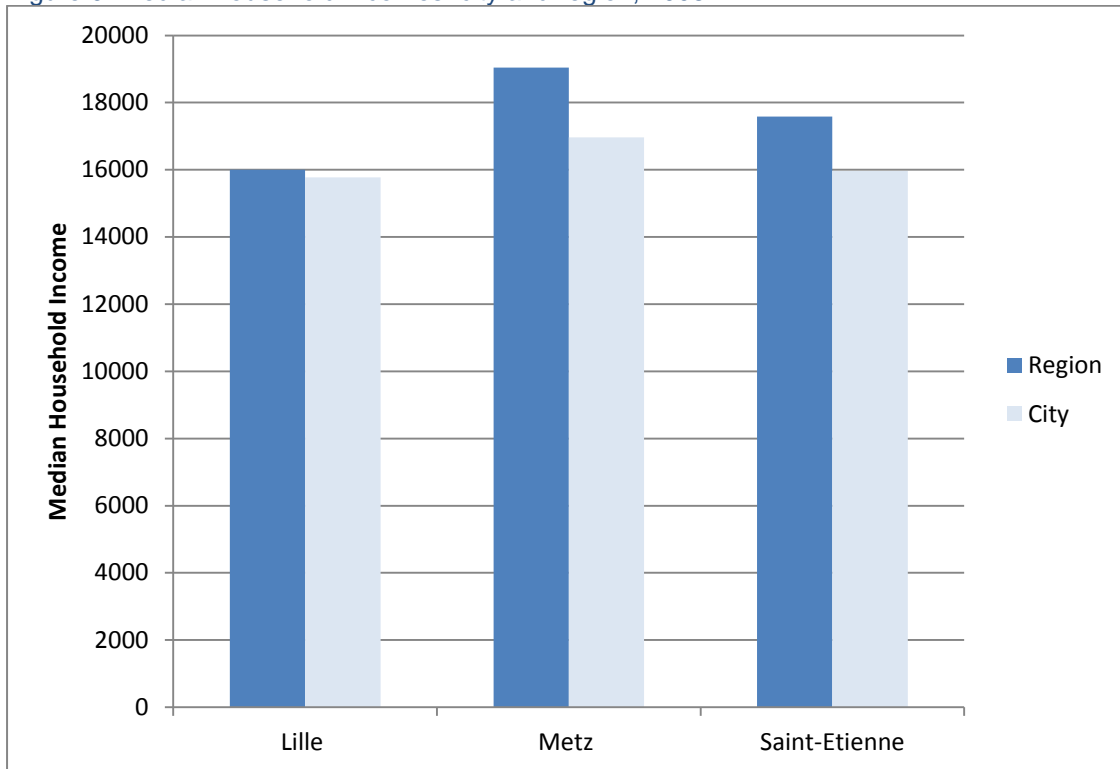


Source: Insee 2011

Employment and income

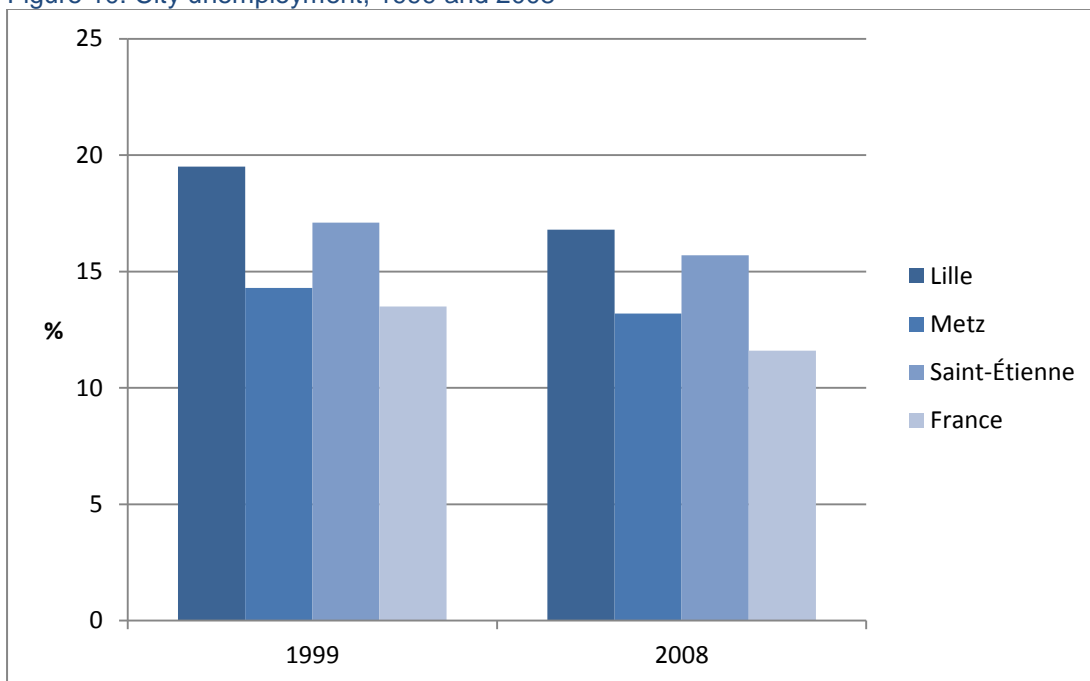
9. The median household income in each city is lower than that of its region (comparable national figures are not available), and incomes are lowest in Lille. The Saint-Étienne regional figure reflects the presence of Lyon in the Rhone-Alpes region, and the Lorraine region reflects not only Metz but Nancy as major urban centres. There are no comparable major economic centres in Nord-Pas-de-Calais.
10. All three cities have higher unemployment than the national average, which remained the case despite improvements between 1999 and 2008. Metz has not improved as much as the national average over that period.
11. Educational attainment presents a more complex set of issues (see Figure 11). All three cities have higher than average percentage of people with no qualifications, particularly in the case of Saint-Étienne. There are also lower than national average proportions of people leaving school with the Baccalaureate, or a less demanding lower school qualification. But in Lille and Metz University level education (including two year technical qualifications) has higher than average proportions of qualified people – reflecting the large banking and insurance sector in Lille, and the high tech materials sector in Metz.

Figure 9: Median household incomes: city and region, 2008



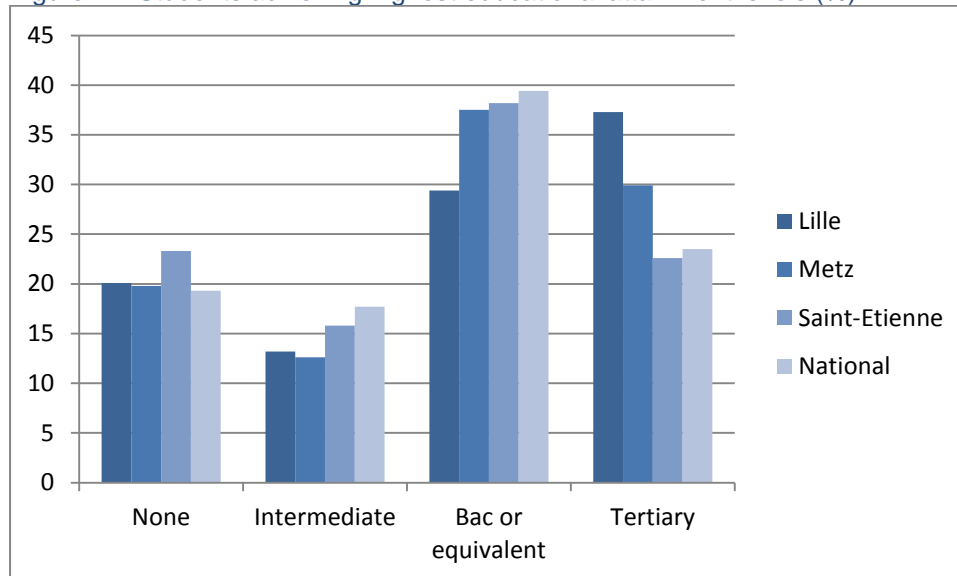
Source: Insee 2011

Figure 10: City unemployment, 1999 and 2008



Source: Insee 2011

Figure 11: Students achieving highest educational attainment levels (%)



Source: Insee 2011

Social housing and deprivation

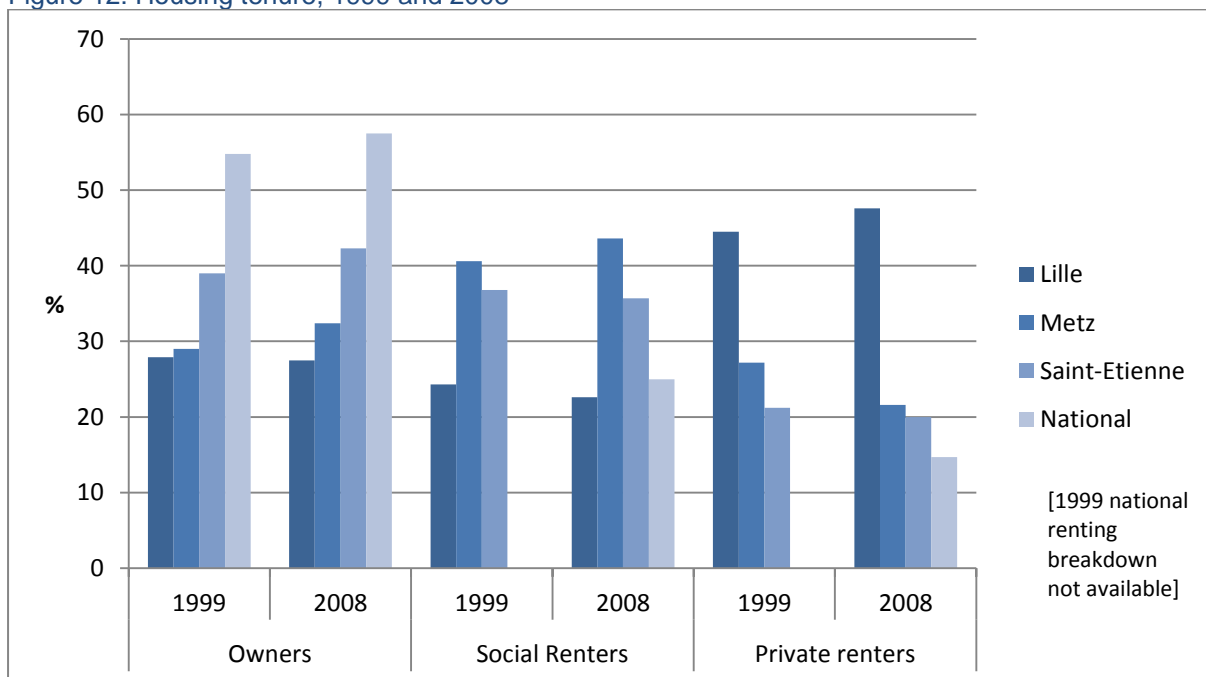
12. The cities followed a typical French pattern of a wave of post war building of large system built housing estates, which housed both immigrant workers recruited to support the post war boom and people moving from the slum and war damaged housing in the cities. By the mid-70s these neighbourhoods had become new pockets of deprivation and poor housing. The overall figures for housing in each of the three cities are set out in Figure 12¹⁴ showing a considerably lower proportion of owners in the three cities compared to the national average. Although in Saint-Étienne and Metz the proportionate level of ownership is increasing, this is not the case for Lille. In contrast Lille is seeing a growth of private renting, and a decline in social renting. In Saint-Étienne the levels of both private and social renting are declining in favour of ownership. Only in Metz is the social renting sector increasing in parallel with a decline in private renting and the growth in ownership.
13. The disconnection of social housing estates from the city centres can be seen starkly in the Lille Sud estates which were built across the dividing line of the new Lille-Paris motorway in the 1960s, cutting its residents off from contact with the city centre, its work and cultural opportunities. By 1989, 'Les Biscottes', two very poorly constructed tower blocks of 18 floors had already had to be demolished, an event that still strongly marks the local public memory. In 2000, St Étienne saw the demolition of a locally infamous 'Great Wall of China', a single block built in 1960, 19 stories high, stretching for almost half a kilometre, following the crest of the hill and. In Metz, amongst the six areas which

¹⁴ Note that the breakdown of social and private renters at national level is not provided by INSEE in this data series

form the focus of the current urban renewal contracts, three are in the city of Metz - two large and one smaller estate - and all are built in the 1970s.

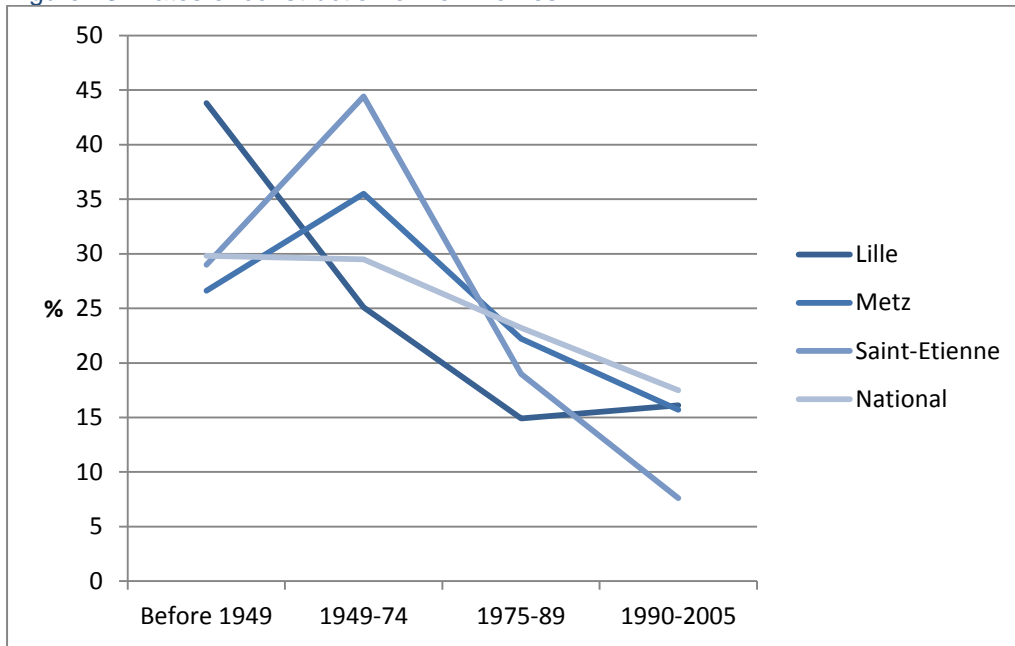
14. Lille has half as many pre 1949 homes as the other cities or the national average. Saint-Étienne, and to some extent Metz, showed a spike in buildings dating from the 1960s and 1970s, but the proportion of post 1990 homes in Saint-Étienne is considerably below other cities and the national average (see Figure 13).
15. The problem of empty homes was significant in Lille in 1999, although it has improved considerably since then. Saint-Étienne also has a significantly higher than average problem, although not to the same extent as in Lille.
16. Generally speaking most homes in the cities have access to baths or showers, although not all (see Figure 15).
17. The issues of deprivation and concentrations of poor residents in specific neighbourhoods are dealt with in more detail in Chapter 6.

Figure 12: Housing tenure, 1999 and 2008



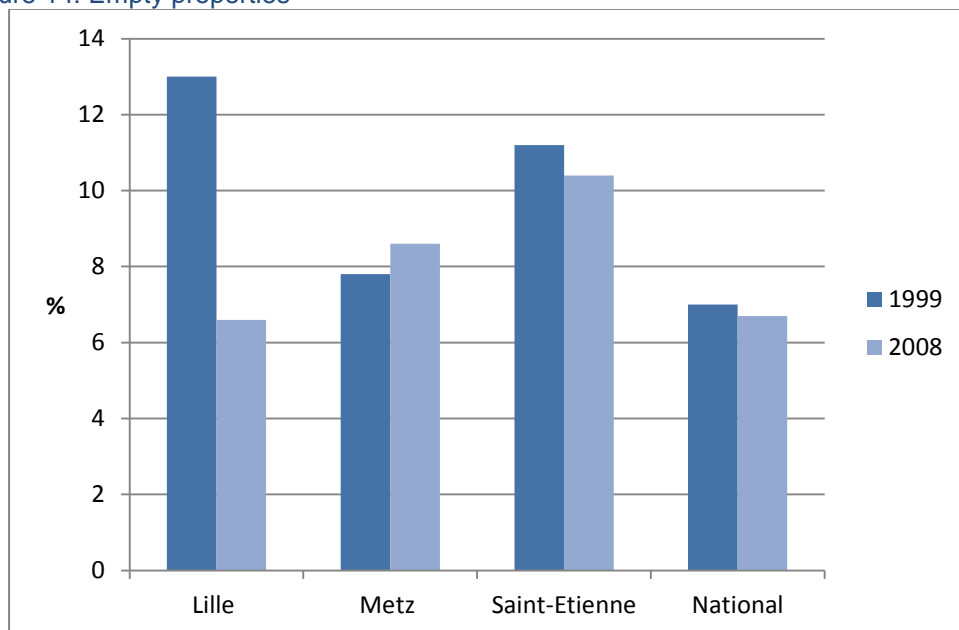
Source: Insee 2011

Figure 13: Dates of construction of new homes



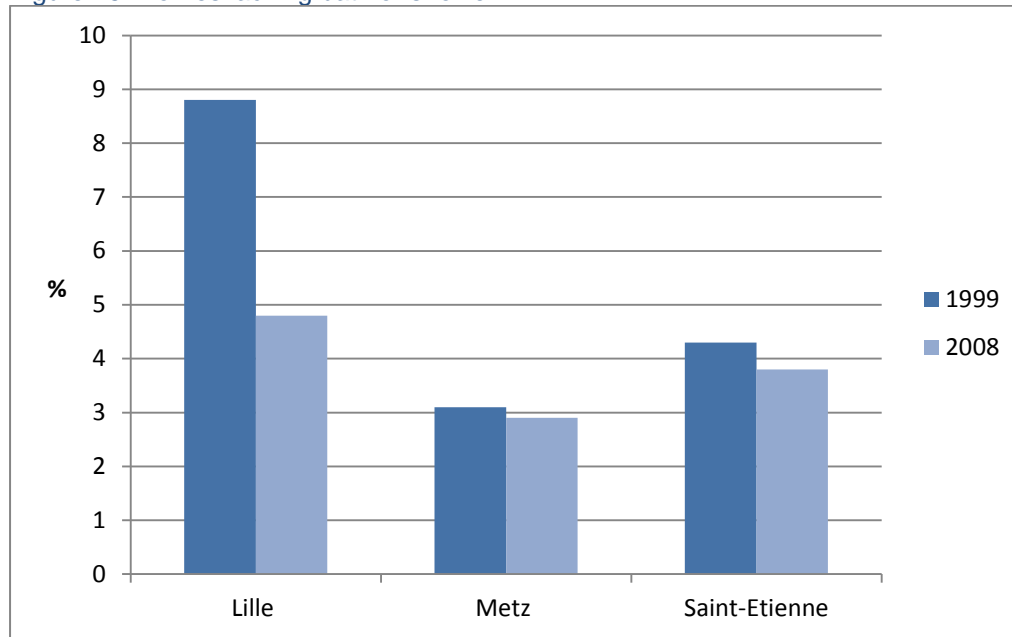
Source: Insee 2011

Figure 14: Empty properties



Source: Insee 2011

Figure 15: Homes lacking bath or shower



Source: Insee 2011

Summary

18. The three cities of Lille, Metz and St Étienne were subject to rapid industrial growth, then equally rapid decline in the second half of the 20th century. The consequences of this decline continue to mark the cities – each has lower than the regional income, and higher than the national rate of unemployment, and a workforce which has low levels of educational qualifications. Each has a weaker population growth than the national rate (negative for Saint-Étienne), and this weak growth extends to their metropolitan areas, indicating a difficulty attracting new (and potentially better qualified) workers. The population structure varies from the national norms, with a disproportionately large under 25 population in Lille, and a disproportionately large older population in Saint-Étienne. There is a weak housing market, with levels of owner occupation lower than national averages in each city and growing much less strongly than in the country as a whole. In the rented sector each city is different – a sharp increase in private renting in Lille, a small growth of social renting in Metz, and an overall decline in renting in Saint-Étienne. Together these figures suggest that the cities continue to confront serious problems of de-industrialisation. Part Two of this report will look at how the cities are combatting these problems, and some examples of their successes and continuing challenges.

Part Two: What do these Cities teach us?

The key issues and actions

1. This section considers how the three cities studied (Lille, Metz and St Étienne) have gone about rebuilding their physical, economic, and social infrastructure in the light of the problems they face. More details on each of the cities are in the case study section in Part Three.
2. The current main challenges for the cities are:
 - Rebuilding the local economy through new industries and enterprises
 - Tackling concentrated areas of disadvantage, both in social housing estates and in areas of traditional older working class housing in poor condition; and the physical infrastructure including extensive areas of industrial brownfield sites
 - Addressing image problems and increasing the attractiveness of the cities to new residents who might bring a better mix of skills and income while still meeting the needs and aspirations of the existing residents. City leaders also need to make the city attractive to outside investment.
 - The characteristics of the local population reflect the legacy of industrialisation despite the long decline of the key industries. This shows itself in low skills, relatively high levels of unemployed young people, poor self-image, and a lack of mobility, all of which need to be tackled.
 - There is a pressing need to address the Grenelle¹⁵ agenda of reduced energy consumption and a reduction in greenhouse gas emissions. The cities need to have clear targets and strategies locally to deliver this
 - Finally in the current financial climate new private-sector enterprises face reduced overall demand for goods and services. There is a need for investment capital to finance new businesses, which is lacking from both public and private sources. There is also a high risk of much reduced public sector investment in infrastructure, social, and economic measures specifically to address deprivation.

¹⁵ French climate change law – see Box 10

Chapter Four: Building a new economy, and confronting the crisis

Introduction:

1. This chapter considers how the cities have approached economic re-development through:
 - a range of major flagship projects, often based on the industrial history of the area, and located in or near ex-industrial and more deprived areas of the city;
 - encouraging the development of small and medium enterprises as part of this wider strategy, and often as a central part of some of the projects

Major urban redevelopment projects

2. Each of the cities has a programme of major projects aimed at kick-starting the economy and giving substance to the 'city renewal' and image building activities described in Chapter Three. These activities sometimes overlap with projects explicitly aimed at addressing deprivation, although the issues of social exclusion and poor neighbourhoods is dealt with in more detail in Chapter Five.
3. Flagship and development projects are set out for each city in Boxes 1, 2 and 3.
4. In May 2011, Dominique Gross, Mayor of Metz, set out¹⁶ three key strategic priorities for the city:
 - Performance - innovation
 - Identity-creativity-attractiveness
 - Networks-mobility-fluidity

Detailed information on St Étienne's recent flagship projects and inward investments (by firms such as Casino, IKEA, Carrefour, and others) is provided in the St Étienne City Report¹⁷ and 'Phoenix Cities'¹⁸, so box 3 provides more of an update on progress

¹⁶ In an address "*Le Pole Métropolitain du Sillon Lorrain*" at a Mutécos seminar on 18/5/11

¹⁷ Winkler, A (2007)

¹⁸ Power, A, Ploger, J & Winkler A. (2010), Chapter 11

Box 1: Lille's 5 flagship projects and 6 competition clusters

Euralille (phases 1-3): City centre project which has already created 300,000m² of offices, new homes for 4,000 people, 600 hotel rooms, rail terminals for 23 million passengers a year, and 470 serviced housing units, and is intended to create over one million m² of mixed office, commercial and residential provision.

Eurasanté Park: The largest university health centre complex in Europe, it is a development site for companies and research laboratories specialising in health fields.

Haute-Borne Technology Park: Hi-tech enterprises and research laboratories. Linked to Lille 1 University, the National Centre for Scientific Research (CNRS¹⁹) and the Advanced ICT Research Institute (IRCICA²⁰).

Zone de l'Union: Eco-neighbourhood (waste, water, transport management, participation) and mixed development intended to provide 4,000 jobs and housing for 3,000 residents on a previous industrial site of 80 hectares. It will house two centres of excellence: on image, culture and media, and on innovative textiles.

Euratechnologies: Refurbished industrial site and building hosting new enterprises in new information and communication technologies – currently 150 firms of different sizes (including Microsoft), employing some 1,500 people. Compared to an average 50% start up attrition rate in 5 years, support provided on the Euratechnologies site reduces this to 20%.

Competition Clusters: Supported by Government programmes through the Interministerial Committee for Territorial Planning and Development (CIADT²¹) and the Directorate General for Competitive Industry and Services (DGCIS²²)

I-trans: International centre focusing on innovative ground transport systems, building on the 1983 Siemens first automatic light railway system (the Lille metro) and now comprising 40% of the national railway construction business, 100 firms, 10,000 jobs, €5.3 annual turnover, 17% of French exports and 400 researchers in 12 laboratories

NSL (nutrition, health, longevity): leads in agri-food and health ingredients (reflecting Lille Metropolitan Authority's important rural aspect), as well as in health and biotechnology including a unique specialist blood centre. It has a turnover of €6.5bn and a research budget of €171 to employ 500 researchers in 21 public and 35 private research teams. Its activity is focused in the Euro Santé centre of excellence development

Uptex (advanced textiles and materials): builds on the long history of textile manufacture in Lille. It is the home to ENSAIT²³ (the Advanced Institute for the Arts and Industrial Textiles) in Roubaix which trains 80% of French textile industry engineers, and CETI²⁴ (the European Centre for Innovative Textiles) shares this research portfolio with similar textile centres in Ghent. It has a €5bn turnover, and supports 15% of the French textile industry workforce.

PICOM²⁵ (International Retail Industry Cluster): supports 219 distance selling companies, who hold 66% of the national turnover and 70% of French jobs in this industry, as well as providing 20,000 jobs in the region – building on the historical legacy of the first 1928 catalogue distributed by La Redoute. It is trialling new distribution concepts including sustainable DIY, arts and crafts, and food, and in addition to the distance selling provides a further 44,000 jobs in the retail sector and in total a turnover of €65bn.

MAUD²⁶ (Materials and Applications for a Sustainable Use) and TEAM²⁷ (Sustainable Technologies applied to materials and waste products): focus on environmental innovation. MAUD deals with new materials and their uses in the search for lower carbon production, particularly around packaging, and graphic industries; TEAM² deals with waste management and recycling, particularly the recovery of industrial waste and by-products. It includes the only centre of ground and site decontamination in France, and holds 14% of the French market; overall it supports 9,500 workers and 270 businesses.

¹⁹ Centre Nationale de la Recherche Scientifique

²⁰ Institute de recherches sur les composants logiciels et matériels pour l'information et communication avancée

²¹ Comité interministériel d'aménagement et de développement du territoire ()

²² La Direction générale de la compétitivité, de l'industrie et des services

²³ École nationale supérieure des arts et industries textiles

²⁴ Centre European des Textiles Innovants

²⁵ Pole de Compétitivité des Industries de Commerce

²⁶ Matériaux et Applications pour une Utilisation Durable

²⁷ Technologies de L'environnement Appliquées aux Matières et Matériaux

Box 2: Metz flagship projects

Quartier de l'Amphithéâtre: This area of around 50ha has been acquired by the Metz Metropolitan Authority (CA2M²⁸) and will host a new large scale project of housing and offices. The 1st phase – lasting 2 years from Dec. 2010 onwards - includes 1,000 m² of commercial development, 10,000m² of housing, and 16,000m² of offices. It is very close to the Pompidou Centre and the high-speed train station, and is hoped to create further opportunities for future investments. A new congress centre and cultural centre (médiathèque) will be built alongside excellent public transport links to the centre of the city. The project is being conducted under the ZAC²⁹ (Comprehensive Planning Zone) national framework.

Mont Saint Quentin: This military terrain constitutes a sort of 'green lung' for the Metz Metropolitan Authority (CA2M). Since 2005, this area has been re-developed and dedicated to ecological conservation, green tourism, and educational uses. It also was used as an approach to combatting social inclusion, with planning and development companies engaging with and hiring locally socially excluded people, providing both jobs and a higher level of engagement with the redevelopment of the city environment.

Materials: A range of projects for the development of new materials, and green materials. Metz expertise was recognised by the French government in the original choice of Matéria (Innovative Materials and Intelligent Products group) for a material-oriented economic cluster, and then by the creation in 2011 of the Institute for Research in Metals, Materials, and Processes, to be the leading centre of materials research in the Grenelle³⁰ framework context for addressing climate change targets.

Logistics: Due to its geographical location, Metz plays a key role in the national and international transportation and communication networks. It is also an important logistic centre. In June 2009, the International Logistic Centre was launched in order to reinforce the dedicated higher education potential of the schools and universities in Metz (Advanced School for Engineering (ENIM³¹) for instance).

Real estate: In January 2010 the European Academy of Real Estate opened, in which local universities and the Chamber of Commerce play an important role. The objective is to create a wide range of diplomas and training courses in real estate management and development.

Environment: Since 1972 and the creation of the European Institute of Ecology, Metz has had a pioneering role in environmental protection research and development. Metz-Métropole is willing to become an exemplar in the implementation of sustainability. The flagship development of such approach is embodied by the project EcoCité 128, a 350ha-wide reconversion of a military site.

Health: A major health development is planned in the CHR de Mercy (Regional Healthcare Centre). The cluster will be centred within a 58ha-wide area and specialise in disability and dependency treatment.

River port of Metz-La Maxe: is to be built on 12 hectares of a peninsula on the Moselle, to stimulate greater water transport of containerised goods. This will also link into the North Sea ports and canals, as well as linking to the southern water transport systems and the River Saône.

Green Industries: new projects such as ULCOS (Ultra Low CO₂ Steel Making) in Florange or the GDF SUEZ–Total project to start a solar energy plant near Saint-Avold

²⁸ Communauté de l'agglomération de Metz Métropole

²⁹ Zone d'aménagement concertée

³⁰ French climate change law – see Box 10

³¹ Ecole National des Ingénieurs

Box 3: St Étienne: Update on flagship projects, knowledge and competition clusters

Flagship projects:

Chateaucieux Business District: Centred on the railway station -TGV and Lyon local link every 10 minutes), Casino HQ for 2,500 staff, National CESU³² employment voucher centre, 27,000m² new office space for tax office and regional public sector staff, 120 bed hotel, and 16,000m² ground floor shops, services, and offices. Housing now to be built as part of this by national homes developer Bouygues Immobilier, seen as a clear vote of private sector confidence in the project

Manufacture-Plain Achille: Reconversion of the old arms factory on 100ha site near motorway and railway station. Includes Design Village, University science faculty, Graduate school of optical science and engineering , High Technology Centre, the new iconic Zénith stadium, Telecom Saint-Étienne, and new housing units

Métrotech: New tertiary out of town technology park, 10 minutes from Saint-Étienne, 20 from airport, 45 from Lyon, with conference centre, shops, exhibition and meeting spaces, 30,000m² of flexible buildings with expansion space for double this, pre-installed services, at the entrance to a Regional Park

Clusters:

Medical Technology Cluster: particularly implants, medical and sporting textiles, and biotechnology. 60 companies, 2,000 jobs, 250 researchers, €230m turnover, 60% of production of medial textiles and related products

Rhone Alps Optical Cluster: includes 10 universities, 30 laboratories, 1,500 researchers, 4,000 engineers and technicians.

Loire Numeric: IT joint projects and innovations – 4,400 jobs, €400m turnover, 486 companies

Food Industry Cluster: Professional association linking framers, industrial companies, equipment manufacturers and distributors. 7,400 jobs in food, 9,000 in agriculture, 30% of Rhone-Alpes beef production, and leading milk producer

International Resource and Innovation centre for Sustainable Development: 150 partners, 3,500 jobs

Viameca: Engineering & Industrial Design: 1,300 regional companies, 27,000 jobs, €3bn turnover

Techtera: Materials, textiles, and chemicals. 450 companies, 9,200 jobs, €620m turnover, 60% of national technical textiles production

Sportaltec: Sports and leisure technology, around implants, and bone tissue. 5,000 jobs €3m

Minalogic: 100 companies, 22,900 jobs, €3bn turnover

Mixing Large with SME businesses

5. The information set out above indicates that the approach in these cities is to provide a basic infrastructure and seek both large investors to take up the new office spaces, and at the same time develop innovative and small businesses. In the case of Lille, the city has also a long history of tertiary activity (see Figure 16), and it would be wrong to think that the creation of major new non industrial employment was entirely new – though in this respect Lille is different from the rest of the LMCU³³ (Lille Metropolitan Authority) area.
6. The biggest employers in Lille show the importance of the tertiary sector (see Figure 17)

³² Chèques Emploi Services Universelles – these are special cheques to pay for various domestic services

³³ Lille Métropole Communauté Urbain

7. But the emphasis in each of the cities on innovation clusters and start-ups also indicates the importance of new small and medium enterprises (SMEs) as a means stimulating a stalled local economy. The SME sector in the cities is often linked to the industrial sectors which formed the basis for the original growth and wealth – textiles, trade, and agriculture/food in Lille, design in St-Étienne, and metal and materials related activities in Metz. City strategies also seek to attract and support larger industrial production firms who can develop, manufacture, and market their best ideas on a bigger scale. Figures 18 and 19 illustrate the importance of small firms. Figure 18 focuses on the importance of the different sectors in the three cities, showing that the commercial and small business sector is now on a par with public sector employers, and the proportion of industrial jobs has been dropping since 1999 (excluding the construction sector)
8. A similar pattern can be seen in the creation of new businesses during 2010 (Figure 19).
9. The majority of businesses in these cities are small, and young – apart from in Lille most businesses are less than five years old, although for Metz and Saint-Étienne businesses are slightly older than the national average (see Figure 20)
10. Innovation in small business is therefore key to rebuilding the economy . This can be both high- and low-tech, and indeed Lille has produced a catalogue setting out examples of 50 innovative, but essentially low-tech businesses as a stimulus to economic and social development as part of its inclusive approach to building the city’s new mixed economy³⁴. Two examples are given in Figure 21, indicating the types of project being encouraged.

Figure 16: Growth in tertiary jobs in Lille 1960-85 (%)

Year	1960	1968	1975	1980	1985
Jobs in the tertiary sector	50.5	55.1	61.6	66.4	71.3

Source: Figures from Thierry Baert, LMCU Director of Urbanism

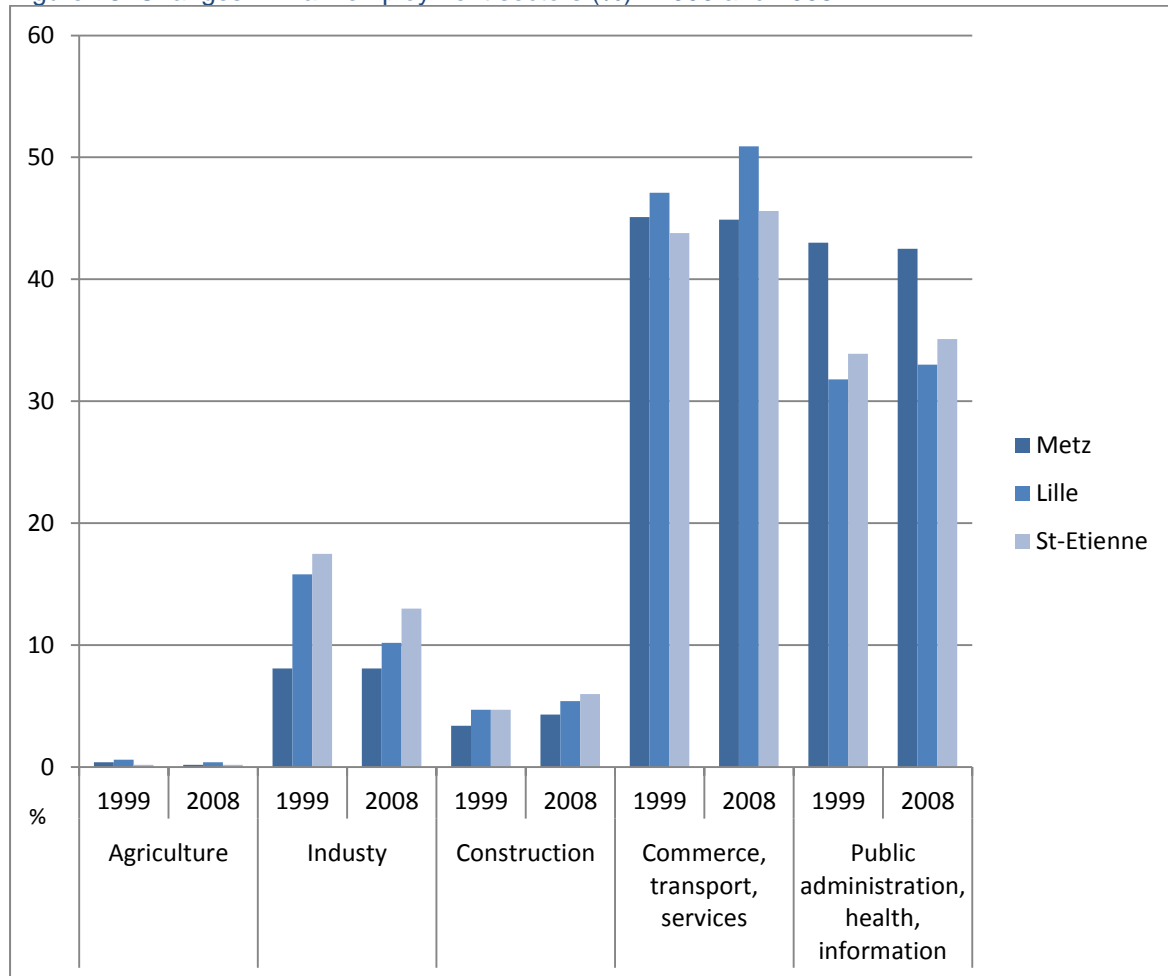
Figure 17: Lille’s biggest businesses 2007

	Company	Activity	Turnover (millions €)
1	La mondiale	Mutual Assurance	5 319,6
2	Crédit Mutuel Nord Europe	Bank	745,8
3	Crédit Agricole Mutuel Nord	Bank	605,8
4	Gan Patrimoine	Insurance	512*
5	Banque Scalbert-Dupont	Bank	445
6	Rabot Dutilleul	Housing and construction	442,16
7	Société des Eaux du Nord	Services	197,4
8	Apave	Services	169,2
9	La Voix du Nord	Media	153,1
10	Douglas	Perfumes	146,7

Source : Sociétés *chiffres 2008

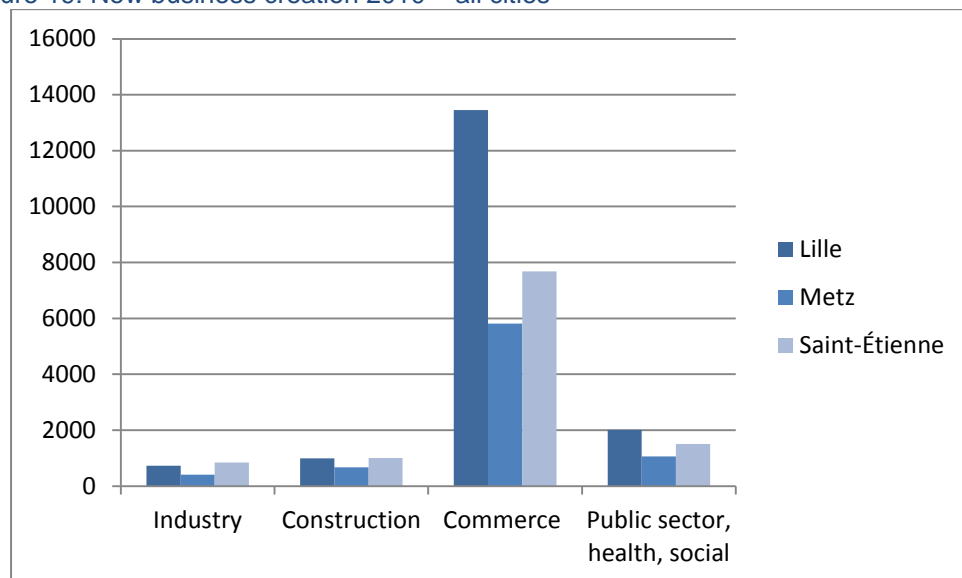
³⁴ LMCU 2009 “50 Enterprises Innovantes”

Figure 18: Changes in main employment sectors (%) - 1999 and 2008



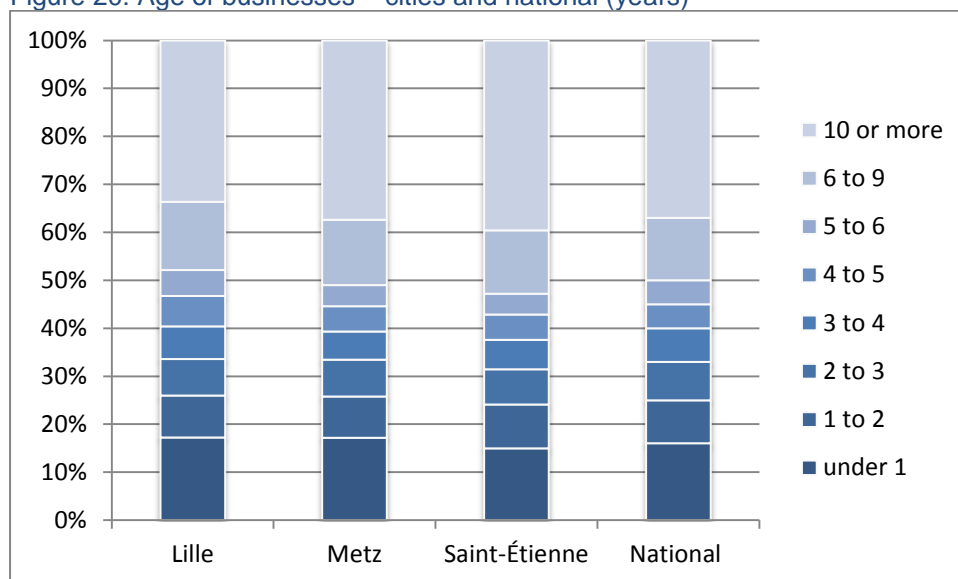
Source: Insee 2011

Figure 19: New business creation 2010 – all cities



Source: Insee 2011

Figure 20: Age of businesses – cities and national (years)



Source: Insee 2011

Figure 21: Lille's innovative enterprises

Name	ID Training	Gardens on the Roofs
Employees	217	2
Status	Cooperative	Private firm
Location	9 sites regionally	Lille
Turnover	€10m	€ 50,000
Funding	Public sector	Individual fees
What does it do?	Training and employment support in basic and intermediate skills, with placements, particularly for immigrant and low skill households	Encouraging biodiversity and greening of roofs, terraces, and other spaces including to improve thermal and noise insulation and collection of rainwater

Source: 50 Innovative Enterprises

11. Lille also aims to attract longer term large developments. One emerging project that has the potential to address current and future major development, and embrace the green agenda, is the inland ports intelligent exchange project³⁵. The plans include considerable reductions in transport emissions and costs from centralised 'package switching' to green goods transport for local delivery. The project depends on businesses buying into the approach and using the hub, and this could be a major focus for jobs and green initiatives. This project is in line with Lille's past and current position as an exchange hub for commercial exchange (stretching back to its previous role as an important market town). It also addresses its environmental aspirations, seeking to reduce considerably the carbon footprint of the final stages of goods distribution through IT driven distribution planning and the use of electric and low carbon vehicles to take goods into the city and bring other goods, or waste, out.

³⁵ 217G CCP21 Connecting Citizen Ports 21 – see http://www.nweurope.eu/index.php?act=project_detail&id=4118

University links

12. A final key element of renewal plans is to engage with the University and commercial sector which has been done vigorously in Saint-Étienne and in Metz. In Metz one response to the 2007-8 crisis was to create the Metz Metropolitan Authority at the end of 2008, which is a partnership of the City and Metropolitan Authority of Metz, the Paul Verlaine-Metz University, the association of Grandes Écoles of Metz, the association of Moselle Urban Authorities and several chambers of commerce. As part of the subsequent work, in 2011, the Institute for Research in Metals, Materials, and Processes (IRT M2P³⁶) was created, to be the leading centre of materials research in the context of the Grenelle³⁷ framework for addressing climate change targets. This is a collaboration between the City of Metz and the Greater Metz Authority, Matériaia (Innovative Materials and Intelligent Products group), Paritech Arts and Professions (a Grande École), and the Metz Metropolitan Authority. The Matériaia group also includes related sites in the nearby cities of Nancy, Charleville and Mézères.
13. Prior to this, Matériaia was engaged in bringing together major businesses – such as Krupp, Arcelor-Mittal, Les Bronzes Industrie – with the research and development centres in the Metz-technolole. In 2009 it already had 68 SME and 25 larger firms supported or involved, and had the ninth highest turnover of French clusters. It aimed to move forward from past industrial skills towards new innovative technologies. Similarly the European Institute of Ecology has always had a pioneering role in environmental protection research and development, including developing the 350 hectare EcoCité 128 conversion of a previous military site and now embodying the Grenelle principles of green development.
14. Along similar lines, there has been a merger of the overall coordination and management of the Saint-Étienne and Lyon universities, aimed at bringing better coordination and contributions to the development of economic and innovation strategies in the sub-region.
15. The importance of the role of the cities in stimulating these types of collaborative activities, such as bringing together universities and businesses, is reflected in comments made on a recent study of competitiveness clusters³⁸: “*the local interactions and interdependences do not emerge spontaneously from co-location of actors andthe design of relevant local governance is a basic key to the viability of this experiment based on bottom-up processes*”.

³⁶ Institut de recherche technologique métallurgie, matériaux et procédés See http://www.materiaia.fr/rubrique.php?id_rubrique=964

³⁷ French climate change law – see Box 10

³⁸ Longhi, C. and Rainelli, M. 2010

How effective are these approaches, viewed locally?

16. A number of the comments and conclusions from local visits are relevant here. As with the comments on planning above, it is not always possible to make the city respond to the creation of new businesses in the desired or intended way. This can be seen with the Eurotechnologie project in Lille – a magnificently restored factory housing high-tech start-ups and a model of the type of inner city brownfield development that Lille aspires to make the norm. Although the project is successful from a business perspective, it was surprisingly evident on visiting that it had not generated any surrounding secondary employment (there were no shops, cafés, gyms or similar facilities), and as such *“it felt quite isolated, cold, not even close to being completely integrated into the surrounding urban fabric – and that was the feeling I had in several sites.....they have high quality design features but don’t create spaces with high urban qualities yet”*³⁹.
17. By contrast Saint-Étienne felt that it was continuing to develop despite the 2007-8 recession partly because it had just seen the start of the large EPASE⁴⁰ (Saint-Étienne Improvements Agency) investment programme. There was also a view expressed locally that the recent recession had had less impact *“maybe because we’re in a place where the most important industrial reconversions happened between 1965 and 2000”*. It was considered locally that the Saint-Étienne economy is now much more diversified and that the initiatives supported by the new clusters, SMEs, and high technology design and technology areas (like medical textiles) has given it resilience, not least because of its proximity and growing links with Lyon. Equally important was the focus of these new industries on using design in every area of business and commerce, making it an operational tool not a conceptual proposal – *“taking the know-how that’s already here but giving it value-added”*.

Summary

18. This chapter has set out the range of flagship projects and start up clusters which have been put in place in the three cities. In each case the general theme of development links to the city’s previous industrial history focusing on re-generating the run down areas of the inner city. There are differences as well. Saint-Étienne has ensured that its main developments are well linked into the rail, air, and road networks, including an out of town development park (Métrotech), whereas Lille continues to focus on more central areas of the city. Metz and Saint-Étienne have focused on specific areas of local expertise, high-tech materials and design based technology respectively, and in each of these cases they have forged close links with local universities and research

³⁹ City Reformers Group team member

⁴⁰ Etablissement Public d’Aménagement de Saint-Étienne

establishments. Lille has a longer history of tertiary employment and continues previous links with banking and insurance. It also has taken specific steps to promote smaller and low-tech industries on a community basis, and has a much less developed strategy and links with the University sector.

19. Overall there is a clear mix of both large scale cutting edge projects with a range of associated small and medium enterprise businesses alongside. This reflects the fact that over half the businesses in the cities are under 5 years old, and the predominance of commercial businesses as the main employers in the cities. Overall these flagship projects are showing encouraging signs of growth, judging from the outcome figures set out in the tables above. There is also a question of whether this growth and change of economic direction is being shared throughout all sections and neighbourhoods of the city, which is the substance of chapter six.

Chapter Five: Rebuilding the city

Introduction

1. Each of the three cities has developed a clear strategy towards wider metropolitan and sub-regional cooperation as a means of rebuilding their local economy, and of addressing the problem of their image. The similarities, differences, successes, and continuing opportunities of these approaches are set out in this section. This includes looking at:
 - a. the use of specific programmes of city renewal and ‘image’ changing, often including cultural icons and events, to engage local residents and build a more appealing ‘offer’ for external businesses and populations;
 - b. addressing the problem of urban sprawl;
 - c. the role of metropolitan and sub-regional bodies in developing a stronger economic and infrastructural basis for growth.

City image and appeal

2. All the cities recognise that economic growth is partly driven by how attractive the city is to new businesses and potential new residents - quality of life and image are central to city renewal. This includes improving the housing, shopping, environmental, and sporting offer, as well as developing a varied skills and jobs market. It is not simply an aspect of external image. In both Lille and Saint-Étienne the importance of addressing the problem of local residents having a negative image of their city was regarded as a central challenge. For example in Saint-Étienne we were told “*This is a unique city, one of only nine UNESCO world cities of design – with major opportunities, yet the Stéphanois fail to take pride in their city*”⁴¹
3. Lille is the most active in using the LMCU metropolitan framework to develop a clear vision of how the city can be ‘renewed’ to deliver a high quality of life for existing and future residents, and address the wider image issues. Lille in particular has been particularly active in this area for some time - “*the concept of renewing the city was invented in Lille*”⁴². This process has included the publication of several consultative and visionary documents as set out in Box 4.
4. Metz has taken proactive approach to the overall image of the city with, in 2010, a programme of ‘12 Public Works’ projects to make the city more attractive, modern, and encourage resident mobility. These include housing renovations, pedestrianisation, the

⁴¹ Local city official

⁴² Thierry Baart, Director of Studies, Urban and Development Unit, LMCU

development of new cultural and leisure facilities, and the ‘greening’ of several public spaces.⁴³ . In Saint-Étienne, alongside the wider cross city programme of major urban projects which were set out in more detail in chapter four above, a specific city centre project, ‘Heart of the city’, has been put in place to improve the attractiveness of the city centre, set out in more detail in Box 5.

5. Using culture as a tool to address city renewal and image building is a major element of the approach in all three cities, as set out in Box 6. In Saint-Étienne developing iconic exhibition spaces is seen as a similar approach to the Bilbao Guggenheim museum, and an important, but not decisive, part of the image changing.⁴⁴

Box 4: Lille and LMCU city renewal plans: building a shared vision of Lille’s future

1990 Start of the Euralille project, which brought the Eurostar to Lille, with the explicit aim to put the city at the heart of the London/Paris/Brussels/Cologne/Dutch economic zone. Lille was no longer to be peripheral within France, but central to the North West European powerhouse.

2004 Lille becomes “European City of Culture” which included 2,500 events across the metropolitan area and attracted 9 million visitors. This is seen locally as providing a new and positive external image of the city, and is used locally to build cohesion within and between neighbourhoods.

2005 Publication of “A New Art of the City”, a consultative document which proposes a mix of people and activities in each neighbourhood, improving links within the city and with the wider region, and mixing new forms of urban development with restored and renovated existing infrastructure.

2006 Charter for Sustainable Urban Development, setting out three key themes – density and mix; quality and urban culture; and sustainable development

2008 “Living together in our Euro-Metropolis” manifesto which addressed the challenges of meeting residents need, especially the most disadvantaged communities; addressing the environmental and climate change challenge including in transport; becoming a European level international player; and building a new local sense of pride and identity including through culture, sports, and new technologies.

2010 “City 3000” – a set of visionary essays setting out visions of how Lille could develop in the future.

Box 5: Saint-Étienne: Heart of the city project

- Increase of city centre pedestrianized area to 75,000m²
- Development of 50km of cycle routes and hire bikes
- New bus routes through the centre
- Simplification of car routes into and out of the centre
- Redevelopment of the central Jacquard neighbourhood, with cafés, green spaces and walks, children’s play areas, a market, a sports, cultural and administrative centre

⁴³ For a fuller account of these 12 projects see <http://www.metz.fr/12travaux/pdf/mag.pdf>

⁴⁴ “We can use culture to help the city bounce back, but it’s not the only thing we can use. Bilbao’s success is due to Guggenheim, but there are other things there too” (Saint-Étienne official)

Box 6: Renewal through culture

Each city has invested in iconic cultural events or buildings, aimed at generating tourist income, attracting new businesses and residents, and improving the quality of life and integration of existing communities.

Lille: A continuing legacy of being European City of Culture 2004, is the three Maisons Folie (Extravaganza Houses) in restored industrial buildings, which provide exhibition, performance, and work spaces where local people can work with local, regional, and international artists, some of whom are in residence locally. In 2009 the Wazemmes Maison engaged 75,000 residents and 70 different artistic groups.

Metz: Metz has a very large (163ha) urban conservation area with over 100 historic buildings in its centre, as well as the Arsenal concert hall and the National Opera of Lorraine. The Metz Pompidou Centre opened in 2010, is the first French example of a decentralisation of a national museum. It houses 65,000 contemporary art works, and seeks to engage a wider public with the arts. It is an integral part of the Amphitheatre renewal area and has the explicit ambition to increase the image and thereby economic potential of Metz. The majority of the €70m funding came from Metz city, with contributions from the department, region, and state. It received 600,000 visitors in the first six months. In addition, the Salle de Musiques Actuelles, is a new 2,200m², €10.5m performance arts space including an 800 seat auditorium and rehearsal space, commissioned following an international architectural competition. It is the centrepiece of the restoration programme in the Metz-Borny neighbourhood.

Saint-Étienne The “Design Village” opened in 2010 in the restored “Manufacture” industrial site. It includes exhibition space and part of the advanced School of Art and Design. This development is an integral part of the biennial International Design Festival which attracted around 85,000 visitors in 2008. As well as research and development it aims to engage residents in understanding the value of design. In 2010 Saint-Étienne became only the second European city to be invited to join the UNESCO Creative Cities Network as a City of Design, an image changing award.

In addition, the Modern Art Museum has the second largest French collection of 17,000 20th- and 21st-century artworks, 2,300 photographs and over 1,000 objects in the industrial design collection. The collection was moved to an iconic new building on the edge of town, near the Montreynaud deprived neighbourhood, in 1987, and sponsors visits from around 15,000 school children a year

6. There is potential for conflict in consciously working to create a new image, and in both Lille and Saint-Étienne local officials told us that there are can be tensions amongst different local residents in relation to image changing activities. The self-image within Lille and Saint-Étienne can vary considerably between different communities in different parts of the city, and particularly between rich and poor areas. The more traditional, ex-industrial white working class often differ markedly in their attitudes and self-image from that of the immigrant community, which differs again from the new professional classes who have begun to arrive from other cities. Existing residents can feel that their problems are overlooked in favour of efforts to create a new culture. Thus the provision of ‘high culture’, expensive shopping, high cost and quality leisure facilities, and similar services which are aimed at a new and incoming high income group of people can be the source of disquiet.

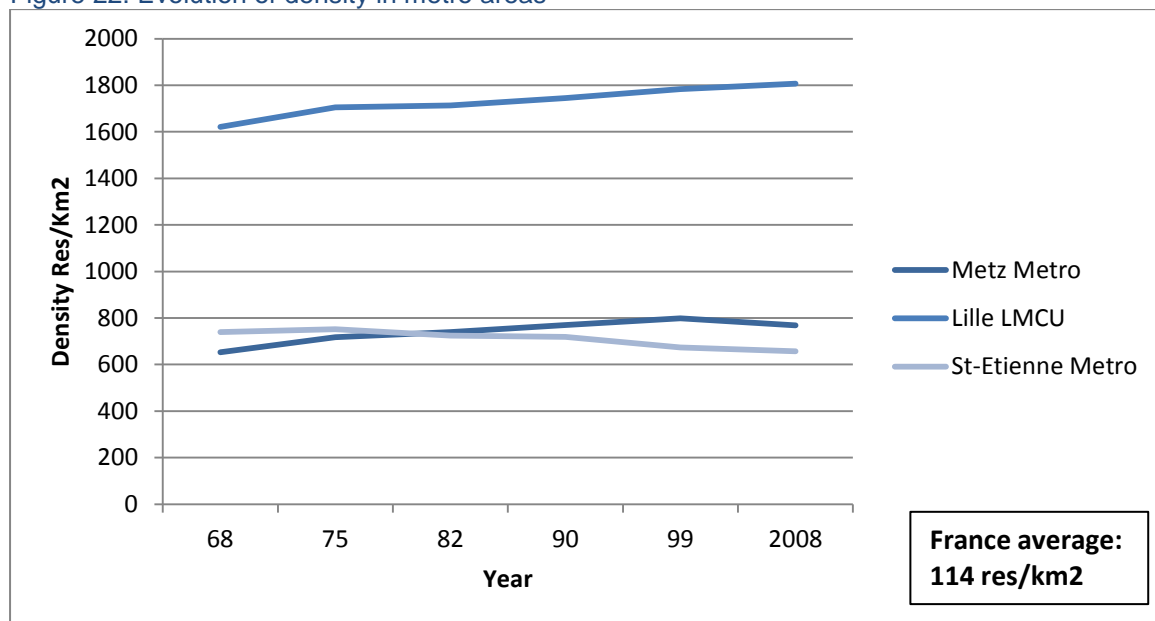
Managing urban sprawl and city density

7. Renewing post-industrial cities involves dealing with an urban infrastructure with brownfield sites which are often in key locations. Yet they can be difficult to re-use due

to high costs of demolition and removal of industrial waste and hazardous materials, poor connections to transport infrastructure, and their sometimes difficult locations in poor and run down areas of the city with poor housing and inadequate services. The environmental case for brownfield development is reasonably clear, but such developments compete with two strong opposing forces. Many businesses want greenfield developments which link directly to motorways and airline services, and also have the capacity for easy expansion and bespoke design. There is also a continuing desire of families with children to move to suburban housing.

8. The overall picture of urban sprawl and development can be seen in Figure 22 which shows a high and growing population density in Lille, compared to much lower densities in Saint-Étienne and Metz, with a declining density in St-Étienne.

Figure 22: Evolution of density in metro areas



Source: Insee 2011

9. Since the 1990s Lille has aimed to renew and rebuild the city by maintaining an urban mix of housing, shops, and offices, while deterring urban sprawl of both housing and industry on its outskirts; and imposing a minimum density on new housing. This key aim of 'density-mix' is re-iterated in the plans referred to in Figure 22, and is a particular priority for the current mayor Martine Aubry. Alongside this Lille has built effective and extensive public transport links, including the Eurostar link to the Channel Tunnel and on to Paris and Brussels; as well as new tram, bus, and metro lines. It prioritised the restoration of previously industrial inner-city derelict land, and development of new economic opportunities along the historic axes of city infrastructure. The principles of maintaining a 'dense' city through rebuilding on inner urban brownfield sites is also

reflected in the major planning policies put in place or under development (the previous ‘*Schéma Directeur*’ and current draft ‘*Schema de Cohérence Territoriale*’ or SCOT), particularly the aim to have two thirds of housing development within the existing city limits.

10. Saint-Étienne’s settlement patterns is influenced by the major exchange of commuters with Lyon, not least as the Saint-Étienne rail link feeds directly into Part Dieu in Lyon centre, which is the second biggest administrative centre in France. Around 20,000 people take advantage of the cheaper housing in St-Étienne and exploit this rail link, which forms the busiest inter-city link in France – and also supports about 10,000 commuters in the other direction.
11. In Saint-Étienne the main controls on sprawl and peripheral development are within the recently adopted (2010) land planning framework (SCOT⁴⁵). As part of this process, in February 2010, a new master planning and sustainable development plan (PADD⁴⁶), was developed with four key aims:
 - Regaining/promoting urban dynamism in the area
 - Developing economic and residential attractiveness
 - New urban development that fights sprawl by revitalizing city-centres
 - Preserving the region’s natural and agricultural spaces
12. The third plank was the subject of wide disagreement and dissent before its eventual adoption, but is now vigorously promoted by the current mayor Maurice Vincent. Some of this disagreement was around the distribution of housing developments and density requirements. Others contested the commercial development plan (the DAC⁴⁷) which limited commercial development in the metropolitan area and gave priority to the city centre – particularly contentious as some projects already in train had to be revised as a consequence of this set of changes. Others opposed the use of specific development areas, or comprehensive planning zones (ZACs⁴⁸), which were mainly restricted to existing peripheral areas already in development, and in the city centre, which again gave rise to legal battles on behalf of communes and developers who had proposals under way.
13. Metz presents a different picture, with more sprawl already evident, and with a less advanced public transport network, except within the main urban centres of Metz, and Nancy - which together with Luxembourg and Sarrebruck form the main axes of the

⁴⁵ Schema de Cohérence Territoriale’

⁴⁶ Projet d’Aménagement et de Développement Durable

⁴⁷ Document d’Aménagement Commercial

⁴⁸ Zone d’Aménagement Contrôlée

continuing suburban development. Current plans focus on improving this transportation network, and reducing traffic congestion.

14. All three cities have recently improved their public transport provision, supported by central government funding for which they competed, with a view to reducing commuter car traffic and encouraging density (see Figure 23).

Figure 23: New public transport programmes

New Public Transport	Type	Start date	Km. Provided
Lille	Rapid transport bus	2009	7
Metz	Rapid transport bus	2010	17.8
Saint-Étienne	Rapid transport bus	2011	12

Source: Cities of Lille, Metz and Saint-Étienne

Wider metropolitan governance

15. Each of the cities has taken pro-active steps to cooperate with neighbouring communes and cities across the immediate metropolitan and sub-regional areas. Figure 24 sets out arrangements at the metropolitan area level, and shows Lille's longer history of local cooperation, and the greater per capita budget involved (almost double the other cities). Lille LMCU is the fourth largest metropolitan area in France. Figure 24 also shows the similarities and differences between the main stated priorities – all focusing on economic and environmental issues in some way, with Lille particularly highlighting the European context, and aspects of participative governance and debate.

Figure 24: Metropolitan bodies

Name	Lille Métropole Communauté Urbaine	Metz Métropole	Saint-Étienne Métropole
Created (current form)	1967	2002	1995
Communes	85	40 (from 2009)	43 (from 2003)
Area (km ²)	611	277	570
Population (2008)	1,105,080	220,687	374,680
Budget	€1,656m	€179m	€310m
Budget per capita	€1,499	€811	€827

Source: Cities of Lille, Metz and Saint-Étienne information publications; Budget figures from Le Journal du Net; population ; INSEE

16. These metropolitan bodies were originally set up to stimulate more coordinated sub-regional infrastructure and economic planning, including rationalisation of local taxes so that neighbouring communes did not engage in a tax rate 'Dutch auction' to attract businesses. A primary role is therefore a wider geographic and cross-sector approach to economic planning, including the coordination of research and innovation, and the contribution of the business and university sectors through a range of linked coordinating bodies (see Chapter four). These metropolitan bodies are also coordinators of infrastructural projects such as public transport networks, waste treatment,

environmental improvements including the development of green spaces, spatial planning, the control of urban sprawl, and the development of tourism.

17. Saint-Étienne is in a different position the other two cities due to the proximity of the very powerful and dominant regional capital of Lyon. Building trust is a key element of this approach: in Saint-Étienne it was noted that “*The smaller cities were always afraid of being swallowed up by Lyon, but we realise we need to live together and not be enemies*”.⁴⁹
18. Powerful local Mayors, with strong track records in the city, and often at the national level have been a big contributing factor reconciling the different local interests and selling the vision of metropolitan government. Both Lille’s current mayor Martine Aubry, and her eminent predecessor the former Prime Minister Pierre Mauroy, had a profound impact in the development and re-development of the city. Similarly the current mayor of Saint-Étienne, Maurice Vincent, and before him Michel Theollière, have had a major influence on the direction and development of the metropolitan city renewal policies. This is in great part to France’s ‘many posts’ (*cumul de mandats*) system which allows politicians to serve in multiple roles, giving them much greater power to influence policy at many different levels of governance (national, regional, local).

Figure 25: Wider sub-regional bodies

	Lille	Metz	Saint-Étienne
Name	Lille-Kortrijk-Tournai Eurométropole	Le Sillon Lorraine	Eurométropole (or ‘G4)
Established	2008	2005	2009
Communities involved	145 French, Flemish & Waloon communities	55 communities in Metz, Nancy, Thionville & Epinal	Grand Lyon, Saint- Étienne, Porte d’Isère (& since 2010) Vienne
Population	2million	1.2million	2million
Focus	Employment, environment, culture, public services, communication	Economic cooperation, international presence, information, regional infrastructure, coordinated responses to national & European plans	Economic & international development; research & innovation, cultural sustainable planning & transport

19. In addition to metropolitan level bodies, each of the cities has also engaged formally with wider sub-regional bodies as set out in Figure 25. The wider bodies are much more recent in their creation, although the Lille Métropole has been under development for over ten years. As with the metropolitan bodies, the aim is to build wider links with surrounding cities and communities in order to build on shared strengths and infrastructure. The scope of these wider bodies can be illustrated by looking at the areas of focus and impact. Saint-Étienne was party to the joint launch of a programme of 15

⁴⁹ Saint-Étienne official

priority actions called 'Metropolitan Governance' in February 2010⁵⁰. This has four principles – voluntarism, pragmatism, innovation, and openness, as well as fifteen actions grouped under the general headings of a dynamic economy, a living and vibrant culture, sustainable and efficient transportation, and a region with several centres of high density.

Figure 26: Areas of focus and development for Sillon Lorraine (Metz)

Area of Focus	Impact
Economic Attractivity	<ul style="list-style-type: none"> - Very good geographical location: logistics sector is growing in Metz & Nancy. - Economic transition from a single-industry to a more diversified declining industrial base: developing and diversifying the industrial know-how (mechanics and material particularly), technology transfer to SMEs - Fighting the brain drain: reinforcing the link with Luxemburg to offer new career perspectives (finance, consultancy and other high added-value services). - Image: in the international markets (real estate), Metz does not exist. Only the Region has economic recognition. - Regional marketing: it has been agreed that a common identity should be constructed.
Culture	<ul style="list-style-type: none"> - Mainly articulated around the new Pompidou Museum in Metz
Transborder policy	<ul style="list-style-type: none"> - Metz is looking towards Luxemburg and Germany as a source of growth - Enabling easier cross-border movements of workers and tourists - Creating a shared multi-modal transportation interconnection (multiple locations, well connected) e.g. improving the connection between Metz' port and Luxemburg's port
Education	<ul style="list-style-type: none"> - Creation of the University of Lorraine (2012) to create synergies and have a single, and therefore easily understood offer. - One single organization (Project Campus) for a shared and co-built university offer, especially for Metz and Nancy.
Health	<ul style="list-style-type: none"> - The biggest challenge is meeting an increasing demand for health services of good quality (factor of regional attractivity). - Mercy Cluster in Metz: and developing an economy around health services and industries. - Shortage of skilled workers (a department dedicated to cancer curing of the regional hospital of Metz-Thionville was closed due to a severe shortage of qualified staff).
Information & Communication Technologies	<ul style="list-style-type: none"> - Developing optic fibre linkages between main cities, esp. between Metz & Nancy - Public investment to develop 'public' IT servers (can then be used by SME's as the initial investment would have been deterrent). - Increasing continuity of Wi-Fi services, esp. along the transportations axes
Tourism	<ul style="list-style-type: none"> - River tourism from Luxemburg to Epinal - Urban tourism (Metz is first and foremost involved with its museums such as the Pompidou Museum, culture venues such as Lorraine Opera). - Though the thick industrial history, there is a well acknowledged difficulty in developing an industry-oriented touristic offer. Locally it is asked "why is it possible in Nord Pas de Calais and not in Lorraine"?
Infrastructures	<ul style="list-style-type: none"> - Development of the river transportation for freight and touristic purposes - Transborder mobility: tackling the congestion issue (people queue on the highway that goes to Luxemburg during peak hours) which reduces the benefits of proximity, notably for Thionville and Metz - Better coordination of Lorraine's infrastructures with Luxemburg's (river facilities, regional train services). - Reinforcement of the strategic position and enhancement of the intermodal connectivity

⁵⁰Région Urbaine de Lyon 2010 *Gouvernance Métropolitaine*

20. In the case of the Metz 'Sillon Lorraine' grouping, a flavour of the approach can be gleaned from the summary in Figure 26.
21. As Figure 26 shows, Metz is trying to position itself as part of a wider cross frontier economic area. This is illustrated in Figure 27 and reflects the significant presence of cross border workers in Figure 28.
22. Lille similarly seeks to act as a key point of exchange and development at the pivotal point of the London / Paris / Randstat / Ruhr area. This is illustrated in Figure 29.

Figure 27: Metz's international position



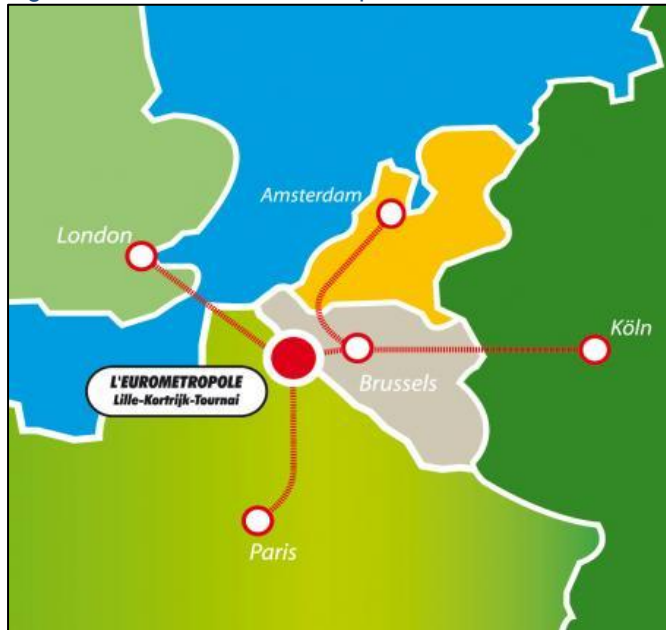
Source: Le Sillon Lorraine

Figure 28: International workers in Metz Region, 2007

	Lorraine Region	Department of Moselle (incl. Metz)
From Germany	22,464	22,192
From Belgium	4,646	100
From Luxembourg	68,606	47,672
Total	95 716	69 965

Sources : LandesarbeitsAmt Rheinland-Pfalz-Saarland – INAMI, Institut National d'Assurance Maladie Invalidité (Belgique) - Inspection générale de la sécurité sociale du Grand-Duché du Luxembourg - INSEE, Recensement de la population - Ventilation INSEE Lorraine

Figure 29: Lille's international position



Source: City of Lille information publication

Progress? – Views from the cities

23. Interviews with local players suggested that these attempts to produce an 'intense' city continue to require balance and judgement. The cities seek inner city development, but must work with what people and firms actually want. As suggested above, firms may often wish to move to bespoke greenfield sites with immediate motorway access and the ability to plan their own development (and not brownfield sites which may have a history of toxic waste and complicated restrictions on growth). Both higher skilled families moving in, and existing residents, may instinctively seek suburban houses with gardens. Making the offer sufficiently attractive, particularly when all three cities still have fairly downbeat images as post-industrial wastelands, is a real challenge.
24. There are continuing intense debates about the flexibility with which the land-use and development policies should be applied to the location of new businesses. Some officials in Lille grapple with how rigidly the policy should be applied, even if they accept that the policy may nonetheless be right in the longer term. There is a need to balance market demand with policy priorities. As noted above, in Saint-Étienne there was opposition to the more restrictive planning and building frameworks.
25. Controlling sprawl continues to be a difficulty, not least as the elected bodies in surrounding towns and villages may permit or encourage sprawl. Although housing can be restricted within the Lille metropolitan area, it is quick and easy to get to the mining villages and towns to the west and north, and even easier to get to Belgian communes, where sprawl is more welcome. Equally in Saint-Étienne there is open countryside and a plethora of opportunities for rural life within short commuting distance.

26. Delivering a denser city therefore involves changing the expectations and behaviour of both businesses and households so that they accept the necessity for a more environmentally sustainable development framework with more brownfield development and denser housing. This continues to be a real challenge – as we were told by local officials in Lille: *“It is impossible to prevent people moving out of the city. We have tried to stop urban growth, but there is such an appetite for houses and gardens that this leads to larger developments in the mining towns. It’s impossible to forbid”*.

Summary

27. This chapter has discussed the ways in which the three cities have taken action to renew and relaunch themselves as post-industrial cities. It has set out how each has moved into cooperative local arrangements with their neighbouring communes, to form a wider base for sharing services and building the economic and social offer of the city. Each has also engaged actively in sub-regional or cross frontier bodies to build their image and potential on the European and International stage. They have also undertaken explicit consultation and planning to ‘Renew the city’, particularly in the case of Lille who has produced several major documents to engage existing and potential new residents. As part of this, each city has addressed their image through public works and particularly cultural developments (seeking a ‘Bilbao Effect’) with a view to attracting new residents and businesses. Lille and Saint-Étienne are also aiming to reduce sprawl and create physically denser city neighbourhoods as part of their planning frameworks. Discussion with local players has confirmed the commitment with which these renewal programmes have been undertaken, although they have also indicated that attracting businesses and residents to denser inner city locations can be challenging.

Chapter Six: The Social Agenda of Cities

The big challenges – disadvantaged neighbourhoods

1. This chapter considers actions in each of the cities to address the physical conditions in the most deprived areas in the cities, and to improve the quality of life of residents. It looks at the main programmes in place to deliver improvements, and information on outcomes within these areas.
2. There is a national approach to identify the main priority neighbourhoods 'at risk' (ZUS⁵¹) which are singled out for special monitoring, using small area data methods which resemble the UK approach of Lower Super Output Areas, using 'Iris' areas of about 2,000 people. These zones are defined by the Law of 14 November 1996 as "characterised by the presence of large estates or run-down neighbourhoods and by significantly poor housing conditions and employment levels". These areas are subject to regular progress reports by the National Observatory for Deprived Neighbourhoods (ONZUS⁵²). There are five main axes of the policy –
 - housing and quality of life;
 - economic development and access to jobs;
 - prevention of delinquency and promoting citizenship;
 - educational achievement and equality of opportunity; and
 - preventative health measures and access to healthcare.
3. ONZUS reports on of over 30 separate programmes within the overall scope of the approach, which will provided over €5.5bn of available funding in 2011. Some key data for each of the cities is included below, although in this report we are primarily looking at issues from the ground up.
4. Figure 30 sets out the proportion of residents in these at risk neighbourhoods, and those in areas covered by related improvement programmes, as well as those covered by the Urban Social Cohesion Contracts (CUCS⁵³) programme which funds local contracts to address deprivation (mainly in the ZUS).
5. Almost one in four residents in the Lille Metropolitan Authority is within an area which receives state funding from the main CUCS deprivation programme, as commented on by a Lille official "*in other cities, Roubaix for example, the social divisions are less evident – but that is because the entire city is in difficulty, and there are no good neighbourhoods.*"

⁵¹ Zone Urbaine Sensible

⁵² Observatoire National des Zones Urbaine Sensibles

⁵³ Contrats Urbain de Cohésion Sociale

Figure 30: Residents in deprived areas and Urban Social Cohesion Contracts (CUCS) programme funded areas

	Residents in deprived neighbourhood (%)	Residents in CUCS improvement area (%)
Lille LMCU	18.6	40.8
Metz Metro	8.6	11.2
Saint-Étienne Metro	6.5	27.2
All cities receiving deprivation funds	11.8	23.3

Source ONZUS, 2010

6. The proportion of residents in areas deemed at risk in Metz and Saint-Étienne are lower than average for cities included within ONZUS monitoring, although the programmes cover a wider range of local residents in Saint-Étienne.
7. Each of the cities delivering targeted programmes and policies locally are seeking to deliver a better social mix and an improved quality of life for residents in the most deprived neighbourhoods. These areas include a mix of inner city, more traditional housing, as well as peripheral system-built housing. None of the estates demonstrate the scale or concentration of deprivation, nor the extent of physical isolation from the city centre, that characterises some of the worst peripheral estates in the larger French cities such as Paris, Lyon or Marseilles. Nevertheless given the scale of the cities in our studies, exclusion within deprived neighbourhoods remains a considerable challenge.
8. These difficult estates were the focus for serious riots in Lille and Saint-Étienne during the November 2005 disturbances. These followed major riots in Lyon in 1977, and in various locations in France during the 1990s, followed by further significant disturbances prior to and during the November 2005 state of emergency which was declared to curb persistent rioting taking place over three weeks throughout estates in France. Local agents in Saint-Étienne were very conscious of these recent problems and were concerned that the anticipated levels of cuts to national grant funding for estate renovation may increase tensions and the risk of possible unrest.

Major programmes

9. Box 7 shows the major neighbourhood improvement programmes. Speed is seen locally as a key element of these programmes. The creation of the delivery body EPASE⁵⁴ in Saint-Étienne was described as follows: *“mid 2000 the state saw that reconversion had been going on too long – the last mine had closed 40 years previously. It decided to create EPASE to give the city the tools to move the reconversion to success, accelerating the process”*.

⁵⁴ Etablissement Public d'Aménagement de Saint-Étienne

10. In each of the cities these programmes were subject to extensive local engagement and consultation. They included clauses obliging contractors to provide skills training to local residents and a minimum employment rate of local people (usually 5%).
11. In Lille there is a clear commitment of engagement with residents, on the principle “*at each stage of each proposed operation to put in place a process seeking the advice, co-operation, contribution...to gain added value, economic value, social value, cultural value...through dialogue, information, consultation,mobilising all the means of participative democratic dialogue.*”⁵⁵ In concrete terms this means a range of opportunities for partnership between residents and planners – including regular meeting between elected representatives and local resident organisations (*‘conseil communal de concertation’*) or local committees to consider specific issues, neighbourhood councils (*conseils de quartier*) and local elected young people’s committees . There are also regular citizen forums and workshops, and the combined evidence and information from these meetings is systematically fed back to the main planning and decision making forums, and outcomes reported back.
12. An understanding of these programmes can be better obtained by a more detailed examination of two specific projects, the Lille South estate in Lille, and Montreynaud estate in Saint-Étienne as shown in Boxes 8 and 9.

Box 7: Major neighbourhood improvement projects

Lille

- A budget of €482m
- Rapid progress in bringing to fruition within 6 years a programme that would normally have taken 10 to 15, managed by the City of Lille
- 3,400 new homes, of which 1,100 are to be social housing (replacing 750 homes demolished) ; 900 private rented, and 560 for owner occupation
- Internal improvement for 4,500 further homes
- A further 400 new homes and 900 renovated homes for the private sector

Metz

- A budget of €60m
- Delivery over five years till 2011, managed by the Metz development agency (CA2M) on behalf of the communes in the metropolitan area
- Planned improvement of 3,000 homes in five priority areas – 45% of Metz low income households live in these areas.

Saint-Étienne

- A budget of €333m
- Delivery over 7 years (till 2012) driven by a specially created public regeneration delivery body EPASE⁵⁶. Two programmes in system built estates, and two programmes in areas of run down city centre traditional housing.
- 1016 demolitions and replacement by 1051 new social rented units.
- 4,000 homes to be rehabilitated.
- By end of 2010 2,000 new homes delivered, and three quarters of the budget committed

⁵⁵ Ville de Lille 2005 Un Nouvel Art de Ville p312

⁵⁶ Etablissement Public d'Aménagement de Saint-Étienne

Box 8: The Lille South Estate Project

- Biggest estate in Lille, with 9% of the city population, 20,000 residents
- Social housing makes up 72% of buildings, built 1954-1982 with no overall estate development and services plan. “Les Biscotte” blocks demolished in 1989.
- Initial letting included to North African new immigrant industrial workers in about half the cases.
- Separated from the city by the railway, motorway, and a 20ha cemetery which divides one section of the estate from the rest.
- City of Lille produced a history, including photos and interviews with long term residents, in 2010 as part of the programme to engage residents⁵⁷

Programme Aims

- 480 demolitions, 1,600 renovations, ‘residentialisation’ of 2,600 homes (essentially works to create private spaces and engender ownership and security); 1,740 new homes including 40% private rented, 35% owner occupied, and 25% social rented, with the aim of generating greater tenure mix.
- Creation of new green spaces, walking and cycling routes, wider pavements, a 4ha urban park.
- New provision or renovation of public facilities including schools, the swimming pool, a centre for young workers, social centres and multi-purpose halls.
- Agreement for a new tramway link by 2017
- Work provided through the contracts for 262 people (90% from the estate) totalling 200,000 hours

Box 9: The Montreynaud Estate Project, Saint-Étienne

- Became the ‘8th hill’ on which Saint-Étienne was built in the 1960s, and opens out onto the plain to the north, and the motorway
- 12,500 residents, 3,668 homes, 56% social housing, 31% unemployment
- 10 minutes from the city centre, but at edge of city and up steep hill

Programme Aims and achievements

- Demolition of 342 social housing and 90 co-ownership units. Rehabilitation of 450 social housing and 625 co-ownership units, new build of 50 social housing and 190 private housing units
- Improvement of public spaces including main (switchback) road, Montreynaud Park, central square, public spaces around blocks to create private gardens, new walking and cycling routes, provision of an eco-park space, and improvements to green spaces surrounding the estate as a whole.
- New commercial centre “Eparica”; 3,200m² of offices including 1,400m² for workshops at “Grand Ourse” eco-standard activity space. 2,140m² of commercial space including 1,400m² for offices at “Green Space”; 75 units of 450m² each for mixed use at “912 rue de Molina”
- Business Startup Support Centre and Business Zone (ZFU⁵⁸) with individual support packages, shared services, links in to supporting professionals, business space and offices. 394 businesses in 2010, 1,530 jobs, 11% growth 2009-10, 25% firms with 3-9 jobs, 10% with 10-100
- Work provided through the contracts for 128 people, with 90,000 hours throughout all the city priority areas

Excluded groups and estates in the case study cities

13. Areas targeted for assistance are generally made up of ex-industrial workers, including different waves of French rural workers, interwar European immigrants, and post war North African immigrants. However in all areas there is an absence of ethnic monitoring data. There is little new that can be said about this well established French policy which does not collect ethnic data in order to uphold the republican ideal of egalitarianism. The

⁵⁷ Ville de Lille 2010a

⁵⁸ Zone Franche Urbaine

main available figures related to 'immigrants' for which the available figures for each metro area are shown in Figure 31.

Figure 31: Immigrant populations in metro areas (%).

Lille LMCU	4.8
Metz Metro	8
St-Étienne Metro	5.7
France	8.4

Source: INSEE

14. It is likely that the figures for immigrants include many cross border migrants from neighbouring EU countries (e.g. from Germany in the case of Metz) and do not include second generation residents who are from non-French ethnic backgrounds. Local officials were willing to talk in terms of differences in neighbourhoods, and specific issues which impacted on opportunities for employment and the cohesion of the neighbourhood, but seemed unconcerned with the lack of reliable ethnic data. Problems often involved young people from neighbourhoods with a high presence of families from certain ethnicities, but no systematic information was collected to reflect this.

Has exclusion decreased?

15. The wider question is whether beyond the delivery of these programmes there is an improvement in the opportunities and quality of life on the estates in the study; and these changes can continue through a worsening recession and fiscal crisis? The national picture, presented by the national observatory⁵⁹, suggests a widening in the gap between the most deprived areas and other parts of the city, with two and a half times more households living below the poverty line in poor areas and an increasing gap in terms of obesity and poor health. The most pressing concern for residents in deprived areas is delinquency (albeit a reducing problem), whereas in more affluent areas traffic is the main concern.
16. Between 1999 and 2006, there was an increasing gap in employment rates and the rate of post school qualifications between poorer areas compared with the wider metropolitan area. There was also a growing gap between improvements for women and worsening outcomes for men in two of the cities.
17. In 2006, the Lille Metropolitan Authority had a 14% greater rate of unemployment for men in the most deprived areas (those designated ZUSs⁶⁰) compared to the other neighbourhoods, and a similar difference for women (15%).

⁵⁹ ONZUS 2010

⁶⁰ Zone Urbaine Sensible (Deprived Neighbourhood)

18. The rate at which residents gained post school leaving certificate qualifications increased (between 1999 and 2006) in the deprived neighbourhoods at only half the rate it did across the area as a whole. In the deprived neighbourhoods there was also a 7% increase in the incidence of single parent households. It would seem, therefore, that even though the period examined in those figures was one of growth, nevertheless the gap between the poorest areas and the metropolitan area as a whole was increasing. These figures cover the LMCU area, and the local view expressed to us is that this pattern of worsening outcomes in the deprived neighbourhoods was likely to have accelerated in the crisis of 2008-9.
19. In Saint-Étienne the overall picture for 1999-2006 was that the rising employment rate in the metropolitan area as a whole had brought down unemployment to where it had been in 1990, and in fact there was no real change in the relative unemployment in the worst areas – although if disaggregated between men and women an increase in male unemployment was made up for by a reduction in the rate for women. In parallel the number of women in the deprived areas who gained additional qualifications was greater than men, though again this was slightly lower than the average for the area as a whole.
20. In Metz there was a similar picture of employment levels returning to the 1990 level by 2006, and equally a reduction in female unemployment in the deprived area matched by an increase in male worklessness. Again there was a similar phenomenon in respect of post school qualifications where the rises was less marked in the poorer areas, and considerably lower for men. Metz does, however, have a significant level of degree level qualified residents in the area as a whole (28%).
21. Looking at the relationship between these works and skills building, in Lille we were told that where works stopped, there was much less active work with residents, and no opportunities for skills building. *“Bringing actions which have the depth and duration needed to tackle low skills for this group is difficult and can only be done at City level. But it also needs more solidarity between the different communities, to avoid going back to silo mentalities – mixed activities and investment. These programmes brought this, but we need to do more of it⁶¹”*. This was becoming more difficult with the recession, however. Local agents have noted that not only were local firms less able to provide jobs, but also the more middle class areas feeling the pinch and threat of recession, and therefore less likely to feel ‘solidarity’ with the worse off neighbourhoods.#

⁶¹ City of Lille Improvements works official

Summary

22. This chapter has described details of the extensive programmes to rehabilitate the most run down estates in the cities including their aims, costs, and overall shape, ranging from €480m in Lille to treat over 10,000 homes to €60m in Metz to treat 3,000 homes. The scale of the problems is very different between Lille metropolitan area where almost one in five residents lives in an area officially classed as 'at risk', to Saint-Étienne where perhaps surprisingly only 6.5% of neighbourhoods meet this official definition, although 27% of the residents in the city live in areas covered by nationally funded Urban Social Cohesion Contracts (CUCS⁶²). Demolition, rehabilitation, the construction of owner occupied homes to provide a better social mix, and environmental improvements were elements of the programmes. A more detailed look at two of the estates indicated the extent of efforts works to support employment and business creation, particularly in the Montreynaud estate in Saint-Étienne.
23. Overall these programmes were progressing according to plan and on the ground clear improvements were visible. Local agents were enthusiastic and active, though two comments were common . First, that the improvements were still 'fragile' in that the progress made could be easily reversed by a slowdown in the pace of improvement work or a further downturn in the economy. Second, there was a clear view that the process needed to continue to cover the remaining untreated areas of disadvantage, for which public sector investment at similar levels would be required.
24. However, the wider picture is more mixed. Detailed figures from the national observatory of deprivation suggest that the gap between the rich and poor neighbourhoods is not closing, perhaps because of the types of economic progress and initiatives taken elsewhere in the city. Absolute figures suggest an improvement in the overall levels of employment and skills between 1999 and 2006 – but in terms of differential progress, these neighbourhoods still seem to be disproportionately disadvantaged.

⁶² Contrats Urbain de Cohésion Sociale

Chapter Seven: Developing and delivering the Climate Change agenda

A new green economy?

1. Green economy activities, according to OECD⁶³ and Eurostat, are those which produce goods and services able to measure, prevent, limit, or correct environmental impacts such as pollution of the air, water or land; as well as problems, linked to noise, waste, and ecosystems. The main French legislative framework is the 'Grenelle of the Environment'⁶⁴ (see Box 10).

Box 10: French climate change legislation

National Aims – by 2050

- 25% reduction in greenhouse gasses
- 23% of energy from renewable sources

Areas of Action

Building construction and insulation; energy generation and conservation; transport; biodiversity; waste; agriculture; information provision and training

Costs

€450Bn to 2050, equally divided between public, private and household expenditure. Transport estimated to require 22% of expenditure, buildings 47%

2. The definition of green growth offered by the Ecology Ministry⁶⁵ is “the growth of new technologies and new services which will enable us to adopt modes of living, of consuming, and of producing which are less wasteful in terms of natural resources, and emit less greenhouse gases”.
3. This covers:
 - standards for housing insulation and heating,
 - better public transport and lower vehicle emissions,
 - the development of renewable energy to provide 20% of supply,
 - a reduction in energy use of 20% by 2020,
 - air quality and environmental health provisions including waste disposal,
 - an increase in the use of organic farming, and
 - the creation of local 'green networks' linking sites with a range of local diverse plants and animals.

⁶³ Set out in, for example, OECD 2011a

⁶⁴ Grenelle 1 was passed on 3 August 2009, and Grenelle 2 on 12 July 2010.

⁶⁵ MEDDTL 2010

4. There is an obligation on public bodies to take steps to deliver these measures in their area, including engaging their residents directly in the process of reducing energy consumption and addressing key environmental issues.
5. There are three reasons in which this is important for our case study cities. First, we need to look at how they engage with the new requirements (which come fully into play in 2012); and the wider agenda of delivering climate change reductions. Much of this is done through the 'Agenda 21' programme, which is delivered by a set of local programmes but loosely coordinated by a National Observatory of Local Agenda 21 Actions. Secondly, action on the green agenda overlaps with economic development – new jobs in the 'green economy'. Thirdly the green agenda overlaps with social cohesion activities to address deprivation, not least since the impact of higher fuel costs will be disproportionate on poorer households. There is also a need to consider how and whether to provide subsidies for the capital costs to provide insulation to social housing, and to insulate the homes of poor owner occupiers.
6. These changes provide a huge opportunity for the development of new technologies and industries, including energy generation, new manufacturing materials and processes, jobs in industries such as building insulation, public transportation, the development of new forms of urban design, agriculture, and alongside this the opportunity to develop world class and internationally successful businesses. France, and Europe, have the opportunity to develop leading edge technologies to be used within the domestic market to undertake the extensive environmental works needed for greener buildings, transport, energy generation and other areas. There are also opportunities to export expertise, services, and green goods to other parts of the world. Innovation and new technical solutions are central to this, and support and encouragement for small local enterprises is crucial to making progress. These small and medium enterprises have an approach which is flexible, capable of engaging a wide range of partners including universities and research bodies, able to respond quickly to new markets, and quick to grow. As such they are likely to be a more prevalent model in the recovery than more traditional large scale, and declining, industries.

Action in the cities

7. The Lille Charter of Sustainable City Renewal has a consultative and citizen focused approach to address the challenges of the green agenda: "The issue is perhaps less to create eco-neighbourhoods than to help the emergence of eco-residents or eco-citizens"⁶⁶. Lille (and the LMCU) is furthest amongst the three cities in delivering the

⁶⁶ LMCU 2005, *Charter of Sustainable City Renewal – 2015*, Lille p8

climate change agenda. It has been part of the UN's 'Agenda 21' agenda for the last ten years, including its first Agenda 21 programme of local action 2001-2008 agreed in 2000 after a period of local consultation and discussion. This was followed by an updated strategy for 2006-10 in February 2006⁶⁷. The current Agenda 21 for 2010-2014 was passed in March 2010. It has subsequently published an ambitious and detailed catalogue of detailed actions around these programmes⁶⁸, and a short summary highlighting the 180 projects and 500 specific actions ('Sustainable Development in Action'⁶⁹).

8. In 2010, following extensive consultation during 2008-2009, LMCU published a summary of changes needed to existing and new neighbourhoods, under the general heading of 'Eco-neighbourhoods'⁷⁰. It also published a further update on progress⁷¹, which provides illustrated examples of projects and interviews with local people who are involved. Lille is about to set up a specific 'Green Renovation Centre' (*Maison de l'habitat d'habitable*) to assist citizens and businesses locally in understanding what they can do to reduce emissions through building insulation.
9. Lille has received a range of awards for its green activities including 'The planet says thanks' government award in 2001, an Environment Magazine prize for Green local authorities in 2002, and Energy Award from the European Association of Local Authorities in 2006.
10. Lille was also host city for a national workshop around new forms of inequality, promoting social cohesion within the context of sustainable development. This was held in 2010, under the auspices of the National Observatory for Local Agenda 21 Projects, as part of their mission to identify and promote emerging good practice.
11. The range of projects which are being developed and supported under this set of Lille policies is set out in Box 11.
12. Saint-Étienne first engaged with Agenda 21 in 2002, leading to the 2007-09 plan. The current version is for '68 Actions during 2010-2014', following discussions and public debate initiated in 2008, with a budget of €23m, and the main current priority areas and actions are set out in Figure 43. A web-site has also been developed where families can sign up to be a 'Positive Energy Families' (Box 12).

⁶⁷ LMCU 2006, Agenda 21 available at http://lillemetropole.fr/gallery_files/site/70090/124264.pdf

⁶⁸ City of Lille 2010, *Agenda 21 : Lillois Fiches – Projets 29 Mars 2010*

⁶⁹ City of Lille 2007, which can be found at http://mediatheque.mairie-lille.fr/lille/fr/Vie_economique/Developpement_durable/DD_en_action.pdf?42361212112011=

⁷⁰ LMCU 2010, *Charte des éco-quartiers* » available at http://www.lillemetropole.fr/gallery_files/site/152337/169050.pdf

⁷¹ City of Lille 2010, *Sustainable Lille*. This update is in the context of the 2010-14 plan and available at http://mediatheque.mairie-lille.fr/lille/fr/Cadre_de_vie/developpement-durable/Revue%20enti%E8re%20en%20double-pages.pdf

Box 11: Lille Agenda 21 – main themes for action, 2010-14

Modes of production and consumption: City policies on green purchasing; better management of waste; promotion of recycling, locally grown food in schools, new businesses for producing green goods; public information and education activities.

Energy and climate plan: reduction of energy use in all City facilities including social housing units (to save up to 45,000 tonnes of CO₂p.a.); reduction of energy use for public lighting and heating (36% reduction for lighting in 5 years to 2009); actions to reduce fuel poverty and the impact of climate change on the most excluded citizens; production of a thermal map of the city to identify hotspots, and engage public awareness.

Health and sustainable development A new aspect of the 2010-14 plan involving health improvements to nutrition and health, particularly in disadvantaged neighbourhoods, including 50% organic products in schools, reduction of CMR (carcinogenic and poisonous) substances; employment health, improvements in air quality.

Sustainable city and housing: Engender a collective and dynamic identity; good quality of life for all in all neighbourhoods; reduction in social inequalities and environmental degradation. This includes the development of 7 “eco-neighbourhoods”; higher thermal and eco-performance through renovations and in new build; grants for insulation works, solar cell installation, surface water collection and related works; non-polluting public transport, and support for cycling; considerable investment in public information and support including guides, training, supporting small eco-businesses; and individual support including the new “Green Centre”; and a new strategy for the management of water.

Culture: Supporting all forms and diversities of culture; improving the quality of cultural education and facilities; ensuring cultural events are eco-proofed; organising events to promote and engage residents in climate change including training 120 activists and holding regular social events (“Dances at Fives”).

Biodiversity: Development and protection of green spaces, an inventory of biodiversity, community gardens, reduction of pesticides, promoting bee habitats, climbing plants on walls and plant and insect rich city ditches.

Box 12: Saint-Étienne Agenda 21 – main themes for action, 2010-2014

Urbanisation and Sustainable Development: Using the SCOT (land planning) and PLU (housing planning), and ZAC (commercial development) frameworks to deliver dense urban development and avoid sprawl; support this with four green ecological corridors, and cycle routes. As part of this agree and implement, through a local joint working group, high environmental quality standards for renovation and new developments, together with training for project managers. Finally, identify and promote opportunities for renewable energy developments, including wood.

Public Transport and mobility This accounts for 32% of emissions, with 65% of journeys in private cars. Actions include a radical rethink in each community of alternative transport (walking routes, cycle routes, school “walking buses” (organised groups of pupils walking to school); improvement of public transport including better transfers, a new tram, more frequent services; and a coordination project to reduce the green footprint of goods transportation

Housing and buildings: - 28% of local emissions. Identify a priority list of 1950-70 buildings for action; work with owners to build awareness of the issue and available options to act, including some financial support; training for skilled workers and supervisors in energy efficient skills; construction of 500 new high environmental standard social housing units a year.

Innovation and a green economy: Development of “industrial ecology” and green business centres; Identification of firms developing energy efficiency products and processes, including the investment of €1.4m; work to identify and improve energy inefficient city and private buildings.

Agriculture and forests: (38% of the metropolitan area is agricultural land and 20% forests). Promote organic farming, improve use of renewable energy and energy management in agriculture; reduce delivery distances; promote the use of local wood for construction

Waste Management: Reduce the production of waste, including by encouraging the one third of organic waste to be composted by residents; open new waste processing areas; reduce the footprint of waste collection; and use waste products to power more buses.

13. Progress in Metz is more recent. The initial evaluation work was commissioned in 2008, leading to an Agenda 21 plan. Following an evaluation in 2010, a new plan of action was put in place in 2011 (see Box 14).

Box 13: Saint-Étienne's 'Green Family Challenge'

Aim: To involve local residents in energy saving activities

Approach: Each "team" must recruit several other team members (family, neighbours, friends or others) and nominate a team leader. They must reduce energy consumption by at least 8%, and compete against other teams in the group over a 5 month period (1/12/11 to 30/4/12 for the current round of the contest).

Support: Each team has advice and support from 'Héliose', the Loire based independent partnership agency supporting green energy measures in the Region

Outcomes The winning team is awarded a prize, but the previous contest indicated savings of €200 on average, so there is a direct financial incentive built in.

Box 14: Metz Agenda 21 – main themes for action

Housing and Urban Infrastructure: Development of new eco-neighbourhoods; construction of high quality environmental new housing including surface water networks and cycle routes

Transport: New bus routes and less polluting buses; 20kph and 30kph reduced speed zones, and better cycle route links between the centre and neighbourhoods

Energy: Programme of works for public buildings including the City Technical Centre and Lothaire Swimming Pool saving 79 tonnes of CO₂ a year, as initial projects

Biodiversity and resources: Water mains repairs saving 1 billion litres per year; restoration work to 50% of green embankments and streams

Social Actions: "Growing old together" certification involving older people in the green agenda.

New Agenda 21 and Climate plan to be in place by the end of 2011

Green innovation

14. In its 2010 overview report⁷², Lille quotes estimate that addressing the Grenelle⁷³ provisions will represent 20% of the construction industry activities. This is not necessarily new jobs, but retraining and skills development. To address this locally, LMCU is working with the local employment offices (*Maisons de l'emploi*) to anticipate needs, stimulate training, and manage the market for jobs.

15. LMCU also part funds a centre in the neighbouring town of Lens which brings together environmental and business expertise as a 'one stop shop' for environmental projects (called CD2E). It is one of the biggest centres of this type in France providing 8,000 recycling jobs, and expects 100,000 homes to be rehabilitated to eco-standards in the context of the Regional plan.

16. At a national level the development of skills is crucial in building insulation and delivering new forms of energy creation, green transportation, waste and water disposal. The International Environment and Development Research Centre has estimated that in the

⁷² City of Lille 2010 *Lille Durable* p13

⁷³ French climate change law – see Box 10

Ile de France region alone between 11,000 and 43,000 jobs could be created in the building insulation sector alone over the period until 2020⁷⁴, as a result of greater regulation. It also requires the creation of new certified courses. The OECD⁷⁵ has noted that France is in eighth position in relation to 'green patents' in the period 2005-7, although almost half of these are in relation to transport technologies and only 3.3% for building efficiency. Cities can be key players in developing job opportunities and the parallel skills development.

17. Germany has both a higher set of technical standards and overall achievement of high energy savings, and a much more developed system of loan funding. Similarly in the UK there are moves to provide a 'Green Deal' with clear technical standards as well as a commitment to quality monitoring and consumer protection, both of which will help promote appropriate training.

Protecting the green environment

18. These city renewal initiatives are intended to address the new 'green economy' agenda in a number of ways.
19. Firstly, particularly in Lille and Saint-Étienne, the location and construction of new developments is intended to re-create a set of industries which avoid the previous approach of urban sprawl. Lille has set this out in clear policy statements on a denser, mixed city. Saint-Étienne is using planning controls to focus development in specific areas, and undertaking considerable redevelopment of its previous industrial sites and city centre to bring businesses and enterprise back to the existing city infrastructure. All three cities are investing in public transport and environmental works to support this. This extends to the design and construction of the new office and industrial units to higher environmental standards (such as in the Euratechnologies development in Lille or 'Eco-cité 128' in Metz).
20. Secondly each city has chosen to pursue specific developments and innovations to address the environmental agenda. Amongst the flagship projects above several stand out as leaders in developing a green economic sector (see Box 15).

⁷⁴ CIRED 2010

⁷⁵ OECD 2011

Box 15: Developing the Green Economy – Examples

Lille

- I-Trans⁷⁶ – innovative approaches to green transport
- MAUD⁷⁷ – innovative green chemicals and materials
- Regional leader in recycling, soil treatment, and waste-to-energy schemes
- Inland ports intelligent exchange project to reduce carbon footprint of goods exchange

Metz

- IRT M2P⁷⁸ – ‘Grenelle⁷⁹ of the East’ for materials research to mitigate climate change
- ULCOS – Ultra low CO₂ steel making initiative
- Fibres Naturelles – developing new materials using natural fibres

Saint-Étienne

- City of Design – design solutions to address sustainability
- Loire Numérique – ICT solutions for less resource intensive joint projects
- CIRIDD – international innovation centre for sustainable development

Involving communities

21. The climate agenda is likely to impact more severely on poorer households in deprived neighbourhoods due to the rising cost of oil and gas increasing energy costs, and measures to reduce consumption. Research in the UK on fuel poverty⁸⁰ and on the potentially regressive effects of current UK climate mitigation policies⁸¹ illustrate that in general poor households are disproportionately hit by increasing energy prices. Reducing consumption is problematic as poor owner occupiers may well not be able to afford the capital works to improve their home insulation. Equally thermal insulation improvements in the rented sector require capital investment, and if landlords are to benefit from their investment this would almost certainly increase rents. Expected savings in energy consumption to pay for such increases may not be realised if poor households currently occupy cold homes to keep current bills low, and expect greater warmth in exchange for higher rents.
22. In parallel, preliminary papers for the Lille workshop of the National Agenda 21 Observatory⁸² suggests “*Agenda 21, a new and compelling tool for a shared vision, constitutes a means of supporting people to make changes supporting sustainable development*”. This is reflected in Lille’s Eco-Neighbourhoods Charter which stresses the

⁷⁶ International centre for ground transport systems – see box 1

⁷⁷ Matériaux et Applications pour une Utilisation Durable (Materials and Applications for a Sustainable Use)

⁷⁸ Institut de recherche technologique métallurgie, matériaux et procédés (Institute for Research in Metals, Materials and Processes)

⁷⁹ French climate change law – see Box 10

⁸⁰ Eg Hills 2011

⁸¹ Eg Gough I, et al 2011; CASE Paper 152

⁸² Introductory Note to Workshop 6, October 2010, available at http://observatoire-territoires-durables.org/IMG/pdf/OBS_atelier6_Note_d_introduction_cohesion_sociale_oct10-2.pdf

importance of participation and exchange, to ensure longer term behaviour change which is essential to realise the intended benefits of the work⁸³ (see Box 16).

Box 16: Engaging citizens in eco-neighbourhoods – LMCU

Main Vehicle for participation: a flexible “Project Forum” which changes as the various stages of work to reduce the carbon footprint and improve the environmental standards of a neighbourhood unfold.

Development phase: Involving residents, local groups, local elected members, landlords, local employers and firms, architects and developers, universities and colleges, and people from neighbouring areas. The aim is to understand the needs and local context, then agree the way forward and specification of the changes.

Delivery phase: The forum has a physical presence on the estate to work with the residents and the contractors to improve the communications and day to day management of the works.

Long term post works: The forum continues its work with additional events and campaigns, some of a more social nature, aimed at:

- Basic information about the neighbourhood and its development aims
- Specific information and persuasion around green behaviour and sustainable practices (public transport, energy management at home, disposal of waste, use of water)
- Inter-generational support
- Tenants groups
- Residents groups and integration of new residents
- Possible further action to stimulate self-build projects for further improvements, or wider green initiatives in neighbouring areas

Information provision: Extensive and detailed guidance to residents and landlords on doing improvements available at http://www.mairie-lille.fr/fr/Urbanisme_et_logement/se-loger/faire-travaux-chez-soi

23. This is the type of planning and prioritising can be seen both in Lille’s heat maps of properties and Saint-Étienne’s priority ordering of properties for insulation improvement works. Persuading landlords, tenants, owner occupiers and business owners that they should invest in the type of insulation and environmental works which are necessary to deliver the Grenelle⁸⁴ agenda is difficult. The steps taken in Lille and Saint-Étienne can form the basis for priority actions to consider more economical street, or block level, contracts (where all properties are dealt with under one programme), or specific large contracts focusing efficiently on specific types of property or portfolios owned by multiple owners.

24. Reducing costs is a key driver of action, but increasing awareness and acceptance of the need to act is crucial and likely to be extremely difficult. The final details of legislation to force owners to reduce the thermal footprint of their buildings (including particularly shops and offices) remains to be seen. Cities will be major players in disseminating the message and ensuring progress is made. However, none of the cities yet has a detailed plan of how to achieve this, nor adequate mechanisms to make the plan happen,

⁸³ LMCU 2010 *Eco-neighbourhoods Charter* p22

⁸⁴ French climate change law – see Box 10

although Lille is probably furthest ahead. Preparing these plans, in close collaboration with local residents and owners, is the next step.

Summary

25. This chapter has considered how each city approached the Grenelle⁸⁵ agenda through Agenda 21 local programme and related activities. They share common themes – urban planning restraints to densify the city, a focus on transportation including public transport and cycling; actions to identify priority buildings for insulation; means to engage the public in understanding and participating in the green agenda; and a focus on improvements to public buildings and facilities like swimming pools or market and commercial spaces.
26. The cities, Lille in particular, make links between engagement in the green agenda, addressing social solidarity and tackling deprivation. Developing new green skills is an important aspect of training and employment initiatives, although the national standards for Grenelle works currently being put in place will provide a further stimulus to this, once finalised. Engaging local residents in works to develop ‘eco-neighbourhoods’ involves many of the same approaches to consultation and resident involvement as used in the major renovation projects described in Chapter 6. Lille’s approach to eco-neighbourhoods also recognises the need for long term investment in developing ‘eco-citizens’ rather than just doing eco-works programmes. Unless citizens change their behaviour in relation to energy use, waste disposal, chosen means of transport, installing insulation etc, the expected savings will not be achieved.
27. Finally there are initial steps being taken to frame a more systematic approach to building insulation and a programme of works. It is not clear whether the programme can deliver the 20% reduction in CO₂ emissions by 2020 that French cities are expected to achieve. Nor is it clear that any city has fully addressed the issue of subsidising owners who lack the means to undertake the work, although grants and loans are available in Lille. Nevertheless the overall picture is one of engagement, and commitment, albeit incomplete and with insufficient analysis and planning to deliver progress to meet the targets.

⁸⁵ French climate change law – see Box 10

Chapter Eight: Major programmes and the Financial Crisis

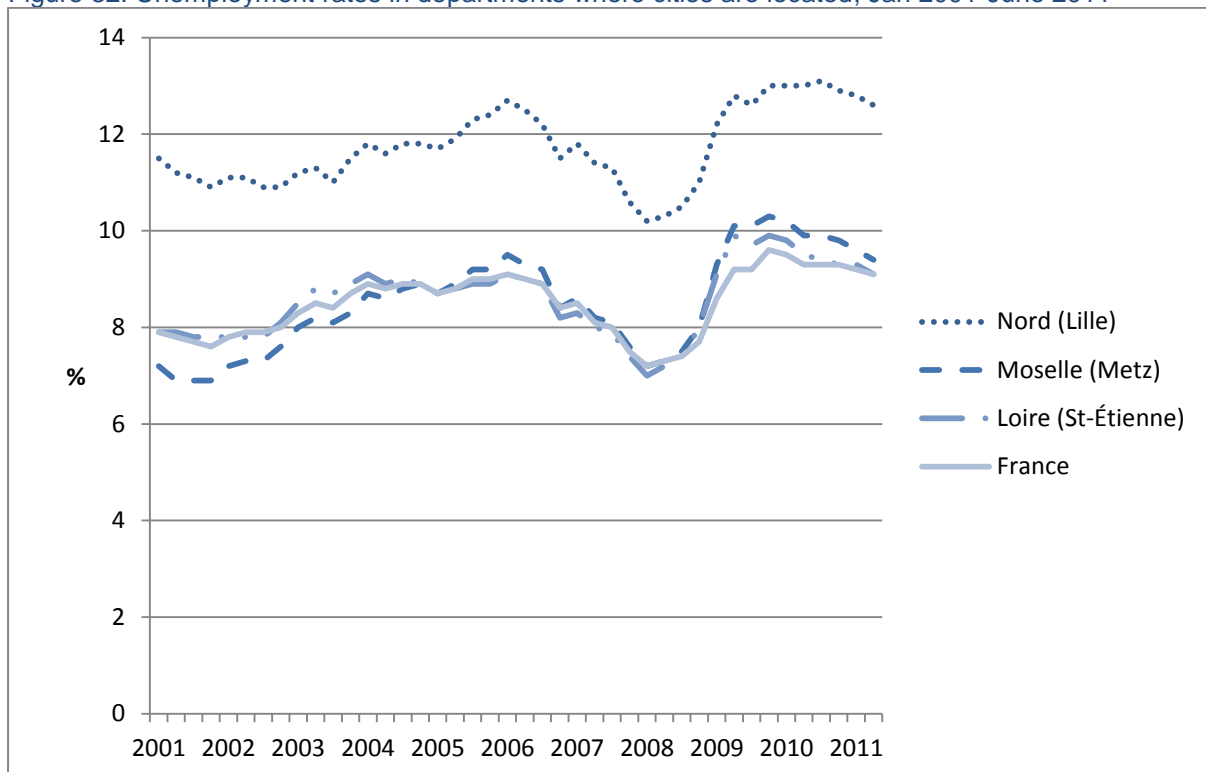
Introduction

1. This chapter briefly examines the impact of the current financial crises, and likely financial challenges in the near future. Clearly it is difficult to make much definitive comment at this point, given the continuing turmoil in the Eurozone and world economy, but we reflect comments made during the study, as well as the impact of the 2008-9 recession.

Increased unemployment

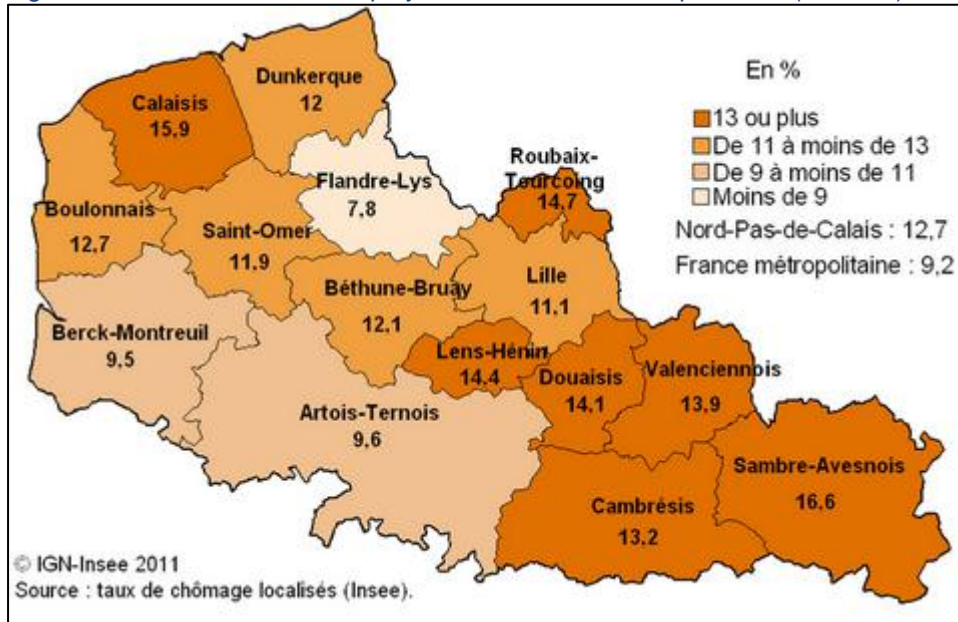
2. Figure 32 indicates the extent of the impact of the 2008 downturn on each of the departments in which the cities are located, in a ten year context. It shows the overall progress over that period in each of the cities, as well as the considerably higher unemployment in Nord in general (the region of Lille).
3. More detailed context is provided by Figure 33 which breaks down the figures for the Nord Department at the end of 2010, showing an unemployment rate of 11.1% in the city of Lille and 14.7% in the rest of the LMCU area.

Figure 32: Unemployment rates in departments where cities are located, Jan 2001-June 2011



Source: Insee 2011

Figure 33: Breakdown of unemployment rates in Nord Département (incl Lille), Q4 2010

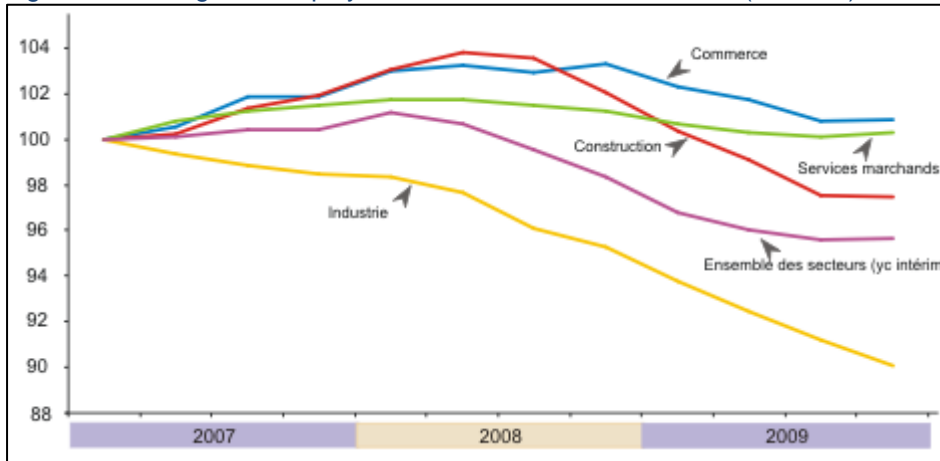


Source: Insee, 2011

A continuing decline of industrial jobs

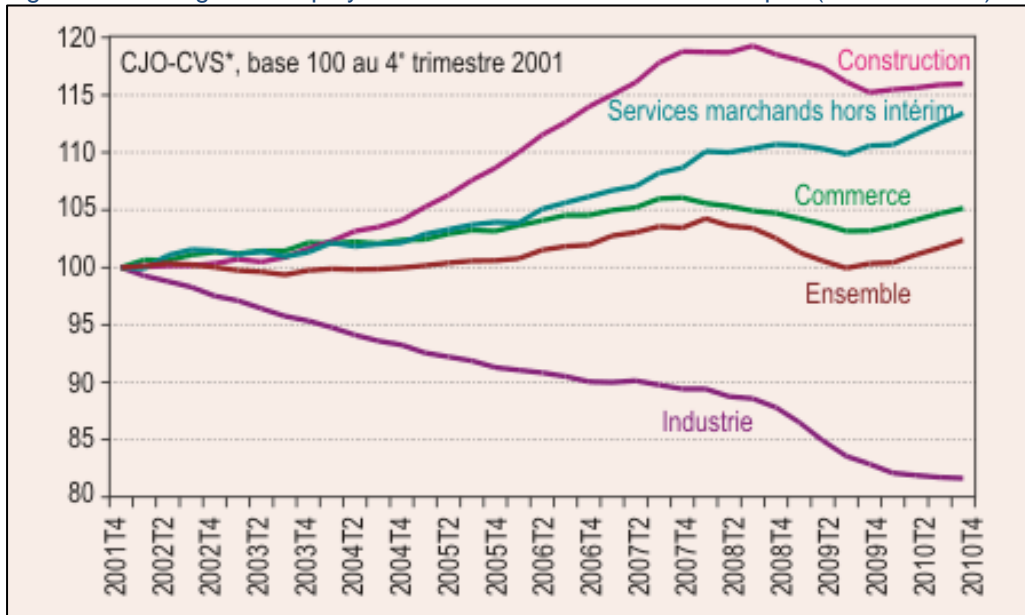
4. Further analysis of Lorraine (the Region in which Metz lies) and Rhone-Alps (Saint-Étienne) shows a continuing loss of industrial jobs. Figure 34 below indicates the rapid reduction in industrial jobs (against a base of the start of 2007) compared to commerce and business services.
5. A similar reduction in industrial jobs can be seen around Saint-Étienne, as well as increases in business services and commerce, although here the construction sector has recently increased after a sharp downturn in 2008 (in contrast to a decrease in Lorraine)
6. This is consistent with the evidence in previous chapters– each of the cities is seeking to develop a new and non-industrial employment base. It does, however, indicate continuing pressure in terms of decline of industrial jobs, and the risk of further marginalisation of unskilled industrial workers.

Figure 34: Changes in employment sectors 2007-9 in Lorraine (for Metz)



Note: A sharp reduction in industrial jobs: Base 100 at Q1 2007
Source: Insee

Figure 35: Changes in employment sectors 2001-10 in Rhone-Alpes (Saint-Étienne)



Notes:
a) Sharp reduction in Industrial jobs, 2001 -2010
b) Base 100 at Q4 2001
Source: Insee

Debt levels

- Another area of risk in the current economic climate is the financial stability of the cities. Figure 36 shows the situation in 2006 in the three cities and their metropolitan areas.
- The debt in Saint-Étienne tripled between 2001 and 2006 to rise to €2,087 per resident, with a theoretical payback period of 24.4 years, one of the highest rates of debt in France. Saint-Étienne incurred some of these debts during the tenure of the previous mayor Michael Theolière, who programmed major public works, funded in some cases through low interest loans with subsequent high interest rates. This became a major

issue under the newly elected Mayor Vincent (in March 2008), who decided that this approach required radical change and consequently made cuts to programmes and dealt directly with the lenders to tackle this issue. Some projects that had already begun during the change-over (Cité du Design, Zénith, Cité administrative, Maison de l'Emploi) are either completed or near completion; others have been abandoned (such as further extensions to the Tram), or reoriented (Chateaucieux and Plaine Achille with l'EPASE, two very ambitious projects explained in previous chapters). Mayor Vincent's view is that the situation is now under tight control and manageable. This did not prevent him attacking the Presidential policy on city debt assistance to cities, seeing it as inadequately supportive and proactive.

Figure 36 City debt levels

	City debt per resident 2006	Payback period (years)	Metropolitan body debt per resident 2006
Lille	€ 800	3.90	€ 1,422
Metz	€ 155	0.75	€ 9
Saint-Étienne	€ 2,087	24.40	€ 363

Source: Le Journal du Net⁸⁶

9. This exchange was in the context of the 2011 report from the French audit authority (the *Cour des Comptes*) on local debt⁸⁷, which states that the current debt of cities and their associated metropolitan bodies is under 8.3% of GDP (and hence likely to be within the bounds of affordability locally) and that few cities had what it considered to be unreasonable problems of repayment periods and rates. However, it also states that the overall level of local debt had risen 44% in the period 2004-2010, and currently stands at €161Bn, representing 10.1% of total public sector debt, with the largest proportion in the cities themselves (commune level, not metropolitan areas) (Figure 37). The report also set out comparative levels of local debt for other countries (Figure 38).
10. A similar picture emerges in a recent OECD report on the French Economy which sets out the level of government debt by sector, indicating the much lower level of local debt and improving position in relation to deficits, in the period up to 2008⁸⁸:
11. It would appear that the level of debt in the cities is manageable, particularly in terms of the short payback periods limiting the risk, although the position of both Saint-Étienne and of LMCU is more likely to cause continuing concern

⁸⁶ See eg <http://www.journaldunet.com/economie/magazine/expliquez-moi/elections-municipales-villes-endettement/13.shtml> and related pages

⁸⁷ Cour des Comptes 2011 *La Gestion de la Dette Public Locale* Figures in this paragraph from p15.

⁸⁸ OECD 2011 Economic Surveys: France p 48

Figure 37: Distribution of €161bn of local debt 2010

	Distribution (%)
Communes	41
Metropolitan Areas	18
Departments	18
Regions	10
Other	12

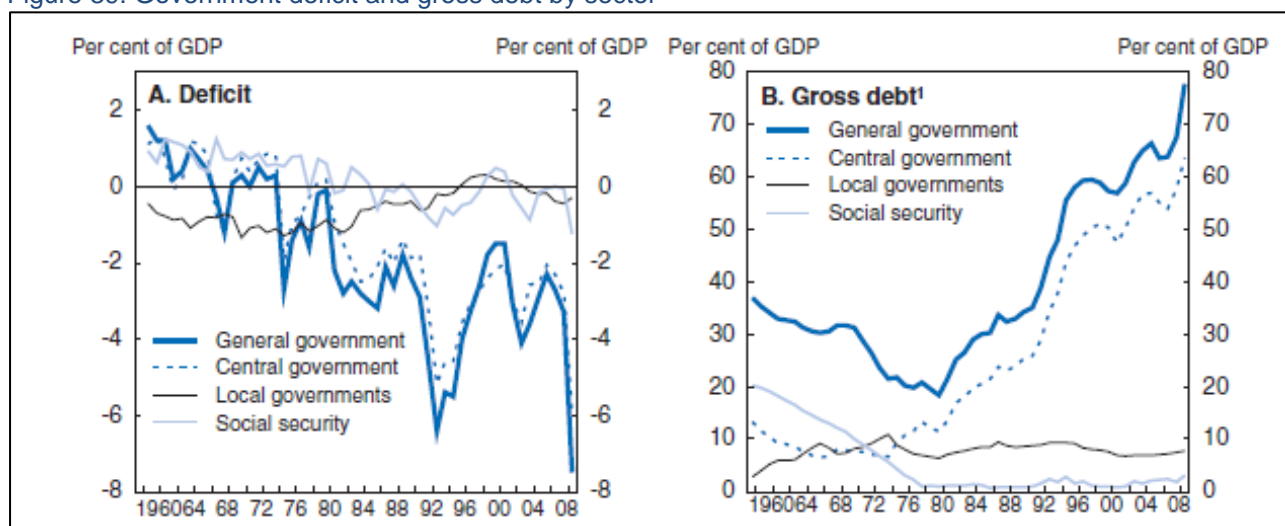
Source: Cour des Comptes 2011

Figure 38: Local debt levels (% of GDP) in other WMC Countries

France	8.2%
Germany	29.1%
Italy	8.6%
Spain	11.5%
UK	4.8%

Source: Cour des Comptes 2011 p19 – EUROSTAT

Figure 39: Government deficit and gross debt by sector



Note 1: Gross public debt for 1958-69 is calculated using general government deficits; gross debt for central and local governments and for social security is derived using deficits for 1958-77.

Source: Insee, OECD, Economic Outlook 88 Database

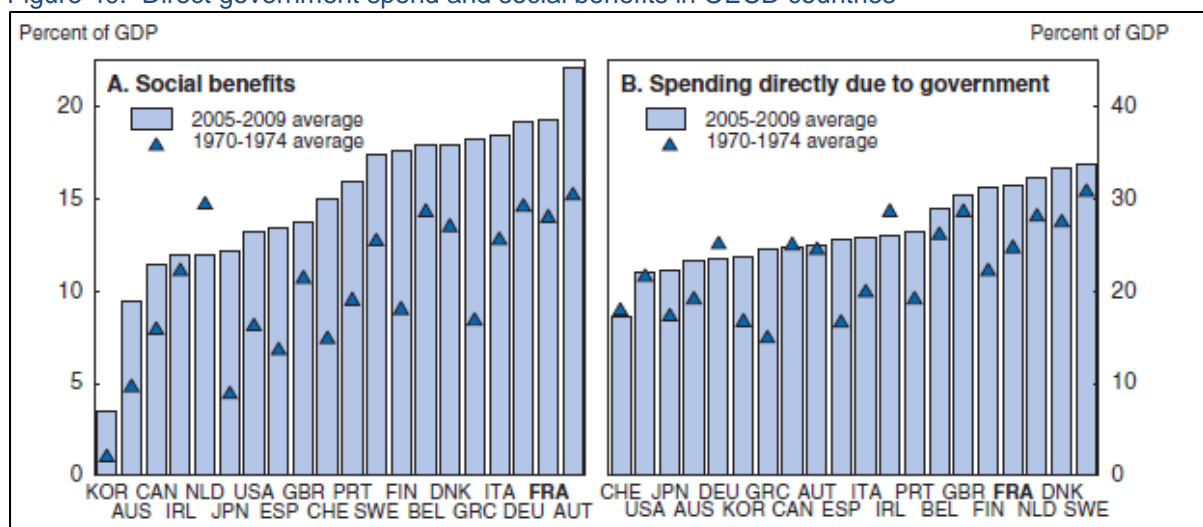
Local taxes

12. Another issue is the recent reform of TP (Taxe Professionnelle), a business tax at the local level. Although this reform was intended to be neutral in its impact on city finances, it has reduced by 25% the previous TP-based revenue in Metz. Additionally, taxes based on economic trends (such taxes on housing transactions) have suffered and will continue to do so as long as economic growth remains low. Consequently, in the short and medium term, action at a local authority level could be reduced as a result of these changes.

National programme funding

13. The issue of most concern was future funding for tackling deprived estates and supporting new businesses if the expected significant cuts in public expenditure were made.
14. France has one of the highest rates of public expenditure in relation to GDP of any EU country. For the period 2005-9 France is exceeded only by Austria in social benefits expenditure, and for direct government spending only the Nordic countries are above France (both indicators as a percentage of GDP) (Figure 40).

Figure 40: Direct government spend and social benefits in OECD countries



Note: Direct government spending includes government final consumption expenditure, other current payments by general government and net government fixed capital formalities. Social benefits include social security benefits paid by general government and government subsidies.

Source: OECD 2011 *Economic Surveys: France* p51

15. France's general government deficit in 2009 was a record 7.5%⁸⁹ and its level of public debt in 2010 was 83.2%⁹⁰ of GDP. The government has set out a plan for fiscal consolidation to reduce the deficit to 2% by 2014, and to contain public expenditure at national and (to some extent) local level⁹¹. This reduction in spending is likely to impact on programmes in areas like our case study cities.
16. To address the problems of economic revitalisation and neighbourhood rehabilitation, the government set up a national city renovation agency (ANRU⁹²), with €42bn of investment up to 2013. Currently it cover 530 neighbourhoods (189 deemed priority), including the 791 most deprived small areas (ZUS), but there is concern about what funding will follow this programme. Considerable progress had been made under ANRU, and its

⁸⁹ Ibid p 52

⁹⁰ Ibid p 22

⁹¹ Loi de programmation des finance publiques pour les années 2011 à 2014

⁹² L'Agence Nationale pour la Rénovation Urbaine

predecessor which introduced the new approach to longer contracts for major projects but local officials were worried: *“before we always knew that more programme funding would be provided, just not how much. Now the programmes are already being cut and we just don’t know whether they will be continued at all”*⁹³

17. The concern about continuing national support for local programmes reflects the major role still played by national government in local projects, despite decentralisation. National agencies are direct partners in contracts which are agreed between cities, departments and regions to tackle local problems. There is a level of interest and involvement which partly reflects the high level of financial investment, but also serves to ensure a level of common implementation of the national policy framework for renewal and tackling deprivation.
18. Continuing support for economic and infrastructural investment programmes is also an issue. Many of the initiatives outlined above – for example, the clusters programme (€1.5bn in the last 3 years); improvements to public transport networks (€3bn in the last three years); and the Grenelle⁹⁴ agenda (projected €450bn till 2050) are supported by direct government funding which may not be large in proportion to overall national expenditure but are significant at a local level both in providing ringfenced funding and in catalysing collective action.

Summary

19. During the 2008-09 recession the cities suffered increased unemployment, similarly to the rest of the country. During that period industrial jobs continued to decrease as a proportion of the total jobs market, following a pattern of decline seen in the cities over 40 years ago. There are indications that there was a slight recovery during 2010, although the impact of the current downturn is likely to be seen in employment figures for the current period and immediate future.
20. The level of debt in the cities of Lille and Metz are very low. Saint-Étienne moved from an investment approach driven by the previous mayor which used a range of financial products to support major building projects, to a more fiscally conservative approach by the current mayor. However, the wider Lille metropolitan body has a high level of debt (over €1,400 per resident). In overall terms, however, current figures from both the French audit body the Cour des Comptes and from OECD suggest that the level of debt held by local public bodies is at a manageable level. ***
21. At the national level the picture is very different – debt levels are over 80% of GDP, and the deficit exceeded 7% of GDP in 2009 and 2010. France has very high levels of public

⁹³ Local policy manger, Saint-Étienne City

⁹⁴ French climate change law – see Box 10

expenditure – exceeded only by some Nordic countries – and has taken steps in 2011 to directly address and reduce these levels of debt and deficit. This will almost certainly have an impact on the level of funding and support for programmes around city renewal action, although the main question is how this will be realised and what changes will be made. For this reason some local officials expressed concern about what will happen next and see progress as partial and still vulnerable to reversal.

Chapter Nine: Concluding Thoughts

City image and resident confidence

1. The city image is central to recovery. The cities all have a clear focus on creating a fresh new 'brand' different from their previous negative industrial persona. This includes physical redevelopment of core parts of the city, improvements to shops, parks, transport networks, and crucially engagement with wider cultural and presentational activities to sell the city as a forward looking and great place to live. But there are signs of tensions with existing residents who feel that the investment to bring new business and new types of workers and families may be at the cost of ignoring the needs of the traditional groups and communities. This is despite considerable efforts (for example in Lille and Saint-Étienne) to include existing residents in planning and renewal activities. But in Lille it was suggested that *"in France, people don't value working class culture like they do in, for example, England"*⁹⁵ and therefore it can be more difficult to integrate new residents to existing values and culture. This is also shown in concerns expressed that many of the residents had a negative self-image of their communities and their cities.
2. There are conflicting pressures around sprawl, particularly in Lille and Saint-Étienne, where there are tensions between avoiding unplanned urban sprawl and the preference of some new businesses and residents for greenfield development. This has to be managed within the objective of planned and dense city redevelopment. People have to want to live and work in the city, not simply be part of an anonymous suburban sprawl.
3. In the current resource constrained economy, it will become increasingly important to persuade businesses and families to live and work in more centralised and denser developments. There is exemplary work being done in the cities to address image, local infrastructure, the importance of local neighbourhoods where shops and facilities are easily accessible by walking or cycling. Their focus on culture can be misunderstood to refer to the emblematic major galleries or events – but engaging residents in cultural activities in the widest sense, as well as local leisure and sporting activities, are essential to re-creating local neighbourhood and family structures. In this respect the cities are testing and delivering some essential and excellent approaches.

New jobs and enterprises

4. Economic clusters are important, but not everyone benefits. There are many initiatives to develop new clusters of innovation and new industry, often linked to the green agenda, creating opportunities for new and higher skilled workers to come to the city, but not

⁹⁵ Lille policy advisor

always providing jobs and opportunities to existing residents. The evidence of a continuing and growing gap between the worst neighbourhoods and the rest of the cities, in terms of jobs and skills, suggests that further action is needed.

5. This problem is exacerbated as traditional industrial jobs continue to disappear, often moving to other parts of the world outside Europe.
6. A wider range of small businesses need to thrive and the resource constrained economy could provide a response to this issue. The need to develop new labour-intensive industries around local building insulation, local energy production, public and low energy transportation and related areas has the potential to provide new jobs. This would include lower skilled jobs which could be available to residents of more disadvantaged neighbourhoods.
7. There may also be a need to revise the approach to local jobs development and enterprise. This report sets out the huge number of service businesses which are created in the cities. As well as looking at high tech developments, cities should also be addressing what types of local and self-starting commercial and service jobs might be created to help support community life in renewed and denser cities. It is clear from the numbers of new businesses and their nature, that they already represent a large section of the new jobs market. Benefits could be gained from an extended overview on a wider range of such businesses, rather than concentrating on high tech industries and the green sector.

The continuing role of the central state

8. The central state is a benign and omnipresent partner. Despite the decentralised nature of the French system of governance, it is apparent that the state centrally (and regionally) still holds considerable sway over how cities deal with their development. Many of the tools used – such as the SCOT⁹⁶ land planning framework – are national mandated. Rehabilitation programmes in disadvantaged estates are funded through the national ANRU⁹⁷ programme, and monitoring of deprivation is through the national observatory. Clusters and competition centres, and other economic grants, are managed through central competitions on a national level. This partnership model is used at all levels but provides a clear and continuing role for the state centrally to intervene and influence.
9. This creates a complex web of partners with whom agreement must be reached over major developments, but also brings in a wide range of perspectives and views across the department, region, and wider public and private sector. We heard few major issues

⁹⁶ Schema de Cohérence Territoriale

⁹⁷ L'Agence Nationale pour la Rénovation Urbaine / National City Renovation Agency

raised about this approach to partnership with state agencies, which may be because it had become so entrenched. The main issue was the presence of a state appointed public-private development agency in Saint-Étienne (EPASE⁹⁸) to drive through the works, which had initially faced local opposition, but is now more accepted in the light of progress made. Nevertheless the uneasy balance of central and local control does work reasonably effectively.

The high impact of neighbourhood renewal works

10. Neighbourhood renewal work needs to continue. There is clearly a positive impact from renovation and renewal programmes on the quality of life on the poorest estates and neighbourhoods. The provision of long term contracts provides a level of stability and continuity. There is considerable evidence of a well-rounded package dealing with a range of needs – housing improvements, jobs and training opportunities, new commercial and public service developments, environmental works and green initiatives. There are also excellent engagement programmes with residents, around planning and delivery of work, as well as including rehousing which is a major element of demolition and new build projects. Unemployment and low skills remain stubbornly present, and are a matter of concern, but this should not undermine the successes of the renovation and renewal programmes. Improvement of quality of life and the environment is a necessary step to addressing deprivation and exclusion, and the impact on employment is subject to wider externalities.
11. That said, it is very likely that problems on estates, which led to riots in past years, have been mitigated rather than permanently resolved. Conditions have improved but not everywhere, and we were told the improvements were ‘fragile’ and could unravel quite quickly if conditions deteriorated. Uncertainties remain around the continuation of large scale improvement works in this current period of resource constraint. This is a considerable challenge which will become increasingly pressing as the extent of the fiscal retrenchment becomes known.
12. There does not appear to be any immediate crisis due to local authority debt. Nevertheless the main and severe problem will be the lack of availability of central funding, and other low cost loans or private investment.

Economic innovation

13. The development of new and innovative technologies and industries is a feature of each city. This crucially involves working with both universities and research bodies, who can

⁹⁸ Etablissement Public d'Aménagement de Saint-Étienne

provide technical and intellectual support, and also with funding and business development institutions that can help to develop and market products. This is seen in examples such as Eurotechnologie in Lille, who work through co-location of large and small firms to permit cross fertilisation of business practices and innovative ideas and approaches. Innovation in each of the cities has had clear links to the industrial history of the area, and drawn on a tradition of knowledge and understanding of those previous sectors.

14. Economic innovation and the spread of ideas and new products (particularly green products) can be stimulated by wide ranging exchanges within France but also across national borders with other European and international institutions pursuing similar research and development. Each city has begun to develop these types of wider links and exchanges, through international organisations and bodies for the exchange of ideas and learning. Metz is particularly strongly linked with German investors, and Lille with Belgium counterparts.

Delivering the Green Agenda

15. Green investment may be key to stimulating the resource constrained economy, creating a new set of small businesses that will deliver the needed climate change adaptations in key areas of building insulation, transport, waste disposal, recycling water treatment, energy production, and related areas. This could create a large new market, new skills and jobs, in a virtuous circle.
16. The risks here are many, not least that some of the climate change targets may be allowed to slip due to fiscal constraints; that the regulations and standards put in place are inadequate to drive the necessary level of carbon reductions and consequently levels of investment; that consumers, businesses and landlords may not respond to the requirement to take action and demand is weak; and that the necessary new technologies to deliver carbon reductions may not be developed quickly enough and at a price that is both affordable to consumers and sufficient to make eco-businesses profitable and self-sustaining.
17. There are also significant questions around the needed subsidies for low income owners who cannot afford retrofit work; and around how to incentivise landlords (both social and private) to undertake the work without imposing unacceptable rent rises on their tenants. These issues need to be urgently addressed.
18. City governments are crucial in terms of coordinating local action. This includes assessing the problems; co-ordinating partners to provide an offer to local residents and businesses; preparing and implementing plans for priority action; providing consumer advice and support, and monitoring and regulating local firms to enforce standards;

engaging local neighbourhoods and people to understand the issues and how they can engage; stimulating skills training and employment opportunities particularly for local residents; and providing various forms of local funding. As set out above, the cities here are beginning to grapple with these issues, and some have made considerable progress. But this is clearly a crucial area for further development

Political direction

19. Leadership has been crucial. Progress in each city reflects the high level of political drive and vision from mayors and elected members in the cities. Lille in particular is very active in its approach to 'a new art of city living' with a high level of commitment to addressing the green agenda. It also is very articulate in setting out its approach, through plans, strategies, brochures and meetings. This is a very inclusive approach which seeks to engage residents and elected representatives. There is also a significant range of studies of the Lille approach to city renewal and its progress.
20. Cooperation with neighbouring authorities is good. Politically each city has chosen a high level of active engagement with sub-regional bodies at different levels up to the international level, which is essential in building economic weight and pan-European presence sufficient to attract investment. It also allows more strategic planning of services such as public transport, waste, housing and commercial development.
21. Local staff are committed. It is evident from discussions and meetings that officers have high levels of commitment and professional competence to support the development and delivery of renewal and transformational actions. As part of this, each city is good at negotiating and competing for public funds, which are essential skills in rebuilding a city - for example for the competition clusters programmes, ANRU⁹⁹ rehabilitation funding, or for new public transport projects.
22. The cities enjoyed a high quality of political governance and professional management, which are crucial to delivering changes of the scale and complexity needed. It was evident that there were political and geographic tensions between local communities, but equally that there was a shared determination in the metropolitan and sub-regional areas to work together. This is essential for progress.

⁹⁹ L'Agence Nationale pour la Rénovation Urbaine / National City Renovation Agency

Part Three: City Profiles

Quick guide to city reform

> Lille



Industrial Growth

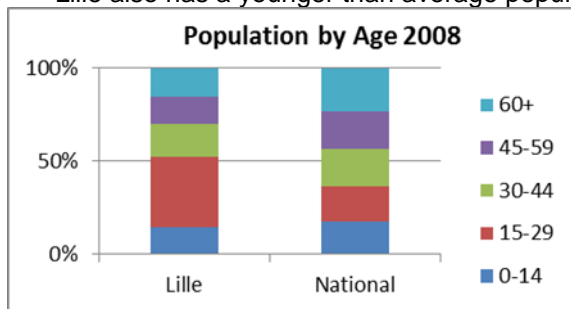
- A centre of textile production since the C11th, Lille grew during the industrial revolution due to local capital and an abundance of labour coming primarily from Flanders.
- There were large regional reserves of coal in the southern basin, and metalworking and steel works in the nearby Belgian centres like Charleroi.
- This was also supported by the improved canal system linking Lille to Flanders, Ghent, Antwerp and other northern hubs, continuing Lille's a thriving market and commercial centre, and also supporting the other major industry of agriculture.
- Lille was in 1929 a world leader in textile manufacture and in 1954 was still one of the leading industrial cities of France.

Crisis

- Between 1967-92, the number of industrial jobs dropped by 47% in the Nord-Pas de Calais region (of which Lille is the principal city) against 18% nationally.
- Some of this decline was rapid, particularly in the textile industry, where an estimated 130,000 jobs were lost between 1945 and 1996.
- Similar losses occurred in the agricultural sector (164,000 lost), the mining sector (90,000 lost), the chemical industry (8,000 lost) and the metalworking industry (7,000 lost) – around 400k jobs in total.

Demographic shock

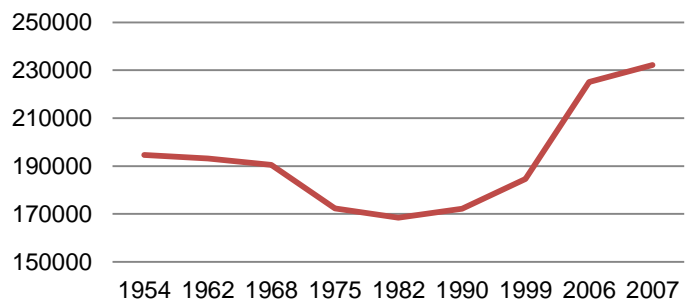
- Between 1954 and 1968, Lille lost over 13% of its population. This trend has been reversed and the city continues to grow, but less than the national average.
- Lille also has a younger than average population



Key dates in Lille's History

- ~ **1000**: first documented mention of the city of L'Isle, later l'Isle en Flandres, from which the name of the city derives
- 1384**: Lille a Burgundian centre of commerce & textile production
- 1668**: Treaty of Aix-la-Chapelle makes Lille part of France
- 1846**: Inauguration of the Lille-Paris rail line
- 1850-1901**: Industrialisation and growth - population grows 76,000 to 210,000
- 1896**: First socialist mayor elected, Gustave Delory
- 1914-1918**: German occupation WWI. Lille suffers greatly from this war, with most of its industry destroyed
- 1928**: First mail order catalogue from La Redoute, to stimulate flagging market. Mail order still strong today
- 1929**: American crash hits Lille hard, recession + unemployment
- 1939**: Lille second biggest industrial region in France
- 1940-1944**: German occupation
- 1954**: Peak of industrial period: Lille has 11% of French industry, 53% of its coalmines, 27% of its textiles, 18% of its steel industry
- 1964**: Métropoles d'Equilibres strategy, moving economic balance from Paris
- 1967**: Creation of the LMCU (Lille Métropole Communauté Urbaine)
- 1983**: Inauguration of the first VAL (Véhicule Automatique Léger) metro line - the first automated subway line in the world
- 1994**: Inauguration of the 'Chunnel' and Lille-Europe train station
- 1995**: Lille chosen as France's bid to host the 2004 Olympics. It doesn't win, but it sets in motion investment to improve the city's image
- 2001**: Martine Aubry elected Mayor of Lille
- 2004**: Lille European capital of culture

Lille's Population Change 1954-2007



Housing: Old stock, voids and low ownership

- Almost 44% of Lille's housing was constructed before 1949, which is almost half as much again as the national average.
- Thirteen% of homes were empty in 1999, though by 2008 that had reduced to 6.6%.
- In 1999 8.8% of homes still lacked a bath or shower, which had reduced to 4.8% by 2008.
- There is a low proportion of owner occupiers (27.5%) compared to a national average of 57.5% (2008 figures) – this has declined very slightly since 1999.

Lille's old centre



Recovery

Eurostar Station and Renewal Area

- In 1987 Pierre Mauroy got agreement that Eurostar will stop at Lille paving way for Euralille project (now in its third phase and 21st year) intended eventually to provide over a million m² of offices, new homes for 4,000 people, 600 hotel rooms, rail terminals for 23 million passengers a year, and 470 serviced housing units, and is intended by total to create over one million m² of mixed office, commercial and residential provision.

Local Joint Working

- Since the creation of the Lille Metropolitan Urban Community (LMCU) in 1966 (2010 population of 1,115,000) Lille has been cooperating with local cities around economic development, spatial planning, public transportation systems including the first driverless Métro, and the development of its image and culture.
- This was expanded more widely and across the Belgian frontier with Lille-Kortrijk-Tournai "Eurométropole" which was formed in 2008. The Métropole includes 2.032 million people and is Europe's largest uninterrupted cross-border conurbation covering an area of 3,544km².

Restored Industrial Site - Euratechnologies



Recovery Timeline

-60s "Métropoles d'équilibre" national programme makes Lille sub-region **priority investment** area
- 70s "Lille East" **new town** focusing on scientific industries – though it sucks industry from Lille
- 80s **Eurostar** plans put Lille in centre of Paris/ London/ Dutch/ N. German trading area
-90s "Euralille" project builds on rail links – office and commercial development in **Lille centre**; described as "*temple to the tertiary*"
-90s *Ville renouvelée* launches 5 more **flagship** project and competition clusters
2004 Lille is European **City of Culture**
1997-2007 **increase of 48k jobs** – mainly in tertiary sector
2006-2009 **house prices** up 90% (though hit by downturn and increasing moves to commute from Belgium)

Two views on the Euralille Development



Flagship Projects

Eurasanté Park: development site for companies and research laboratories specialising in health fields.

Haute-Borne Technology Park: Hi-tech enterprises and research laboratories. Linked to Lille 1 University, CNRS and IRCICA (advanced ICT research institute).

Zone de l'Union: Eco-neighbourhood to provide 4,000 jobs and housing for 3,000 residents on a previous industrial site of 80 hectares. Two centres of excellence: on image, culture and media, and on innovative textiles.

Euratechnologies: a refurbished industrial site and building hosting new enterprises in new information and communication technologies – 150 firms, employing some 1,500 people. Compared to an average 50% start up attrition rate in 5 years¹ with the type of support provided on the Euratechnologies site this drops to 20%.

Competition Clusters:

I-trans Innovative ground transport systems, building on the 1983 Siemens first automatic light railway system (the Lille metro) and now comprising 40% of the national railway construction business, 100 firms, 10,000 jobs, €5.3 annual turnover, 17% of French exports and 400 researchers in 12 laboratories

NSL (nutrition, health, longevity) - agri-food and health ingredients, health and biotechnology including a unique specialist blood centre. Turnover of €6.5bn and a research budget of €171 to employ 500 researchers in 21 public and 35 private research teams

Uptex – advanced textiles and materials. Home to ENSAIT in Roubaix which trains 80% of French textile industry engineers, and its CETI (European centre for innovative textiles) shares this research portfolio similar textile centres in Ghent. It has a €5bn turnover, and supports 15% of the French textile industry workforce.

PICOM supports 219 distance selling companies, who hold 66% of the national turnover and 20,000 (70%) of French jobs in this industry, Trialing new distribution concepts including sustainable DIY, arts and crafts, and food. Also 44,000 other jobs in the retail sector and in total a turnover of €65bn.

MAUD and TEAM Environmental innovation – MAUD deals with new materials and their uses in the search for lower carbon production, particularly around packaging, and graphic industries; TEAM² deals with waste management and recycling, Includes the only centre of ground and site depollution in France, and holds 14% of the French market; overall it supports 9,500 workers and 270 businesses.

Renewal Strategic Planning and Consultation

- Lille lays claim to be an originator of the idea of "*renewing the city*" with dense, mixed re-use of the city infrastructure.
- This is set out in a series of plans which have been widely consulted on over more than 15 years, including more the original Eurolille 1, 2 and 3 proposals, and more recently the 2005 "New art of the city", 2008 "Living together in our Euro-Metropolis" and 2010 "Lille 3000"

Housing and Deprivation

- Lille was part of the original 1984-8 (DSQ) Neighbourhood Improvement programme
- In 2000 won funding for 5 neighbourhoods through the national *Grands Projets de Ville*
- Current programme provides €482m of deprived neighbourhoods funding (CUCS) through the National Agency for Urban Renewal (ANRU) to provide 3,400 new homes, of which 1,100 are to be social housing (replacing 750 homes demolished) ; 900 private rented, and 560 for owner occupation; internal improvement for 4,500 further homes; and a further 400 new homes and 900 renovated homes for the private sector

Improved housing & environment in Lille Sud estate



(Photo: LMCU)

Renewal and Culture

- City planning and renewal works organised around the principles of:- density and mix; quality and urban culture; and sustainable development
- Extensive local consultation, engagement with improvement works, and local training and employment as part of re-development
- Lille European City of Culture 2004; continues cultural and image building work including through regular events and local cultural centres (*Maisons Folies*).
- Continuing programme of restoration of previous industrial inner city area of Saint Sauveur as mixed cultural/commercial/business area

Green Initiatives

- New overarching Agenda 21 plan 2010-1014 for sustainable development and “eco neighbourhoods”
- The region totals more than 800 eco-companies, of which 40% in Lille Metropole
- 'Excellence Pole' for site and soil decontamination - unparalleled in France
- CD2E (Création Développement d'Eco-Entreprises): a specific subsidy tailored to the development of eco-companies
- Triselec : social and technological model in the field of sorting plants (90,000 metric tons of material sorted per year)
- CVO (Centre de Valorisation Organique / Organic Upgrading Centre): the CVO processes 108,000 metric tons of waste per year & supplies biogas for 150 buses operating in the metropolitan area.
- Energy Upgrading Centre ANTARES : processing capacity of 350,000 metric tons per year to produce 185 GWh of electricity per year
- Renewed efforts to engage business/residents

Impacts/Change

Economy

- Service sector, which was always strong in Lille, continues to grow with top employers in the city in the banking and insurance sectors. In the wider LMCU. Now 57% tertiary employment, 9% industrial.
- But 2008-9 downturn forced unemployment up again – Q4 of 2010 Lille was 11.1%, Roubaix / Tourcoing (other LMCU) was 14.7 (France 9. 8%)

Redevelopment

- Now extensive public transport service system in place with 2 driverless metro lines, two tram lines, and extensive fast buses
- Policy to force inner city redevelopment producing mixed results – mixed demand for inner city offices
- Extensive restoration to city centre and growing tourist trade –including over 300 new hotel rooms since 2007

Ex-industrial Saint-Sauveur central area with cultural/mixed use



(Photo: LMCU)

Tackling Disadvantage

- Considerable progress in delivering several waves of improvement works to estates and city centre traditional housing.
- Extensive programmes of consultation, skills training, work training, support with skills and enterprise, educational training in worst neighbourhoods
- Continuing problems – 18.6% of residents in neighbourhoods officially classed as deprived (cf average of 11.8 in comparable cities); 40% of residents within improvement areas.
- Continuing problems with high level of young people not in work, and low skilled
- Continuing widening of the gap between worst neighbourhoods and rest in terms of employment and skills development

Summary

- Strong growth of tertiary and new businesses associated with clusters and flagships
- Population growing slowly and image improving
- Clearly articulated and widely consulted and supported strategy to develop “dense” mixed city.
- Increasing focus and action around green economy and climate change actions
- Continuing problems for youth and ex-industrial workers in finding work, particularly in LMCU
- Excellent and growing local partnerships

Quick guide to city reform

> Metz

Crisis

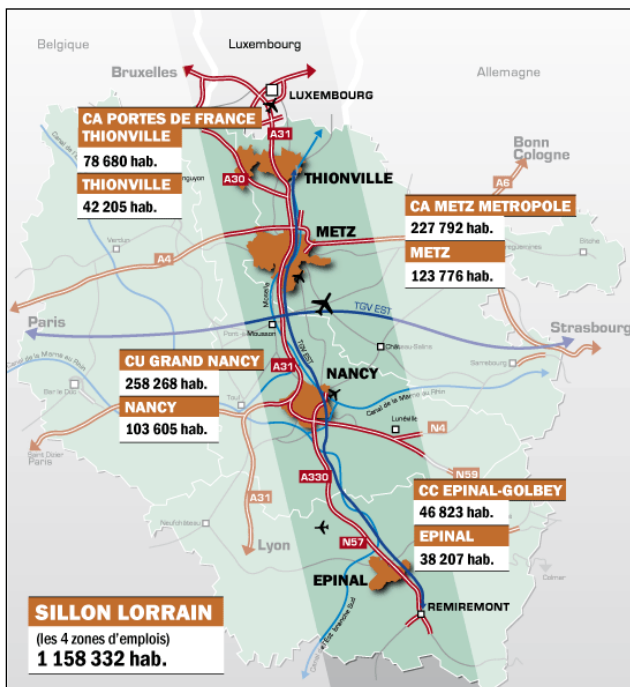
Economic shock

- 23,000 jobs lost in iron mining 1960-85;
- 130,000 metalurgy jobs between 1970-2003 (76% in this industry)
- Currently losing role as major military base, with 6,000+ direct job losses

Demographics

- Population growing very slowly over last 30 years
- Higher level of younger (under 29), and lower over 60 population than national average
- More than average low or no educational qualifications, but higher level of tertiary

Metz in its local Lorraine Context



(Source: Sillon Lorrain 2010)

Housing

- Considerably smaller ownership sector (about a fifth) and larger social housing sector than nationally.
- Peak of social housing building in 60s and 70s
- 8% void properties in 2008, up 1% since 1999
- Badly affected by urban sprawl along North-South main regional axis
- Significant numbers (100,000) of German, Belgian, and Luxembourg cross border workers in Metz region

Key Dates in Metz's History

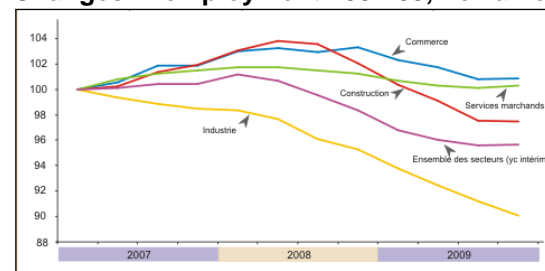
- 843:** Becomes capital of Lotharingia
- 925:** Becomes part of (German) Holy Roman Empire
- 1648:** Metz becomes French following the conclusion of the Peace of Westphalia
- C18th:** Metz develops as an important garrison town, heavily fortified.
- Early C19th:** Metz producing woollen goods, linen, china, paper, and gunpowder
- 1852:** Arrival of the railway
- 1859:** Construction of the Arsenal, part of the extensive and long term military presence
- 1870:** Metz was producing half the national production of iron
- 1871:** Metz becomes part of Germany through the Treaty of Frankfurt. Large scale remodelling of the city to build new avenues, a central station, large public buildings, and demolish ramparts
- 1871:** Metz becomes capital of Reichsland Alsace-Lorraine. 11,000 people move to French areas including neighbouring Nancy, and Metz. Metz declines from double the size of Nancy to half.
- 1887:** Discovery and local use of Thomas-Gilchrist technique which increases the productivity of a unit of iron ore.
- 1894-1909:** Metz has 58,000 residents, compared to 110,000 in Nancy
- 1919:** Metz returned to France
- 1940:** Metz occupied by Nazi Germany
- 1944:** Metz returned to France
- 1948:** Major Marshall Plan investment
- 1960:** Industrial production peaks – 25% of national coal production, 90% of iron mining, 70% of steel production, 25% of textiles.



The German Gate – but Metz long role as a garrison town is ending

Continuing Loss of Industrial Jobs

Changes in employment 2007-09, Lorraine



(Source: Insee, 2011)

Recovery

- 1984 “industrial reconversion” stimulated new industries – automobile, agriculture and food, logistics, materials
- 2000 “Quattro Pole” group of four cross border cities of Luxembourg, Metz, and the German towns of Sarrebruck and Trèves established to build one economic virtual city area, with sharing of services and upgraded communications links.
- Since 2002, and extended in 2009, Metz Métropole (CA2M) authority of 40 local communes working together on planning and services.

“Quattro Pole” 4 Cities



Culture and Image

Development of the cultural offer:

- Pompidou Centre for Contemporary Art – iconic building in Amphitheatre renewal area
- New 2,200m² music performance and activity centre “Salle de musiques actuelles” in the Metz-Borny re-development neighbourhood
- Existing arts and cultural centres including over 100 historic buildings in its centre, as well as the Arsenal concert hall, 15 museums, the national choreography centre, and the National Opera of Lorraine,

‘Twelve Projects’ city renewal plan including:

- Major improvements to public transport including rapid bus lines
- An eco-neighbourhood and “garden village” with 1,600 new homes south of the central area
- Re-design and linking of disadvantaged Metz-Borny area to integrate better to city centre
- Improvements to central Place de la République

Renovated Place de la République



(Photo: Ville de Metz)

Flagship Projects

Quartier de l’Amphithéâtre 50ha development of housing and offices. The 1st phase – lasting 2 years from Dec. 2010 onwards - includes 1,000 m² of commercial development, 10,000m² of housing, and 16,000m² of offices. A new congress centre and cultural centre (médiathèque) will be built. Developed under the ZAC (Zone d’aménagement concertée) national framework.

Mont Saint Quentin A « green lung » for the CA2M, since 2005 re-developed and dedicated to ecological conservation, green tourism, and educational uses. Used to combat social inclusion, engaging with and hiring locally socially excluded people

Materials: Development of new materials, and green materials. Metz chosen by French government for a material-oriented economic cluster (Materalia), and then by the creation in 2011 of the Institute for Research in Metals, Materials, and Processes, to be the leading centre of materials research in the “Grenelle” framework context for addressing climate change targets.

Logistics :Metz plays a key role in the national and international transportation and communication networks. In June 2009, the International Logistic Centre was launched in order to reinforce the dedicated higher education potential of the schools and universities in Metz (ENIM for instance).

Real estate In January 2010 the European Academy of Real Estate opened, in which local universities and the Chamber of Commerce play an important role. The objective is to create a wide range of diplomas and training courses in real estate management and development.

Environment Since 1972 and the creation of the European Institute of Ecology, Metz has always had a pioneering role in environmental protection research and development. Metz-Métropole is willing to become exemplar in the implementation of sustainability. The flagship development of such approach is embodied by the project « EcoCité 128 », a 350ha-wide reconversion of a military site.

Health A major health development is planned in the CHR de Mercy (Regional Healthcare Centre). The cluster will be centred within a 58ha-wide area and specialise in disability and dependency treatment.

River port of Metz-La Maxe is to be built on 12 hectares of a peninsula on the Moselle, to stimulate greater water transport of containerised goods. This will also link into the North Sea ports and canals, as well as linking to the southern water transport systems and the River Saône.

Green Industries : new projects such as ULCOS in Florange (Ultra Low CO₂ Steel Making) or the GDF SUEZ –Total project to start a solar energy plant near Saint-Avold

Housing and Deprivation

- 8.6% of Metz citizens are in neighbourhoods officially classed as deprived (ZUS) and 11.2% are in neighbourhoods benefiting from CUCS contracts.
- Improvements include €60m programme of improvement of 3,000 homes in five priority areas – 45% of Metz low income households live in these areas
- Dip in employment in 90s had recovered by 2006, although in deprived areas showing with greater increase in female than male employment, and higher improvements in skills for women than men
- Major increase in regional unemployment in 2010 (to over 10%, reducing in 2011)

Proposed new high environmental quality housing in ZAC du Sansonnet, Metz



Green Agenda: Metz: Agenda 21 Actions

- **Housing and Urban Infrastructure:** Development of new eco-neighbourhoods; construction of high quality environmental new housing including surface water networks and cycle routes
- **Transport:** New bus routes and less polluting buses; 20kph and 30kph reduced speed zones, and better cycle route links between the centre and neighbourhoods
- **Energy:** Programme of works for public buildings including the City Technical Centre and Lothaire Swimming Pool saving 79 tonnes of CO2 a year, as initial projects
- **Biodiversity and resources:** Water mains repairs saving 1 billion litres per year; restoration work to 50% of green embankments and streams
- **Social Actions:** “Growing old together” certification involving older people in the green agenda.
- **New Agenda 21** and Climate plan to be in place by the end of 2011

Impacts/Change

- **Economic transition** from a single-industry to a more diversified declining industrial base: developing and diversifying the industrial know-how (mechanics and material particularly), technology transfer to SMEs
- **Fighting the brain drain** : reinforcing the link with Luxemburg to offer new career perspectives (finance, consultancy and other high added-value services).
- **Image:** gaining more presence as part of the Sillon Lorrain and Quattro Pole areas. Developing shared identity with these groups
- **Transborder policy:** Metz is looking towards Luxemburg and Germany as a source of growth, and enabling easier cross-border movements of workers and tourists. Also creating a shared multi-modal transportation interconnections e.g. improving the connection between Metz’ port and Luxemburg’s port .
- **Education:** Creation of the University of Lorraine (2012) to create synergies and have a single, and therefore easily understood offer.
- **Health:** The biggest challenge is meeting an increasing demand for health services of good quality. The Mercy Cluster in Metz: developing an economy around health services and industries. Continuing issue is shortage of skilled workers
- **Information & Communication Technologies:** Developing optic fibre linkages between the main cities, esp. between Metz and Nancy. Public investment to develop ‘public’ IT servers (can then be used by SME’s as the initial investment would have been deterrent). Increasing the continuity of the wi-fi services, esp. along the transportations axes
- **Tourism:** River tourism from Luxemburg to Epinal. Metz is promoting museums like the Pompidou Museum, and culture venues such as Lorraine Opera

Nationally recognised new green materials industry



Summary

Diversifying economy and positive international image being developed around several new areas including green materials and technologies

Quick guide to city reform

> Saint-Étienne



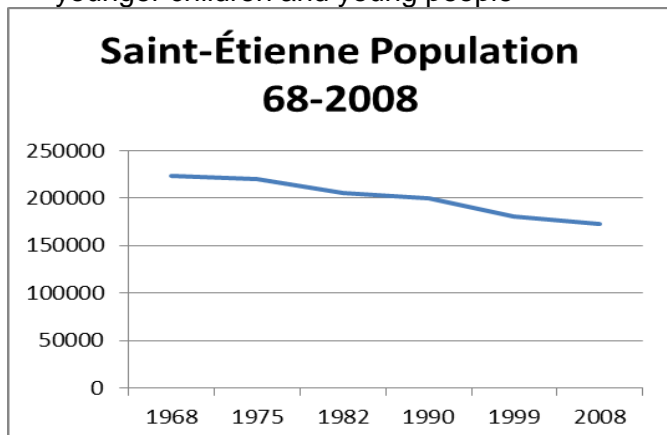
Crisis

1973-83: Economic shock

- Saint-Étienne's economy was based on three core industries: textile, coal and steel (linked with the production of weapons and bicycles for which the city is famed).
- These industries were hit by the oil shock of 1973 and the onset of global competition.
- The city's economy consisted of a group of large industrial firms, and a dense fabric of local small and medium-sized enterprises (SMEs) which supplied them. Despite significant State and municipal aid these large firms had all but collapsed by the 1980s. In 15 years (1975-1990), the city lost around 25,000 (45%) of its industrial jobs.

Demographic shock

- Between 1975 and 2008, Saint-Étienne lost almost 20% of its inhabitants; most were middle-class households moving out to the suburbs. This trend continues
- There has resulted in a large population of older people than the national average, and fewer younger children and young people



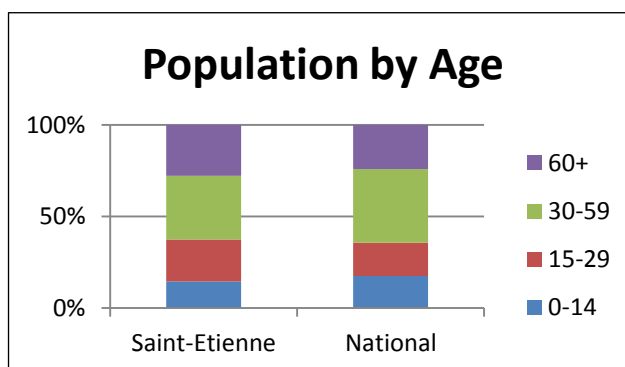
Important Dates in Saint-Étienne's History

- 1300s Became a centre for metal-work
- 1746 Royal Arms Factory founded
- 1816 School of Mines (*École des Mines*) founded to train mining engineers
- 1823 France's first rail line built between St-Étienne and Andrézieux for coal transport
- 1830 First sewing machine invented in St-Étienne
- 1855 Becomes capital of the Loire *département*
- 1857 School of Fine Art (*Ecole des Beaux Arts*) founded
- 1881 St Étienne's first tram opened
- 1885 Manufrance (*Manufacture Française d'Armes & de Cycles*) founded
- 1898 Casino supermarket business founded
- 1946 All coal mines nationalised
- 1961 National College of Engineers (*École Nationale des Ingénieurs*) founded
- 1969 First local university (*Université Jean Monnet*) founded
- 1983 Last mines close
- 1985 Manufrance closes

Year	Population
1515	3,700
1734	17,000
1826	45,000
1880	110,000
1901	146,000
1968	223,223

Flagging property market, deteriorating housing

- Property prices plunged and private housing in the city-centre deteriorated along with the social housing around the city's periphery. In 1999, 11.2% of homes were vacant. 10.4 in 2008, and in 2008 there were around a quarter fewer owner occupiers than the national average.



Recovery

Action on employment: 1983-1999

- Initially, municipal action to combat the decline focused entirely on job retention.
- The local government implemented a two-pronged strategy: a 'real estate policy' and indirect support for businesses.
- The real estate policy involved the provision of attractive sites on which firms could locate. Acquiring and rehabilitating industrial brownfields, creating new business parks and industrial zones paralleled regeneration of the city centre
- Grants to support the development of new SMEs ran alongside large training programmes to improve the skills of existing workers and the unemployed. Numerous State-sponsored initiatives helped this effort.

Intercommunal harmonisation of business tax

- Until 2000 each commune in Saint-Étienne's metropolitan area set their own business tax (*taxe professionnelle*). This resulted in local municipalities competing with their neighbours to attract businesses, which prevented a coherent economic development approach for the region. In 2000, the *Loi Chevènement* facilitated tax harmonisation.

Working together with neighbouring areas

- In 2003, 43 communes united to form the Saint-Étienne 'agglomeration community', with its managing body *Saint-Étienne Métropole*. Economic development, housing and transport were then devolved to this body. This is leading to a more responsive, coordinated recovery strategy for the metropolitan area.
- Strengthening links with Lyon has been important in positioning St Étienne and helping its recovery. This has been formalised in the "G4" Eurométropole which has the priorities of economic and international development; research and innovation; culture; and sustainable planning and transportation

Eurométropole (G4) Area



Recovery Timeline

1998	State 'land agency' EPORA is founded
1998	City hosts its first 'Design Biennale'
1999	Centre-right Mayor Michel Thiollière re-elected with large majority
2003	Saint-Étienne Métropolitan body expands to 43 communes – better intercommunal planning
2007	New Mayor, Michael Vincent, takes over
2005	EPASE improvement agency in place to deliver €333m of improvements till 2012
2009	"Eurométropole" four city agreement with Lyon Porte d'Isère (then Vienne) signed (the "G4")

200 seat Zenith Stadium designed by Norman New 7, Forster



Residential appeal: 1999-present

- In 1999, the census revealed that Saint-Étienne had lost 10% of her population in a decade. Municipal leaders realised that their targeted employment strategy insufficient.
- The city's mayor championed a shift towards image change, aiming to make the city a more desirable place to live and work. Continued, but with more community focus and lower debts, but new mayor.
- The three interconnected themes, primarily expressed through physical renewal, are:
 - Housing & Public Spaces,
 - Culture & Infrastructure,
 - Economic transformation.

Saint-Étienne's Heart of the City Project

- Increase of city centre pedestrianized area to 75,000m²
- Development of 50km of cycle routes and hire bikes
- New bus routes through the centre
- Simplification of car routes into and out of the centre
- Redevelopment of the central Jacquard neighbourhood, with cafés, green spaces and walks, children's play areas, a market, a sports, cultural and administrative centre

Economic transformation

- A dedicated State-funded 'land agency', EPORA, was founded in 1998 to transform brown fields. EPORA buys up derelict industrial plots, rehabilitates them, and sells them off to the local government (at a discount) or the highest private bidder.
- The cluster strategy builds on existing expertise in optics technology, medical technology, mechanics.

St Etienne Recovery Initiatives

Flagship Projects:

Chateaucieux Business District: Centred on the railway station. Casino HQ for 2,500 staff, National CESU employment voucher centre, 27,000m² new office space, 120 bed hotel, and 16,000m² ground floor shops, services, and offices. Housing now to be built by national homes developer Bouygues Immobilier,

Manufacture-Plain Achille: Reconversion of the old arms factory on 100 ha site near motorway and railway station. Includes Design Village University science faculty, Graduate school of optical science and engineering, High Technology Centre, the new iconic Zénith stadium, Telecom Saint-Étienne

Métrotech: New tertiary out of town technology park, with conference centre, shops, exhibition and meeting spaces, 30,000m² of flexible buildings

Knowledge and competition clusters:

Medical Technology Cluster: particularly implants, medical and sporting textiles, and biotechnology. 60 companies, 2,000 jobs, 250 researchers, €230m turnover, 60% of production of medical textiles and related products

Rhone Alps Optical Cluster: includes 10 universities, 30 laboratories, 1,500 researchers, 4,000 engineers and technicians.

Loire Numeric: IT joint projects and innovations – 4,400 jobs, €400m turnover, 486 companies

Food Industry Cluster: Professional association linking framers, industrial companies, equipment manufacturers and distributors. 7,400 jobs in food, 9,000 in agriculture, 30% of Rhone-Alpes beef production, and leading milk producer

International Resource and Innovation centre for Sustainable Development: 150 partners, 3,500 jobs

Viameca: Engineering & Industrial Design: 1,300 regional companies, 27,000 jobs, €3bn turnover

Techtera: Materials, textiles, and chemicals. 450 companies, 9,200 jobs, €620m turnover, 60% of national technical textiles production

Sportaltec: Sports and leisure technology, around implants, and bone tissue. 5,000 jobs €3m

Minalogic: 100 companies, 22,900 jobs, €3bn turnover

The 'Design City' cluster site (architect's impression)



Culture & Infrastructure

- Transport projects include a second tram line, opening in 2006, linking the central station (where a new business district is being developed) to the city centre; and a new 12km rapid bus route.
- The Design Village includes exhibition space and part of the advanced School of Art and Design The Biennial International Design Festival attracted around 85,000 visitors in 2008. In 2010 Saint-Etienne became only the second European city to be invited to join the UNESCO Creative Cities Network as a City of Design, an image changing award.
- In addition, the Modern Art Museum has the second largest French collection of 17,000 C20th and C21st artworks, 2,300 photographs and over 1,000 objects in the industrial design collection. It is near the Montreynaud deprived neighbourhood, and sponsors visits from around 15,000 school children a year

New hospital in the low-income Quartiers Sud-Est neighbourhood



Part of the effort to change the area's image. Public money was used to demolishing an existing social housing block and prepare the site. The construction of the hospital was funded by a consortium of 4 clinics.

Housing & Deprived Neighbourhoods

- In 2001 the city won regeneration funding for four of its low-income neighbourhoods through the national *Grand Projet de Ville*. In 2005 the newly-formed National Agency for Urban Renovation (ANRU) classed Saint-Étienne as a special case, and the funding budget rose from an original €113 million (for 2002-2006) to €333 million (for 2005-2012). 27% of the population lives in neighbourhoods forming part of the programme
- Progress has been good (three quarters of the money committed by 2011) and in all 1,016 demolitions, 1,051 new social housing units, and 4,000 rehabilitated homes are planned.
- In the neighbourhoods not covered by the ANRU programme, the municipality is overhauling public spaces and supporting landlords to upgrade their housing.

Social housing blocks in the Quartiers Sud-Est neighbourhood on the south-east periphery of the city



These blocks were built in the 1960s and demolished as part of the ANRU neighbourhood regeneration programme.

Green Agenda

Urbanisation and Sustainable Development: Using the SCOT (land planning) and PLU (housing planning), and ZAC (commercial development) frameworks to deliver dense urban development and avoid sprawl.

Public Transport and mobility Radical rethink of local transport (walking routes, cycle routes, school “walking buses”). Public transport: new tram, more frequent services; project to reduce impact of goods transportation

Housing and buildings: Identify a priority list of 1950-70 buildings for action; work with owners to build awareness training for skilled workers and supervisors in energy efficient skills; 500 new high environmental standard social housing units a year.

Innovation and a green economy: Development of “industrial ecology” and green business centres;

Agriculture and forests: Promote organic farming, use local wood for construction

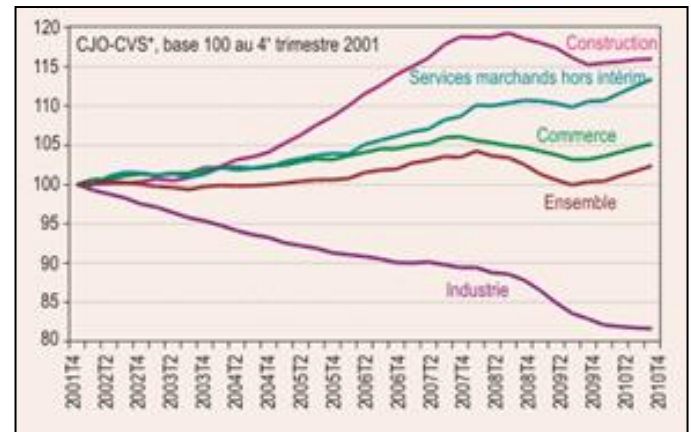
Waste Management: Reduce the production of waste, including by composting; new waste processing areas

Impacts / Changes

Economy

- Substantial public aid has helped the city economy restructure from a handful of large industrial firms to a networked fabric of SMEs (mostly industrial).
- Active growth of flagship projects and competition clusters linked, many linked to design. International recognition of design
- Industrial employment continues to decline, and other sectors to grow:

Continuing decline of Industrial Jobs in Region, 2001-2011



- Lyon is at the centre of a huge and successful metropolitan area which benefit St Étienne's housing market, and improving train links help
- *Saint-Étienne Métropole* and 4 Cities groups starting to produce clear strategies and offers to an internationalised market
- State intervention reduces local 'ownership' of the process.
- Debt problem inherited from previous administration now resolved by new mayor.

Consultation

- Original recovery policies were developed with very limited consultation with either private sector actors or the general public although current Mayor is changing this.
- Consultation and action around green agenda beginning to take off.

Deprivation and inclusion

- Good progress in extensive neighbourhood renovation including employment and social projects on most deprived estates.
- Still increasing gap in terms of employment and skills between worst estates and city average

Summary

- Overall Saint-Étienne's recovery is 'work in progress'. Recovery will depend on continuing public and private sector investment in the city.

List of Main Interviewees and Contacts

Amongst the many people interviewed and with whom we had conversations, the following provided more formal interviews and contributions to the report

Mari-Dominique Lacoste	Director	Employment Services : Lille, Lomme, Hellemmes, Armentieres
Carole Mignot	Director, Politique de la Ville	City of Lille
Christian Crindal	Director , Economic Development, Commerce et Tourism	City of Lille
Bruno Cooren	Director of International Relations	City of Lille
Alexandra Mahé	Director, Urban and Natural Spaces	LMCU
Ari Brodach	Director of Sustainable Development	City of Lille
Mathieu Goetzke	Director of Urbanism and Land Development	City of Lille
Thierry Baert	Director of Studies, International and Major Development	Urban and Development Agency, LMCU
Rose Secq	Director General, Public Interest Group	Lille Metropolitan Urban Renovation
Stanislav Dendeviel	Municipal Councillor	City of Lille
Thibault Tellier	Historian	University of Lille 3
Brigitte Bariol	Director	EPURES (Research and Policy agency for Saint-Étienne)
Bruno Roux	Director of Economic Development	City of Saint-Étienne
Christelle Morel Journal	Head of Urban Studies	University of Saint-Étienne
Damien Chapuis	Urban and Economic Adviser	City of Saint-Étienne
Sebastien Chambre	Project Manager	EPASE (Improvement delivery agency)
Maurice Vincent	Mayor	City of Saint-Étienne
Nicholas Schmitt	Director of Studies	Saint-Étienne Chamber of Commerce Economic Observatory
Sandrine Sanchez	Director of Urban and Social Renewal	City of Saint-Étienne
Michael Pesey	Urban Policy Officer	City of Saint-Étienne
Pierre-Jean Guerra	Director of Innovation	Metz Metropole
Alexis Serré	Social Researcher	University of Metz
Marie Odile Lefèvre	Documentalist	Moselle Chamber of Commerce
Laurent Montouc	City networks	Sillon Lorrain
Radia Daoud	Mobility and Crossborder Adviser	North Lorraine Urbanism Agency
Sandrine Parazza	Adviser on Quattropole (4 cities) policy	City of Metz
Claire-Lise Le Ster	Adviser on urbanism	Metz Urbanism Agency

Bibliography and sources

- AGURAM 2010. *SCOT de l'Agglomération Messine* AGURAM Metz
- ADUAN 2005 *Le Sillon Lorraine* ADUAN Metz
- ADUL 2010 *Les marchés du logement dans les territoires belges de l'Aire métropolitaine de Lille* ADLU Lille
- ANRU 2010 *Projet de Rénovation Urbain de Saint-Étienne* ANRU Paris
- ANRU 2007 *Projet de Rénovation Urbain: Ville de Lille*
- APIM (Agence pour la Promotion Internationale de Lille Métropole) 2008 *Prenez place au Coeur de l'Europe* LMCU Lille
- Baert, T. & Fraser, C., in Charles et al (ed) 2003 *Lille: from Textile Giant to Tertiary Turbine* In Couch, C. Fraser, C. & Percy, S. *Urban regeneration in Europe*. OUP Oxford
- Bleitrach, D. et al 1981 *Classe ouvrière et social-démocratie : Lille et Marseille* Editions Sociales, Paris
- Carré, D. 2008 *Euralille, Chroniques d'une Métropole en Mutation* Editions Carré Paris
- Carré, D. (ed) 2010 *Ville 3000* Editions Carré Paris
- CCIS de la Moselle 2009 *Observatoire des entreprises de la Moselle* CCIS de la Moselle Metz
- CIREN 2010 *Impact sur l'emploi de la réduction des émissions CO2 en Ile de France* CIREN Nogent-sur-Marne
- City of Lille 2009 *Diagnostic Territorial et PLA*
- City of Lille 2010a *Laissez-vous conter Lille Sud*
- City of Lille 2007 *Plan Pluriannuel de Développement de l'Économie sociale et solidaire à Lille 2007-2010*
- City of Lille 2010a *Vos bonnes pratiques pour un développement durable*
- City of Lille 2008 *Vivre ensemble Notre Euro-Métropole*
- City of Lille 2010b *Entreprendre à Lille*
- City of Lille 2010 *Lille Durable*
- City of Lille 2006 *Projet Urbain de Cohésion Sociale*
- City of Lille 2005 *New art of the city*
- City of Lille 2010c *Agenda 21 : Lillois Fiches – Projets 29 Mars 2010*
- City of Metz 2007 *Contrat Urbain de Cohésion Sociale de Metz*
- City of Metz 2010 *Les 12 Travaux de Metz* Metz Magazine, April 2010, Hors Serie #4
- City of Metz 2010 *Agenda 21 - Comprendre et participer à l'engagement de Metz pour un développement durable*
- City of Metz 2006 *ZAC du Quartier de l'Amphithéâtre*
- City of Saint-Étienne 2011 *Plan Climat*
- City of Saint-Étienne 2011 *L'offre Immobilière Économique ZUF*
- City of Saint-Étienne 2011a *Point d'étape PRU Saint-Étienne*
- City of Saint-Étienne 2010 *Montreynaud: un territoire pour vivre et entreprendre*
- City of Saint-Étienne 2009 *Saint-Étienne*
- Colomb, C. 2007 *Making Connections - case study of Roubaix, Lille* Joseph Rowntree Foundation York
- Cour des Comptes 2002 *La Politique de la Ville* Cour des Comptes Paris

Cour des Comptes 2011 *La Gestion de la Dette Public Locale* Cour des Comptes Paris

ECOTEC 2007 *State of European Cities Report* European Union Brussels

EPURES 2010 *Note de l'Observatoire de l'habitat 2010* Epures Saint-Étienne

EPURES 2009 *Etude sur les poles et Filières Strategiques de la Loire* Epures Saint-Étienne

EPURES 2009a *Les Ateliers du Territoire* Epures Saint-Étienne

EPURES 2008a *Les Évolutions économiques dans la Loire en 2008* Epures Saint-Étienne

EPURES 2008 *Note de l'Observatoire de l'habitat 2008* Epures Saint-Étienne

Gough, I, Abdallah S, Johnson V, Ryan-Collins J., Smith, C, July 2011 *The distribution of total greenhouse gas emissions by households in the UK, and some implications for social policy.* CASE/LSE London Gough I, et al 2011

Green, H. and Booth, P. 1996 *Contrat De Ville, Urban Policy, Local Administration and Land Use Planning in Lille : Implementing the Contrat de Ville.* In *European Urban and Regional Studies* 1996 3:19

Hills, J. 2011 *Fuel Poverty Review* DECC London

Interland 2010 *Montreynaud Colline: Projet de renouvellement urbain 2008-2013* Interland Saint-Étienne

KPMG 2010 *Metz Métropole: Oser une Ambition Stratégique Nouvelle et Durable* Metz Métropole Développement Metz

Le Galès, P., & Tirmarche, O. 2004 *Life after Decline in Saint-Étienne* in Crouch, C., Le Galès, P., Trigilia, C. & Voelzkow, H. 2004 *Changing Governance of Local Economies* OUP Oxford.

LMCU 2009 *50 Entreprises Innovantes*

LMCU 2009a SCOT Available at <http://www.scot-lille-metropole.org/>

LMCU 2005 *Charter of Sustainable City Renewal - 2015*

LMCU 2006 *Agenda 21*

LMCU 2010 *Charte des éco-quartiers*

Longhi, C. and Rainelli, M. 2010 *Poles of competitiveness, a French dangerous obsession?* in *International Journal of Technology Management* Vol 40 Nos 1/2/3 pp 66-92

Marchand, P 2003 *Histoire de Lille* Éditions Jean-Paul Gisserot Paris

MEDDTL 2010 *Plan de mobilisation des territoires et des filières sur le développement des métiers de la croissance verte* MEDDTL Paris

Ministère du Logement et de la Ville 2008 *Espoir Banlieues* Ministère du Logement et de la Ville, Paris

Miotti, L., and Schawald, F. 2003 *La Croissance Française 1950-2030* IFRI Paris

ODPM 2004 *Competitive European Cities: Where do the core cities stand* ODPM London

OECD 2011 *Economic Surveys: France* OECD, Paris

OECD 2011a *Cities and Green Growth: The case of Paris* OECD Paris

ONZUS 2010 *Panrama Evolutif (1990-2006)* ONZUS Paris

Paris, D and Mons, D (eds) 2009 *Lille Métropole: Laboratoire du Renouveau Urbain* Parenthès Marseilles

Paris, D. 2002 *Lille: De la Métropole à la Région Urbaine* in *Mappe Monde*, 66 - 2002.2

Paris, D. & Stevens J.F. 2000 *Lille et sa Région - La bifurcation métropolitaines* Éditions de L'Aube Paris

Power, A. Ploger J. and Winkle A. 2010 *Phoenix Cities* The Policy Press, Bristol

Power, A. Ploger J. Winkle A, and Lane, L. 2008 *Tale of Seven Cities* LSE London

Région Lorraine 2010 *Stratégie Régionale de l'Innovation en Lorraine* Région Lorraine Metz
Région Rhone Alpes 2009 *Cartographie des réseaux écologiques de Rhone-Alpes* Région Rhone
Alpes Charbonnières-les-Bains
Région Urbaine de Lyon 2010 *Gouvernance Métropolitaine* Région Urbaine de Lyon Lyon
Région Urbaine de Lyon 2010 *Gouvernance Métropolitain*
République Française 2011 *Document de Politique Transversale- Projet de Loi de Finances pour
2011: Ville* République Française Paris
SAEM 2011 *La Ville Continue* SAEM Lille
Syndicat Mixte du SCOT Sud Loire 2010 *SCOT Approuvé Epures Saint-Étienne*
Winkler, A 2007 *Saint-Étienne CASE Report 40* London School of Economics London

Annex 1: Lille Workshop

City Reformers Group Workshop London School of Economics
23 et 24 mai 2011 - Lille

Les interventions, organisées par Mathieu Goetzke, directeur de l'urbanisme et de l'aménagement de la Ville de Lille, se sont tenues à l'Espace Baïetto¹ de la Maison européenne des sciences de l'homme et de la société (MESHS) de Lille.

Introduction des échanges par **Stanislas Dendeviel**, conseiller municipal chargé du Suivi des projets urbains.

Touchée de plein fouet par la crise industrielle des années 1960-70, la métropole lilloise d'est attachée à **valoriser sa position géographique dans le réseau d'infrastructure européen** qui était alors **en train de se constituer**. Ainsi est créée, en 1986, une association « TGV-gare de Lille » qui réunit tous les acteurs régionaux, économiques et politiques pour obtenir que la deuxième grande infrastructure pour l'entrée de la région dans l'Europe consacre aussi le rôle de la métropole lilloise. Lille a renforcé sa position de carrefour européen grâce à d'importantes infrastructures de transports routiers (autoroutes A22 et A27) et ferroviaires transfrontaliers, tels que le TGV Thalys et Eurostar, et les InterCities pour la Belgique.

Le centre d'affaires **Euralille**, inauguré en 1994 constitue aujourd'hui **le troisième quartier d'affaires français** après La Défense à Paris et La Part-Dieu à Lyon. Depuis lors, de nouveaux programmes sont réalisés : **Euralille2**, **Eurasanté**, le parc technologique et scientifique de la **Haute Borne**, **Euratechnologie** dédié aux activités informatiques et de communication, et récemment le pôle de **l'Union**, dédié au textile high-tech, situé entre Roubaix et Tourcoing.

Rôle moteur de la culture : le projet de **Lille 2004** Capitale européenne de la culture (après Glasgow) a été porté par Martine Aubry, Maire de Lille, dans le cadre de sa politique de développement d'un « nouvel art de ville ».

La ville de Lille s'ancre dans une tradition de **maîtrise d'œuvre publique forte**, initiée par la gestion de Pierre Mauroy, maire (PS) de Lille de 1973 à 2001, et poursuivie par Martine Aubry, qui lui a succédé.

« Lille est en train de basculer d'une image de ville industrielle déclinante vers celle d'une **Eurométropole**, d'une superficie de 3 550 km² de part et d'autre de la frontière franco-belge², au centre d'un réseau européen regroupant la région parisienne, Londres, Randstad, la conurbation néerlandaise, la Ruhr et Bruxelles.

¹ Jean-Paul Baïetto (décédé en 1998) fut le directeur général de la Société d'économie mixte (SAEM) Euralille, de sa création en 1988 à 1998.

² Premier Groupement européen de coopération territoriale (GECT) créé en janvier 2008, l'Eurométropole Lille-Kortrijk-Tournai comprend 4 arrondissements flamands, 3 arrondissements wallons et une communauté urbaine française, Lille Métropole, constituée de 87 communes. Au total, 145 communes sont concernées par le périmètre de coopération. Site web : <http://fr.eurometropolis.eu/>

1. Cadrage sur le contexte historique, social et économique de Lille et de son territoire métropolitain

- ❖ **Les enjeux de développement économiques de la métropole lilloise, resituées dans leur contexte historique**, par **Thibault Tellier**, historien³, et **Jean-François Stevens**⁴, professeur honoraire des universités en aménagement et urbanisme à l'université de Lille.

Lille se situe au carrefour des régions historiques de la Flandre romane, de la Flandre occidentale (dont la langue traditionnelle est le flamand) et de la région wallonne. Cet espace fut parcouru par toutes les armées européennes. **Lille et ses alentours appartiennent à la région historique de la Flandre romane**, contrairement à Dunkerque ou Bailleul.

Espace stratégique pour le commerce, la région lilloise a fait l'objet de revendications territoriales pendant des siècles. Elle a successivement appartenu au comté de Flandre, au royaume de France, au duché de Bourgogne, au Saint-Empire romain Germanique et aux Pays Bas espagnols, avant d'être **acquise par la France en 1668** lors du **traité d'Aix la Chapelle**. **Le flamand était la langue courante**, mais le français y était également parlé depuis le Moyen-âge, amené par les conflits, la domination des ducs de Bourgogne et l'influence des villes marchandes et universitaires francophones dont Lille faisait partie.

La **fixation de la frontière** franco-belge est relativement récente : elle **date de la signature du traité d'Utrecht**, qui mit fin à la guerre de la Succession d'Espagne, en **1713**. Lille est ainsi rattachée à la France de Louis XIV, elle qui était tournée vers Rotterdam jusqu'alors.

La situation frontalière de Lille est perceptible dans la morphologie même de la ville, dans ses extensions et fortifications successives (dont l'actuel boulevard de la République est un vestige). En témoigne encore la **citadelle Vauban**, construite en 1670 pour renforcer le système de défense de la ville.

La ville a connu une forte affirmation architecturale sous Louis XIV : dans un souci de ralliement des Lillois au royaume de France, de nouveaux quartiers virent le jour, dans le **style franco-lillois**, tranchant avec le style flamand (la Porte de Paris fut construite en l'honneur du roi Soleil).

Essor et déclin économique de la région Nord-Pas-de-Calais

C'est dans le cadre de la Révolution industrielle que Lille et sa région s'affirment comme une puissance économique. **L'industrialisation a structuré l'espace métropolitain, en entraînant son urbanisation** (la constitution progressive de la **conurbation Lille, Roubaix, Tourcoing**). **En moins d'un siècle, Lille a connu une extraordinaire croissance démographique** : sa population est passée de 52 000 habitants en 1801 à 216 000 en 1896.

Implantation ancienne de secteurs d'activités tels que **l'agriculture et ses dérivés**, le **textile** et le **commerce** (en raison de la situation géographique de la région). **La révolution industrielle donna un essor considérable à ces activités traditionnelles**, et la présence de **charbon** permit le développement d'une **industrie lourde**. A la

La bourgeoisie industrielle naissante a voulu s'emparer du pouvoir politique. Ainsi l'entrepreneur Eugène Motte (1860-1932), ayant fait fortune dans le textile, est-il devenu conseiller général, député du Nord puis maire de la ville de Roubaix (1902-1912), grâce à l'instauration du suffrage universel aux élections municipales.

³ Thibault Tellier est Maître de Conférences en histoire contemporaine, enseignant à l'Institut d'Etudes Politiques de Lille. Il est chercheur à l'Institut Régional d'Histoire du Septentrion (UMR-CNRS - Lille III) et chercheur associé au centre d'histoire sociale du XXe siècle (UMR-CNRS-Paris I).

⁴ Jean-François Stevens a notamment travaillé au Secrétariat général aux affaires régionales (SGAR) du Nord-Pas-de-Calais, où il était en charge de l'analyse prospective. Il est l'auteur d'un rapport « Lille Eurocité, l'Europe à portée de main », paru en 1989. Il a ensuite rejoint l'Agence de développement et d'urbanisme comme directeur d'études, puis l'Institut d'aménagement et d'urbanisme de Lille. Réf. bibliographique :
Didier Paris et Jean-François Stevens, *Lille et sa région urbaine : la bifurcation métropolitaine*, L'Harmattan, 2000.

veille de la Première Guerre mondiale, la région lilloise compte plus de 60 filatures et constitue **l'un des principaux pôles européens d'industrie textile**.

Le déclin de la puissance industrielle de Lille et la région Nord/Pas-de-Calais s'amorce lors de **la Première Guerre mondiale : 80% du potentiel industriel régional**, situé sur la ligne de front entre Ypres et la Somme, **est détruit**. La majorité des entreprises sont reconstruites après-guerre, et les activités reprennent. **A la veille de la crise de 1929, l'industrie textile du Nord/Pas-de-Calais** atteint son **apogée** : elle détient 90% de la production nationale de la laine peignée, et 85% en ce qui concerne la production de fils de coton et de tissus de lin. Cependant, le non renouvellement des machines et le manque d'investissement des industriels dans leurs secteurs de production respectifs ont **creusé la faille**, qui s'agrandit encore **au moment de la Seconde Guerre mondiale**.

Parallèlement, la population de la région lilloise ne cesse de croître ; le manque de logements, notamment populaires, devient un problème crucial après la Première Guerre mondiale. Des programmes d'Habitats bon marché (HBM) sont lancés dans à Lille, Roubaix et Tourcoing. C'est l'époque où **le socialisme municipal s'affirme** : Jean-Baptiste Lebas à Roubaix⁵ (1912-1928), Roger Salengro à Lille (1925-1936), Gustave Dron à Tourcoing (1899-1919, 1925-1930).

A la fin de la Seconde Guerre mondiale, le Nord/Pas de Calais est encore la **troisième région de France en termes démographiques** (3,3 millions d'habitants en 1954, derrière l'Île-de-France et Rhône-Alpes), **fortement urbanisée** (en 1946, 71% des habitants de la région vivent dans une agglomération de plus de 2 000 habitants, contre 53% en France) et **à l'industrie florissante**. Il s'agit du **deuxième pôle industriel français à la fin des années 1940**. Le secteur secondaire absorbe plus de la moitié des emplois au niveau régional (tertiaire : 32%, agriculture : 12%).

L'après-guerre se caractérise par **l'affirmation de l'Etat-providence**. En France émerge la question de **l'aménagement du territoire** (création dès 1949 d'un service chargé du « Plan national d'aménagement du territoire au sein du Ministère de la Reconstruction et de l'Urbanisme). L'Etat crée en **1963 les Commissions de développement économique régional (CODER)**, puis met en place huit **métropoles d'équilibres**⁶ ; la « métropole Nord » est l'une d'entre elles. Une prime lui est accordée par l'Etat en 1966 pour le développement de ses activités tertiaires. **Dix ans plus tard, les effectifs du secteur tertiaire dépassaient ceux du secteur industriel**, dans la métropole lilloise comme au niveau régional. La **création de la ville nouvelle de Villeneuve d'Ascq**, décidée par l'Etat en **1965**, procède de la même logique : il s'agit d'assurer la transition de l'économie industrielle du Nord/Pas-de-Calais vers le tertiaire.

La problématique du développement économique de la région lilloise est également saisie par les autorités locales : en **1953** est créé le Comité d'études régionales économiques et sociales (CERES) au sein de la région Nord/Pas de Calais. Des élus locaux, des représentants du monde économique (les Chambres de commerces et d'industries notamment), et des syndicats réfléchissent ensemble à des politiques d'aménagement du territoire et à des politiques économiques au niveau régional. Le développement économique de la métropole lilloise préside par ailleurs à la **création de la communauté urbaine de Lille, en 1967**.

Crise et reconversion économique

La crise économique frappe durement les trois piliers de l'industrie régionale qu'étaient le **textile**, la **sidérurgie** et le **charbon** (la dernière mine de la région a fermé en décembre 1990). Entre 1967 et 1992, les emplois industriels baissent de 47% dans le Nord/Pas-de-Calais, contre 18% au niveau

⁵ Roubaix est surnommée « La Mecque du socialisme ». C'est la première ville de la région lilloise à avoir élu un maire socialiste, Henri Carrette, en 1892.

⁶ La création des métropoles d'équilibres est une initiative de la Délégation interministérielle à l'aménagement du territoire et à l'attractivité régionale (DATAR), en 1963. Il s'agissait de créer des contrepoids à l'hypercentralisation parisienne (cf. Paris et le désert français, publié en 1947). Ces métropoles devaient bénéficier des décentralisations, en particulier dans les secteurs prestigieux (recherche, universités...).

national. La métropole lilloise perd quant à elle plus de 130 000 emplois industriels entre 1962 et 1994.

Les élus de la communauté urbaine lilloise réfléchissent à la façon de **gérer les conséquences sociales et spatiales de la mutation de l'économie post-industrielle**. Rompant avec l'urbanisme des grands ensembles et des villes nouvelles des années 1960-1970, les élus font le choix de **requalifier les tissus urbains** les plus affectés par la crise. Le site de l'Union, dont il sera question plus loin, en est un exemple. C'est d'ailleurs au sein de la métropole lilloise qu'est inventé le concept de « **métropole renouvelée** » (François-Xavier Roussel⁷), en 1996.

La reconversion économique de la région ne s'est pas faite sans mal. C'est **la signature du traité sur la réalisation du tunnel sous la Manche**, en **1986**, qui relance une dynamique de développement du territoire. La construction du tunnel (ouvert au service en mai 1994) a entraîné l'accélération du projet de création d'une ligne de TGV, la **LGV Nord** reliant Lille à Paris et Londres (la mise en service de la ligne était prévue pour mai 1993, en même temps que l'ouverture alors projetée du tunnel sous la Manche, dont les travaux ont finalement duré plus longtemps).

Aujourd'hui :

- **Population** : la croissance démographique de la région lilloise a longtemps été l'une des plus dynamiques de l'hexagone. En 1954, la population représentait 7,8 % de la population française. Cependant, **l'accroissement démographique de la région a ralenti**, en raison notamment de l'atténuation des excédents naturels et des soldes migratoires. **Le Nord-Pas-de-Calais reste la quatrième région la plus peuplée de France**.
- **Emploi** : Si depuis la fin des années 1990, le volume d'emplois créés dans la région est important, **le taux de chômage n'a que modérément baissé**. Début 2004, le taux de chômage de la région atteignit 12,8 %, soit trois points au-dessus de la moyenne française.
- 500 000 actifs travaillent actuellement dans l'agglomération lilloise⁸.
- **Tertiarisation rapide et massive** de la population active : **73,3 % des actifs de la région lilloise travaillent dans le secteur tertiaire ; 19,8% dans le secteur industriel**⁹.
- Le **secteur textile est en pleine reconversion**. Les **emplois dans le secteur textile traditionnel sont menacés** : le textile et l'habillement ont perdu respectivement 37 % et 68 % de leurs emplois de 1993 à 2003, avec une accélération du phénomène (30 500 salariés en 2002, 21 800 en 2005).
- A noter que la **vente par correspondance** représente encore un secteur économique très important dans la région lilloise.
- **Grandes incertitudes sur l'évolution du secteur automobile**. L'ouverture du marché aux pays d'Europe centrale rend difficile le maintien de la compétitivité dans un secteur où la baisse des coûts et l'innovation sont permanentes.
- Malgré le développement de nouvelles activités à haute valeur ajoutée, **l'attractivité économique de la région lilloise est encore relativement faible au regard des autres régions métropolitaines d'Europe**. Si l'Île-de-France, la Ruhr, et le South-East britannique représentent environ 30% du PIB des pays dont ces régions font partie, le Nord-Pas-de-Calais ne pèse encore que près de 5% du PIB français. D'où la stratégie adoptée par la communauté urbaine lilloise de **développer des pôles de compétitivité (clusters)**, alliant recherche, formation et entreprises.
- La création de **l'Eurométropole Lille-Kortrijk-Tournai** vise à construire une stratégie commune pour ce vaste territoire dans le cœur économique et démographique de l'Union européenne.

⁷ François-Xavier Roussel « Penser la ville. Ville renouvelée, renouvellement urbain, une page de la mutation des villes en train de s'écrire ? » dans *La ville en débat*, sous la direction de Nabil El-Haggar, Didier Paris et Isam Shahour, L'Harmattan, 2003.

⁸ Source : site web de Lille Métropole Communauté Urbaine (LMCU).

⁹ Source : CCI Grand Lille, citée par la LMCU sur son site web.

Quelle sera la place de Lille et de sa région dans l'Europe du XXI^e siècle ?

- Lille devra consolider son statut de métropole euro-régionale offrant des services à haute valeur ajoutée aux métropoles européennes. Créer une "Lille touch", selon les mots de Jean-François Stevens.
- **Lille pourrait redevenir une région maritime**, dans le cadre de la **construction du canal Seine-Escaut**, qui reliera Le Havre, Dunkerque, Anvers, Rotterdam et Amsterdam, en servant le développement portuaire de Dunkerque et de Boulogne. S'associera-t-elle avec les ports d'Europe du Nord ou les ports français ? La question n'est pas encore tranchée.

❖ **La renaissance du Vieux Lille**, par **Didier Joseph-François**, président de l'association Renaissance Lille Ancien et enseignant à l'École d'Architecture de Lille – ENSAP

Dans le panorama des grandes étapes de la notion de patrimoine en France, la **loi Malraux (1962)** constitue une étape déterminante : il s'agit d'un **avantage fiscal alloué**, sous certaines conditions, **aux propriétaires d'immeubles anciens** qui ont fait l'objet d'une restauration complète.

Cet outil a permis de transformer des centres anciens voués à disparaître. Ainsi le plan d'aménagement directeur de Lille réalisé sous l'égide de Théo Leveau (urbaniste en chef au Ministère de la Reconstruction et de l'Urbanisme) en 1951 prévoyait-il de raser l'ensemble du Vieux Lille, exception faite de la rue Royale, où se trouvent de nombreux hôtels particuliers.

L'association Renaissance Lille Ancien a été créée en 1964, afin de sauvegarder le patrimoine ancien de la ville et d'en assurer la promotion auprès du public.

Le centre ancien de Lille a fait l'objet d'un **plan de sauvegarde et de mise en valeur**¹⁰ mis à l'étude en 1967 et approuvé par décret en **1980**. Il d'un document d'urbanisme particulier, visant à assurer la conservation et la mise en valeur des centres historiques les plus significatifs. Les immeubles compris dans ces zones bénéficient d'une protection globale. Ce plan est actuellement en cours de révision (la Ville vient de lancer les études préalables à la révision).

Le périmètre du secteur sauvegardé (56 hectares) comprend deux parties différenciées dans leur structure urbaine : le **noyau de l'ancienne ville médiévale** se situe au sud et à l'est du secteur (entre l'église Sainte Catherine, la Grand Place, la Place Louise de Bettignies et la Place du Concert). Au nord, de part et d'autre de l'axe de la rue Royale se situe un **quartier créé à la fin du XVII^e siècle**, après l'annexion de Lille à la France et la construction de la citadelle.

2. La stratégie métropolitaine de Lille aujourd'hui

▪ Le développement économique de la métropole lilloise

❖ Présentation de **Lille Métropole Communauté Urbaine (LMCU)**, par **Dany Mackowiak**, directeur du pôle Développement territorial et durable de la LMCU.

Lille Métropole Communauté urbaine est un **établissement public de coopération intercommunale créé en 1967**, en application de la loi du 31 décembre 1966 instituant les communautés urbaines¹¹.

Présidée par Martine Aubry, Lille Métropole rassemble actuellement **85 communes** et **plus d'un million d'habitants**¹² sur un **territoire à la fois rural et urbain**, fait de grandes villes et de villages : la

¹⁰ Le PSMV d'un secteur est géré par l'Etat via l'architecte des bâtiments de France du département.

¹¹ Cette loi visait à remédier aux inconvénients résultant du morcellement des communes dans les grandes agglomérations françaises.

¹² 1 106 885 habitants. Source : recensement réalisé par l'INSEE en 2007.

plus petite commune de LMCU compte 300 habitants, tandis que la ville de Lille en regroupe 225 784¹³. La conurbation formée par **Lille, Roubaix, Tourcoing et Villeneuve d'Ascq** concentre **plus de 40% de la population du territoire communautaire**.

Quatrième agglomération française par sa taille après Paris, Lyon et Marseille, la métropole lilloise se place au **deuxième rang à l'échelle de l'hexagone pour la densité de sa population**.

Avec 84 km de frontière avec la Belgique, la métropole lilloise forme, avec les arrondissements de Courtrai, Mouscron, Roselaere, Tournai et Ypres, une agglomération transfrontalière de 1,8 million d'habitants.

Pierre Mauroy puis Martine Aubry se sont montrés soucieux de développer la communauté urbaine lilloise : conçue comme une entité technique, la LMCE est progressivement devenu une entité politique.

La LMCU est compétente dans les domaines suivants :

- **Aménagement urbain et la gestion des services publics** (domaines dans lesquels la LMCU intervient depuis sa création) :

- **Elaboration du plan directeur d'urbanisme intercommunal** et des **plans d'urbanisme communaux (POS et PLU¹⁴)** ;
- **Création et la réalisation de zones d'aménagement concerté (ZAC)**, qu'il s'agisse de zones d'habitation, de zones industrielles, de secteurs de rénovation ou de restructuration ; **construction et aménagement de locaux scolaires dans les ZAC** ; entretien de ces locaux lorsque la zone s'étend sur plusieurs communes ;
- En ce qui concerne le logement : la LMCU **gère les Opérations programmées d'amélioration de l'habitat (OPAH¹⁵)**, ainsi que les **actions de réhabilitation et de résorption de l'habitat insalubre** ;
- En ce qui concerne la voirie et la signalisation : **création et entretien de la voirie des communes intégrées à LMCU, aménagement des centres-villes et des zones 30¹⁶** ;
- Gestion des **transports urbains** ; des **parcs de stationnement** ;
- Gestion de **l'eau** et de **l'assainissement** (à l'exclusion de l'hydraulique agricole) ; des **ordures ménagères** ; de **l'éclairage public sur les voies rapides urbaines** ; des Marchés d'intérêt national (MIN) et des abattoirs ; des crématoriums.

- **Les missions de Lille Métropole ont évolué depuis la loi de juillet 1999** relative au renforcement de l'intercommunalité (loi Chevènement). Le champ d'intervention de la LMCU a été élargi notamment aux domaines suivants :

- **Actions de développement économique** (depuis 2000)
- **Soutien et promotion d'événements métropolitains** (depuis 2000, donc avant Lille 2004)
- **Elaboration et suivi du Programme local de l'habitat - PLH¹⁷** (depuis 2004).

¹³ Source : recensement INSEE 2008.

¹⁴ POS : Plan d'occupation des sols, un document d'urbanisme créé en 1967. La loi relative à la solidarité et au renouvellement urbains (Loi SRU) du 13 décembre 2000 a prévu la disparition de ces documents de planification urbaine, au profit des nouveaux Plans locaux d'urbanisme (PLU). La loi SRU stipule que la transformation des POS de communes en PLU devait s'opérer au 1^{er} janvier 2010 au plus tard.

¹⁵ Créées en 1977, les OPAH constituent l'outil principal par lequel est réalisé la réhabilitation des centres urbains et des bourgs ruraux. Il s'agit d'une convention passée entre une commune, un Etablissement public de coopération intercommunale, l'État français, le Conseil régional et l'Agence nationale de l'habitat (ANAH) en vue de réhabiliter un quartier bâti.

¹⁶ Zone 30 : périmètres urbains où la vitesse des véhicules est limitée à 30 km/heure. Ce type d'aménagement de la voirie, en obligeant les véhicules à circuler à une vitesse très modérée, vise à sécuriser les déplacements des piétons et à favoriser la mixité du trafic entre cyclistes, automobilistes, et modes de transport en commun.

¹⁷ Créé en 1983, le Programme local de l'habitat est, en France, le principal dispositif en matière de politique du logement au niveau local. Il est le document essentiel d'observation, de définition et de programmation des investissements et des actions en matière de politique du logement à l'échelle d'un territoire. Depuis 2004, la compétence d'élaborer un PLH

- **Aménagement et gestion des terrains d'accueil des gens du voyage ;**
- **Equipements et réseaux d'équipements culturels et sportifs ;**
- **Valorisation du patrimoine naturel et paysager de l'espace métropolitain ;**
- **Soutien à la recherche (depuis 2009).**

Fonctionnement :

La LMCU rassemble **170 élus** (les **conseillers communautaires**, choisis pour six ans par le conseil municipal de leur commune) au sein d'une assemblée délibérative, le **Conseil de Communauté**, qui se réunit sur convocation de Martine Aubry (4 à 6 fois par an).

Au sein du Conseil, la répartition des sièges entre les communes est fixée à la **proportionnelle**. Elle est corrigée pour **permettre la présence de toutes les communes** et pour **équilibrer la représentation du territoire**. Ainsi, le nombre d'élus par commune varie d'un représentant (le maire) pour les plus petites communes à 24 pour la plus importante.

Aucune décision n'est prise unilatéralement dans la communauté urbaine lilloise: c'est le **Conseil de Communauté qui tranche par délibération**¹⁸. Martine Aubry est chargée de l'exécution des délibérations votées par le Conseil de Communauté.

Les dossiers sont préparés et débattus dans les **dix commissions thématiques, constituées autour des missions de la LMCU** : "Economie", "Logement", "Transports", "Urbanisme, aménagement, ville renouvelée", "Ecologie urbaine", "Espace public urbain et naturel", "Vivre ensemble", "Grands événements", "Gouvernance", "Finances et ressources". Animées par les dix premiers vice-présidents de la communauté urbaine, ces commissions émettent des **avis** qui inspirent la rédaction des délibérations.

Les conseillers communautaires peuvent s'assembler pour former des groupes politiques (cinq élus minimum dans chaque groupe). Le Conseil en compte neuf actuellement. **Martine Aubry a défini une majorité** composée du groupe socialiste (PS), des Verts et du groupe communiste (PC), et des petites communes ayant décidé d'adhérer au programme.

Le « G10 », composé par Martine Aubry et les dix premiers vice-présidents de la LCMU, prépare les politiques de la majorité.

La communauté urbaine lilloise a lancé en **2008 les contrats de territoire**, afin de faciliter le dialogue entre les 85 communes et la LMCU. Cet outil n'a pas d'autre équivalent en France. Le contrat de territoire est un moyen de **programmer dans le temps l'intervention de la communauté urbaine dans les huit territoires délimités** (représentés chacun par un maire), **en fonction des attentes des communes**. L'objectif de ces contrats est également de rendre l'intervention de la LMCU plus lisible auprès des habitants des communes membres.

Les ont été grevés par

La suppression de la Taxe professionnelle¹⁹ a entravé le développement des contrats de territoire.

relève exclusivement des établissements publics de coopération intercommunale, sous le contrôle de l'Etat (via les préfetures).

¹⁸ **La délibération est une** décision administrative prise par le Conseil de communauté. Selon son importance, une délibération peut être discutée et votée en bureau (formation restreinte) ou en séance plénière. La plupart des décisions sont prises à la majorité simple. Cependant, les décisions les plus importantes, relatives à l'intérêt communautaire (i.e. de l'ensemble des communes de la LMCU) ou à l'adoption d'une nouvelle compétence, font l'objet d'un vote à la majorité qualifiée des deux tiers.

¹⁹ Créée en 1975, la Taxe professionnelle (TP) est l'un des quatre impôts directs locaux perçus par les collectivités territoriales françaises, calculée à partir de l'investissement, du parc foncier et de la valeur ajoutée des entreprises. Il s'agissait de la première ressource fiscale des collectivités locales, servant à financer le budget des communes, des départements et des régions, ainsi que d'autres organismes, telles que les Chambres de commerce et d'industrie. La suppression de la TP est effective depuis le 1^{er} janvier 2010.

- ❖ **Présentation de la stratégie métropolitaine en matière de développement économique**, par **Christophe Bolot**, Directeur général adjoint en charge du Développement Economique de la LMCU

Aujourd'hui, la communauté urbaine lilloise est le **deuxième centre d'activités** français¹, et le **deuxième marché d'immobilier de bureaux** hors Ile-de-France. C'est aussi la troisième région française en matière d'investissements étrangers (IDE).

La métropole lilloise est aussi le **deuxième pôle universitaire** de l'hexagone, avec plus de 10000 étudiants et 250 laboratoires de recherche (3 200 enseignants-chercheurs).

Le **bassin d'emploi** de la communauté urbaine de Lille représente **2,2 millions d'habitants à l'échelle de l'Eurométropole franco-belge**

La LMCU a initié l'élaboration d'une stratégie économique pour son territoire au début des années 2000, suite à l'élargissement du domaine de compétences de la communauté urbaine. Trois axes d'intervention ont été définis :

- **Le développement du foncier économique**

La LMCU coordonne la production d'une offre foncière et immobilière adaptée aux besoins des entreprises en recherche d'implantation de nouveaux espaces d'activité. En collaboration avec la Chambre de Commerce et d'Industrie et les aménageurs privés, elle propose aux entreprises une gamme élargie de sites d'accueil : parcs d'activité, sites d'intérêt local, zones d'activités dédiées à une thématique, espaces de reconquête en renouvellement urbain.

- **L'accompagnement des filières d'excellence**

L'action de la communauté urbaine s'organise en fonction du type de secteur.

Pour les secteurs traditionnels comme le textile, la vente par correspondance ou la distribution, La LMCU apporte un accompagnement individualisé (recherche de terrains, amélioration des dessertes, aide au financement), en déployant les stratégies vers des activités à plus forte valeur ajoutée.

Les nouveaux secteurs ou niches d'activité comme la biologie-santé, les technologies de l'information et de la communication et de l'image (TIC) ou encore la filière environnement font l'objet d'un soutien spécifique. Il s'agit par exemple d'encourager les acteurs d'une même filière à se fédérer autour d'un projet structurant.

Cette stratégie d'accompagnement a été récompensée par la labellisation au niveau national de cinq pôles de compétitivité sur le territoire en juillet 2005 :

-**Up-Tex** : pôle d'excellence en matière de textiles innovants – site de l'Union ;

-**Nutrition Santé Longévité (NSL)** : pôle de recherche dans le domaine des médicaments et des biotechnologies principalement – EuraSanté ;

-**Pôle Industries du commerce (PICOM)** : pôle de compétitivité des industries du commerce.

A savoir : **la métropole lilloise est la capitale européenne de la vente à distance** (219 entreprises sont basées sur son territoire) ;

-**I-Trans** : pôle spécialisé dans les domaines des transports terrestres durables et de la logistique ;

-**MAUD** (Matériaux et Applications pour une Utilisation Durable) et **TEAM**² : pôles de recherche dans le domaine de l'environnement.

Institués en **2004** par l'Etat, les pôles de compétitivité (ou clusters) sont des associations regroupant des entreprises, des centres de recherche et des organismes de formation publics et privés. L'objectif est de créer les **conditions du renouveau économique des territoires et renforcer leur compétitivité à l'échelle internationale**, en mettant au point de **nouveaux produits et services**. Il existe 71 pôles en France.

MAUD est dédié au développement de nouveaux produits, et services, et à l'amélioration des fonctionnalités des matériaux, dans trois secteurs-clé : les arts de la table, les industries graphiques et l'emballage/packaging. **TEAM²** se consacre à la filière du recyclage et à la valorisation des déchets.

- **Le développement équilibré des territoires**

La communauté urbaine de Lille Métropole adapte son action économique aux spécificités de chacun des huit "territoires communautaires".

En **2009**, la LMCU a adopté un **Plan métropolitain de développement économique (PMDE)** de la communauté urbaine lilloise pour **faire face à la crise économique**. Ce plan multi-annuel s'articule avec celui de la région Nord-Pas-de-Calais, dans l'objectif de parvenir à constituer une grande région économique européenne. A la fin de l'année 2008, le Conseil Régional et LMCU s'étaient mis d'accord sur des objectifs stratégiques conformes à leurs priorités et orientations respectives.

Le PMDE de la communauté urbaine lilloise fixe quatre priorités à l'horizon 2011 :

1. Accompagnement des entreprises implantées dans l'espace de la LMCU

-La priorité est accordée aux PME.

-La communauté urbaine a notamment mis en place une "plateforme métropolitaine" de services aux entreprises, destinée à mieux coordonner les interventions des différentes structures d'accompagnement des entreprises (collectivités, chambres consulaires, agences de développement).
-Des aides financières sont accordées (en relation avec le Conseil régional notamment) aux entreprises projetant de s'implanter ou de se développer sur le territoire.

2. Coordination de la production d'une offre foncière et immobilière

La LMCU a fait le choix de développer de nombreux petits et moyens parcs d'activités²⁰ plutôt que quelques "gros", afin de pouvoir les insérer dans les villes du territoire économique. Or, le foncier économique disponible est très rare dans la métropole lilloise. La LMCU s'est fixée d'**acquérir du foncier** (150 hectares par an) **notamment sur les friches industrielles²¹**, sur lesquelles ont été implantées les cinq pôles d'excellence (**projet "1000 hectares"**, lancé en 2004 pour 10 ans). Selon Christophe Bolot, l'objectif sera atteint en 2014.

3. Soutenir le développement des 6 filières clés de la communauté urbaine lilloise

... et de manière prioritaire les TIC, la distribution et le e-commerce, les textiles et matériaux innovants, la biologie-santé-nutrition, et le tertiaire supérieur (services financiers, juridiques...). A noter : les transports ne font pas partie des secteurs prioritaires.

La LMCU se propose également de réfléchir aux possibles associations d'entreprises entre différentes filières (les "éco-entreprises"). Ex : croiser les TIC et la distribution pour développer le e-commerce, notamment en ce qui concerne la vente à distance.

4. Promouvoir l'enseignement supérieur et la recherche

Le projet "**Campus Grand Lille**" fait partie des douze projets de pôles de recherche et d'enseignement supérieur (PRES) sélectionnés par l'Etat en 2009. **La dotation étatique de 110 millions d'euros a été complétée par les financements locaux pour atteindre 22 millions d'euros (8 millions d'euros devraient être consacrés à la construction de logements étudiants et de résidences pour accueillir des enseignants-chercheurs invités).**

²⁰ Aucun parc d'activité n'atteint 150 hectares dans la métropole lilloise; dix d'entre eux font entre 80 et 100 hectares de superficie.

²¹ Les cinq pôles d'excellence de la métropole lilloise s'implantent sur des friches industrielles.

5. Veiller à l'équilibre du développement économique du territoire

Développement équilibré au niveau des huit territoires communautaires (voir supra).

Par ailleurs, la LMCU se montre soucieuse de **soutenir le développement des activités industrielles et agricoles de l'espace métropolitain**, qui ont pu être éclipsées par l'essor du secteur tertiaire depuis la fin des années 1990.

A noter : la **LMCU n'est pas compétente en matière d'emplois** (domaine des communes). La communauté urbaine se charge néanmoins de coordonner les sept Maisons de l'Emploi réparties sur le territoire communautaire.

❖ Focus sur trois pôles d'excellence économique :

- **Euralille**, présenté par **Michel Bonord**, directeur délégué de la SAEM Euralille

Comme dit plus haut, Euralille est le troisième quartier d'affaires français après La Défense à Paris et La Part-Dieu à Lyon.

Le **projet de création d'un quartier d'affaires dans la métropole lilloise** s'inscrit dans la **stratégie de reconversion de Lille** et de la communauté urbaine après la crise de ses activités industrielles. Suite au lancement du projet de construction du tunnel sous la Manche, **Pierre Mauroy**²² décide de créer une **"turbine tertiaire"** à la croisée des lignes TGV nord-européen, le tracé, reliant Paris, Lille, Londres et Bruxelles venait d'être confirmé par le premier ministre, en 1987.

En 1988 est créée une société d'études, Euralille-Métropole, chargée de définir et de préparer la mise en œuvre d'un **grand projet urbain autour des gares**, dont la conception est confiée la même année à l'architecte et urbaniste **Rem Koolhaas**. Pierre Mauroy avait en effet obtenu le passage des TGV en centre-ville pour pouvoir y bâtir la nouvelle gare Lille Europe à proximité de Lilles Flandres (gare créée en 1848). La "turbine tertiaire" telle que la concevait Mauroy devait faire la **jonction du Vieux-Lille et des faubourgs**.

En 1990, Euralille-Métropole est transformée en Société d'économie mixte, la SAEM Euralille²³, et la ZAC du Centre International d'Affaires des Gares (CIAG) est créée. Celle-ci s'implante sur un périmètre d'environ **50 d'hectares d'anciennes casernes, de fortifications et de terrains vagues** appartenant à la Ville de Lille.

Inauguré en 1994, Euralille s'étend aujourd'hui sur **près de 110 hectares** et comprend le **Centre International d'Affaires des Gares** (300 000 m² de bureaux; **14 000 salariés**²⁴), les gares elles-mêmes (Lille Europe : 6 millions de voyageurs par an; Lille Flandres : 17 millions de voyageurs par an), des commerces, dont le **centre commercial Euralille**, qui comprend un hypermarché et une galerie marchande de 120 boutiques (66 000 m² de surfaces de vente au total), des **logements (4000 résidents)** et des équipements (dont 5 hôtels), ainsi qu'un important programme d'**espaces verts** (parc Henri Matisse, jardin des Dondaines... 20 ha au total) et d'**espaces publics**.

Le développement d'Euralille se poursuit, avec la création de la **ZAC Euralille 2** en 2000 (dont nous avons visité le quartier du Bois-Habité, voir *infra*) puis de la **ZAC Porte de Valenciennes** en 2006, sur l'emplacement de l'ancienne gare Saint Sauveur. Cette opération permettra de faire la jonction entre Euralille 2 et le quartier de Moulins.

Dernière étape en date : **Euralille 3000**, nouvelle phase de développement du secteur central (le CIAG). Lancé en 2010, le programme vise à **poursuivre la dynamique tertiaire** du triangle des gares

²² Lorsque les premières réflexions sur le centre d'affaires émergent, à la fin des années 1980, Pierre Mauroy est maire de Lille et président de la communauté urbaine.

²³ La SAEM Euralille est une société anonyme d'économie mixte, associant donc dans son capital des collectivités locales majoritaires et des partenaires privés économiques et financiers. Elle est présidée par Martine Aubry, était dirigée par **Jean-Louis Subileau jusqu'à la fin 2010**, avant de rejoindre Euralille.

²⁴ Près de 97% du programme initial a été commercialisé. Source : plaquette de présentation de la SAEM Euralille.

et à **régénérer les espaces publics** (réaménagement du parvis de la gare Lille-Europe, couverture partielle du périphérique).

Visite du Bois Habité, présenté par **David Wauthy**, architecte urbaniste chargé d'études à la SAEM Euralille.

Le quartier du **Bois Habité** s'implante dans la ZAC **Euralille 2** qui jouxte la gare Saint Sauveur et Lille Grand Palais²⁵. Créée en 2000, la ZAC Euralille 2 s'étend sur **200 hectares** (sur l'emplacement de l'ancienne Foire de Lille), **dans la continuité de la ZAC Euralille 1**. Il se trouve à proximité de Lille Grand Palais.

Le territoire était **initialement enclavé par le boulevard périphérique**, qui a été dévié vers l'est (et constitue désormais l'un des flancs de la ZAC). Le projet d'aménagement de la ZAC visait à **reconquerir les friches situées entre le boulevard périphérique et le nouveau boulevard urbain**, par la **réalisation d'un quartier mixte** (190 000 m² SHON), réunissant **750 logements** (47 000 m², soit **25% de la totalité du programme**), des équipements publics (notamment l'implantation du nouvel Hôtel de la Région Nord/Pas-de-Calais et de la future extension de Lille Grand Palais), des équipements hôteliers et d'activités, des commerces et des espaces verts.

Pilotée par la SAEM Euralille, la maîtrise d'œuvre de la ZAC a été confiée à une équipe d'architectes-urbanistes (François Leclercq et Michel Guthmann) et de paysagistes (TER). Le site a été protégé des nuisances routières et ferrées périphériques par une ceinture acoustique²⁶.

Le **Bois Habité** (6,5 hectares) est un **quartier essentiellement résidentiel**, constitué de 600 logements mixtes (75% de logements privés, 25% de logements sociaux). Les huit lots d'habitat sont de **hauteur réduite** (4 étages maximum ; logements individuels type maison de ville, logements intermédiaires et logements en petit collectif), répartis dans un environnement planté. La **végétation** est à la **source de l'opération d'aménagement**, il a ainsi été procédé à un « urbanisme en creux » selon les mots de la SAEM.

La construction des bâtiments est soumise à de fortes exigences environnementales : la **certification Habitat et Environnement** a été imposée pour les derniers programmes de logements (parmi eux, un bâtiment passif²⁷ de 44 logements sociaux est en cours de construction). Les bureaux et activités sont soumis à la certification « NF bâtiments tertiaires Haute qualité environnementale – HQE ». Par ailleurs, un système de récupération des eaux de pluies a été mis en place.

Aucun commerce n'est encore venu s'installer au Bois Habité, qui n'est pas encore totalement loti.

- **EuraTechnologie**, par **Patrick Maillot**, chef de projet au service Urbanisme de la Ville de Lille et **Jérôme Fauquembergue**, responsable Développement d'EuraTechnologie.

Implanté à l'ouest de Lille (sur la commune de Lomme), le long de la rivière de la Deûle, le pôle numérique EuraTechnologie a été aménagé **dans les murs d'une ancienne filature** : l'usine Leblan-Lafont, qui avait fermé en 1983. **Il avait alors été question de la détruire**, avant d'engager les premières études de reconfiguration du site en 1988. La communauté urbaine lilloise décide d'y aménager un centre d'activité dédié aux technologies de l'information et de la communication (TIC) dix ans plus tard, en 1999.

Le pôle a été **inauguré en mars 2009** avec 60 entreprises (1090 emplois) **de toute taille**, couvrant quatre grands segments du marché des TIC : les télécoms, les systèmes d'information, l'e-business et

²⁵ Conçu par Rem Koolhaas et inauguré en 1994, le bâtiment de Lille Grand Palais regroupe des espaces pour accueillir des congrès, des expositions et des spectacles (Zénith Aréna).

²⁶ La première tranche de l'aménagement de la ZAC a été livrée fin 2006. Les tranches suivantes se sont échelonnées entre 2007 et 2010.

²⁷ Un bâtiment passif est un bâtiment dont la consommation énergétique au m² est très basse, voire entièrement compensée par les apports solaires ou par les calories émises par les apports internes (matériel électrique et habitants).

les industries de contenus de sites Web. Le pôle vise notamment à **favoriser les échanges entre les porteurs de projets de start-ups** réunis sous un même toit. Jérôme Fauquembergue indique que la moitié des entreprises créées disparaissent avant cinq ans d'existence, tandis que 80% d'entre elles pérennisent leurs activités si elles sont accompagnées dans leur développement; d'où l'idée de faire d'EuraTechnologie un **incubateur d'entreprises TIC**.

Raouti Chehi, directeur d'EuraTechnologies Développement, que nous avons rencontré sur place le 23 mai, souligne que **l'installation de Microsoft²⁸** sur le site en **2008** a signé la consécration du projet. **Aujourd'hui, EuraTechnologies concentre plus de 1500 emplois. 250 entreprises veulent s'y implanter, ainsi que 150 porteurs de projets.**

Le site fait également l'objet d'un projet urbain depuis la création de la **ZAC des Rives de la Haute-Deûle** en **2004** (gérée l'aménageur Soreli). Au-delà de la création d'activités tertiaires (150 000 m² de bureaux au total); le programme prévoit de doter le quartier de 170000 m² de logements, mais aussi d'équipements culturels et sportifs, de commerces, d'hôtels et de restaurants. L'objectif du programme est de parvenir à **créer 3 300 emplois et accueillir 1600 nouveaux habitants dans le quartier.**

Le projet des Rives de la Haute-Deûle²⁹ a rejoint le club national **EcoQuartier** en **2009**, à l'issue du premier appel à projet du Ministère de l'Ecologie et du Développement durable.

- **L'Union**, par **Claire Schorter**, architecte et urbaniste à l'agence Reichen et Robert & Associés

L'Union regroupe le **Centre européen des textiles innovants** et **Plaine Images**, un cluster dédié à la filière d'excellence image-culture-médias.

L'aménagement de ce site de **80 hectares de friches industrielles**, réparti sur **trois communes** (Roubaix, Tourcoing et Wattrelos) et géré par deux aménageurs³⁰, a été lancé en 2007 avec l'implantation des premières entreprises, notamment sur le site de la Plaine Images. La majeure partie du site est située en **Zone franche urbaine jusqu'à la fin 2011** : les entreprises qui décident de s'y installer bénéficient ainsi d'**exonérations de charges fiscales et sociales durant cinq ans.**

Ce site a fait l'objet de nombreuses études depuis qu'il a été identifié comme Grand projet d'excellence métropolitain par la LMCU, en 1992. Son **accessibilité** et sa **proximité avec la Belgique³¹** en ont fait un **site stratégique dès les années 1970** sur lequel la Chambre de commerce et d'industries et la communauté urbaine avaient prévu **l'implantation d'un site tertiaire**. C'est en 2004 que le plan d'aménagement urbain de l'équipe Reichen et Robert est choisi. Les premiers bâtiments neufs ont commencé à sortir de terre à l'été 2009.

Outre les filières Image et Textiles innovants, l'Union est destinée à recevoir des **entreprises de différents secteurs d'activité**, qui pourront bénéficier dès **2012** de **l'implantation du Tribunal de Commerce de Roubaix-Tourcoing** au pied de la Tour Mercure. Situé à la sortie de la voie rapide, le secteur des Quais concentrera des **sièges sociaux d'entreprises** dans un ensemble de quatre bâtiments basse consommation (BBC). **Vinci y installera son siège régional** (actuellement situé à Marcq-en-Baroeul avec une antenne à Villeneuve-d'Ascq en 2013).

²⁸ Microsoft s'est engagé vis-à-vis de la Ville à mettre en place un "**plan logiciel**" afin de promouvoir le développement d'une vingtaine de start-up par an et de participer au projet intitulé "**Lille, ville numérique**" visant à permettre à chaque Lillois d'avoir une adresse e-mail. Microsoft prévoit également de créer un centre de formation afin de favoriser l'emploi dans les nouvelles technologies.

²⁹ La conception du projet urbain a été confiée à l'architecte et urbaniste Jean-Pierre Pranas-Descours et aux paysagistes Bruel-Delmar.

³⁰ La SEM Ville renouvelée, associée à la SAEM Euralille, est chargée depuis 2007 de la mission d'aménagement du site, pour une durée de 15 ans.

³¹ L'Union se situe à 10 km du centre de Lille et à 3 km de la Belgique. Le site est desservi par un accès direct au réseau autoroutier, plusieurs gares TGV et trois stations de métro.

Par ailleurs, l'**Institut du Monde Arabe** implantera en novembre 2011 une antenne³² dans sur le **site de la Tossée**, à Tourcoing, inclus dans le périmètre de l'Union.

Compte tenu de l'ampleur du projet et de la superficie du site, l'aménagement **de l'Union**, qui représente un **investissement de 174 millions d'euros** (dont **114 millions d'euros d'investissements publics**), **se fera progressivement** sur une période estimée à **une quinzaine d'années**. L'enjeu des aménageurs, indique par Claire Schorter, est de **convaincre les acteurs privés à investir sur le site**.

En 2022, le site de l'Union devrait se composer de **4000 habitants** (dans 1400 logements mixtes et neufs³³) et **autant de salariés**. A l'image du projet des Rives de la Haute-Deûle, l'Union a rejoint le club national **EcoQuartier** en **2009**.

- **Le Grand projet urbain de Lille - l'exemple de l'opération ANRU de Lille Sud**, présenté par **Charlotte Rosier**, chef de projet au service Urbanisme de la Ville de Lille et Simon d'Annunzio, de la LMCU.

Le quartier Lille Sud, que nous avons visité le 24 mai, est **le plus étendu (35 m²) de la ville**, et le **3^e quartier de Lille en termes de population (20 016 habitants, soit 9% de la population lilloise)**.

Lille Sud est marqué par la **concentration de logements HLM** (l'offre de logements est constituée à **72% de logements sociaux locatifs**), dont la plupart ont été construits dans la période de reconstruction d'après-guerre, **sans schéma d'aménagement d'ensemble**. Le quartier, peuplé pour moitié de l'immigration nord-africaine, est par ailleurs **coupé du centre-ville par une juxtaposition d'infrastructures lourdes** (boulevard périphérique, emprises SNCF), et son organisation urbaine est **fortement contrainte par l'emprise du cimetière du Sud**, dont la superficie (20 hectares) représente **10% de la surface totale du quartier**. Le cimetière constitue un obstacle aux déplacements Est-Ouest dans le quartier.

Lille Sud est l'un des deux secteurs prioritaires du **Grand projet urbain³⁴ de Lille** (avec la Porte de Valenciennes). C'est dans ce cadre que le secteur Lille Sud a fait l'objet d'une **opération de l'Agence nationale de renouvellement urbain (ANRU)**, pour un budget de 250 millions d'euros³⁵ sur la période 2006-2014, divisée en deux phases. Il s'agissait d'**améliorer la qualité urbaine** des quartiers et des équipements publics, de **diversifier l'offre de logements afin de casser « l'effet ghetto » du secteur**, et enfin d'**assurer le développement économique**. Aucun investissement privé n'avait été réalisé à Lille Sud ces vingt dernières années.

Le programme de l'opération se composait de la **démolition de 480 logements³⁶**, de la **rénovation de 1600 logements**, de la **résidentialisation³⁷ de 2600 logements**, et de la **construction de 1740 logements, de toute catégorie** : 40% de locatif privé, 25% de logements locatifs sociaux et 35% de

³² En mai 2011, le conseil régional du Nord/Pas-de-Calais a voté l'octroi d'une subvention de 500 000 euros à ce projet, pour contribuer au financement des activités qui seront proposées par l'antenne : formation en langue et en civilisation arabes adressée à des particuliers ou des entreprises, expositions, concerts, débats...

³³ Programme : 30% de logements locatifs sociaux, 30% de logements intermédiaires, 40% de logements en accession libre.

³⁴ Le Grand projet urbain de Lille (GPU) comporte un volet centré sur la rénovation des quartiers d'habitat social, et un volet consacré à la rénovation des logements privés dégradés. Ces deux volets fixent les perspectives d'aménagement des quartiers concernés d'ici 2012. Le GPU rassemble des interventions de plusieurs partenaires, dont la Ville de Lille et la LMCU pour les espaces publics et les rues, les bailleurs sociaux LMH et CMH pour le logement social, le Conseil Général pour l'accompagnement social... Il est financé à hauteur de 482 millions d'euros par ces partenaires ainsi que l'Agence Nationale de Rénovation Urbaine (ANRU), la Caisse des Dépôts et Consignations, l'Etat et la Région.

³⁵ Le projet de rénovation urbaine de Lille Sud est financé pour un quart par l'ANRU (Etat français), et pour le reste par les bailleurs sociaux, la Ville de Lille, la Région Nord/Pas-de-Calais et les départements concernés.

³⁶ Les habitants qui résidaient dans les logements détruits ont été relogés dans le quartier ou dans l'un des 14 sites associés répartis dans l'ensemble de la ville de Lille.

³⁷ La résidentialisation est un type d'opération de rénovation urbaine, apparue en France au début des années 1990, et visant à améliorer le cadre de vie des habitants d'un quartier donné. De fait, ces opérations concernent majoritairement les quartiers d'habitat social. L'efficacité de cette mesure fait débat en France.

logements en accession à la propriété. L'objectif est de **parvenir en 2014 à 5% de logements sociaux** sur le secteur (contre 72% avant 2006).

L'opération a également consisté à restructurer l'ensemble du réseau viaire, ainsi qu'à **réaménager les espaces publics** et les **cheminements** du quartier (élargissement des trottoirs, aménagement de pistes cyclables). Un **parc urbain** de 4 hectares a été créé dans le quartier Arras-Europe. Des **équipements publics** ont enfin été **renovés** d'autres ont été **créés** : une piscine, des écoles, des centres sociaux, un foyer de jeunes travailleurs, une salle polyvalente... Le **tramway devrait passer par la ZAC Arras-Europe à l'horizon 2017**.

Les travaux menés dans le cadre de l'opération de rénovation urbaine de Lille Sud ont donné lieu à l'engagement de contrats urbains de cohésion sociale : 5% des heures travaillées sur les chantiers devaient s'inscrire dans un dispositif d'insertion professionnelle. Au total, 200 000 heures ont été programmées (262 contrats de travail). 90 % des personnes concernées vivent en Zone urbaine sensible, le quart d'entre eux à Lille Sud.

- **La politique culturelle de la métropole lilloise**, présentée par Laurent Dréano, directeur du Pôle Culture et Manifestations festives de la Ville de Lille

Nous avons rencontré Laurent Dréano à l'occasion d'un déjeuner à la gare Saint Sauveur, le 23 mai. Il nous brièvement présenté la politique culturelle de la ville.

La culture est conçue comme un levier de développement urbain de la stratégie métropolitaine lilloise. C'était déjà le cas dans les années 1970, comme en témoigne la création de l'Orchestre national de Lille (1976).

Le succès de Lille 2004, capitale européenne de la culture, a contribué au rayonnement international de la ville et de la région métropolitaine : **près de 2 500 manifestations** (spectacles, expositions, grandes fêtes populaires, ect.) ont été organisées dans **193 communes de la région Nord/Pas-de-Calais** et de **Belgique**. En l'espace d'un an, ce territoire a accueilli **plus de 9 millions de visiteurs**, parmi lesquels de nombreux touristes européens (notamment d'Allemagne, de Grande-Bretagne et des Pays-Bas).

A l'occasion de Lille 2004, des **bâtiments remarquables** ont été **réhabilités** (ex : ma réouverture de l'Opéra de Lille) et de **nouveaux équipements culturels** ont été **construits**, de part et d'autre de la frontière franco-belge : douze **maisons Folie**³⁸, des lieux d'exposition tel que le **Tri Postal**³⁹, la **Halle de glisse** dédiée aux nouveaux sports.

Lille 2004 a donné l'impulsion à de nouveaux projets culturels d'envergure, tel que Lille 3000⁴⁰. Le projet de la capitale européenne de la culture a transformé l'image de Lille, en engageant des partenariats avec les acteurs économiques pour réaliser des investissements à long terme⁴¹.

C'est dans le cadre de Lille 3000 que la Gare Saint Sauveur (une ancienne gare de marchandises) a été réhabilitée par la Ville de Lille. Depuis sa réouverture en mars 2009, cet espace de loisirs et d'expositions a déjà accueilli plus de 7000 visiteurs.

³⁸ Lieux phare du projet culturel de Lille 2004, les douze maisons Folie ont été aménagées au sein d'anciennes filatures ou d'autre lieux de mémoire caractéristiques des différents quartiers dans lesquelles elle se situent. Trois d'entre elles sont restées des lieux de rencontre artistique et de création (Maison Folie Wazemmes, Moulins et Beaulieu).

³⁹ Lieu central de Lille 2004, le Tri Postal, situé dans le quartier des gares TGV, est devenu un espace de grandes expositions et de festival. D'octobre 2010 à janvier 2011, dans le cadre de Lille 3000 (cf. infra), le Tri Postal s'est ainsi associé à la Saachi Gallery pour présenter une exposition intitulée « la Route de la Soie », visitée par plus de 126 700 visiteurs.

⁴⁰ Lille 3000 est un programme culturel promu par la ville de Lille et par le comité d'organisation de Lille 2004. Il s'inscrit dans la continuité de la promotion de Lille en 2004 en tant que Capitale européenne de la culture.

⁴¹ Accor, Air France, Auchan, la Caisse d'Épargne, EDF, Eurostar, SFR, Total, Véolia, Vinci sont quelques uns des partenaires de Lille 3000.

- **La valorisation de la position géographique de Lille dans le réseau d'infrastructure européen ; l'exemple du projet de Centre multimodal de distribution urbaine**

Actif depuis 1948, le Port de Lille est aujourd'hui le **troisième port fluvial de France**, géré par la **Chambre de commerce et d'industrie (CCI) Grand Lille**.

Situé sur la Deûle, le port est connecté à un **réseau fluvial régional** de plus de 680 km de voies navigables. En effet, la Deûle est ouverte sur l'Europe du Nord via la Scarpe et l'Escaut (qui traverse également la Belgique et les Pays-Bas), et sur l'international, via la Lys qui rejoint les ports de Dunkerque et de Calais. A noter : le port est notamment membre de la Fédération Européenne des Ports Intérieurs (FEPI) basée à Bruxelles.

Les ports de Lille constituent une **plate-forme multimodale fluviale, ferroviaire et routière** regroupant 12 ports intérieurs de la région, qui génèrent un trafic global de l'ordre de **7 millions de tonnes par an**. Le port dispose pour cela de plusieurs dizaines de milliers de mètres carrés d'entrepôts et d'un terminal de conteneurs (Lille Conteneurs Terminal)

Le Centre multimodal de distribution urbaine (CMDU) actuellement en projet vise à concevoir et développer une plateforme multimodale de logistique qui desserve les commerces et autres points de vente du centre-ville, en **favorisant les modes de transport « doux » des marchandises**. Un tel projet n'a pas d'équivalent en France.

Le projet reprendrait notamment le principe de **reverse logistics**, qui consiste à optimiser les flux entre fournisseurs et clients, dans une **logique d'économie des ressources** et de **préservation de l'environnement** (réduction des émissions de CO₂). Ainsi, les camions ayant livré leurs marchandises pourraient rapporter les déchets ou les surplus alimentaires stockés dans les points de vente, plutôt que de rentrer vide aux ports.

Il ne sera **pas obligatoire d'adhérer au projet de CMDU** une fois mis en place; néanmoins, de **nouvelles réglementations** pourraient être établies qui **inciteraient** les enseignes à y participer.

Le projet CMDU a obtenu en décembre **2010** la labellisation **Interreg IV-b de l'Union européenne**, dans le cadre du programme "Connecting Citizen Ports 21". Ce programme rassemble par ailleurs les ports **de Paris, Bruxelles, Lièges, Utrecht, Bâle et Rheinports** (Suisse, France, Allemagne).

Le **premier semestre 2011** a été consacré à **l'organisation du projet** au sein de la CCI Grand Lille en mars 2011, en association avec plus de quarante partenaires (dont plus de la moitié d'acteurs publics, cf. encadré ci-contre). La proposition des scénarios est prévue en juillet 2011.

Au **deuxième semestre 2011** sera lancée **la phase 2 du projet**, qui visera à réfléchir aux **spécifications techniques du projet** (quels types de biens acheminer, comment seront-ils livrés, dans quels types de véhicules, comment organiser le mécanisme de *reverse logistics*...).

Au printemps 2013, le projet sera testé dans quelques rues pilotes ou sur quelques types de produits ciblés. **L'objectif** de la CCI Grand Lille est de **lancer le CMDU au printemps 2014**.

Partenaires institutionnels : CCI Grand Lille, Ville de Lille, LMCU, Région Nord/Pas-de-Calais, VNF (Voies navigables françaises), le Marché d'intérêt national de Lomme, l'Union européenne notamment. Parmi les partenaires logistiques figurent des enseignes de grande distribution, des entreprises de transports... Par ailleurs, le pôle de compétitivité des industries du commerce PICOM est particulièrement intéressé par ce projet qui mêle à la fois des enjeux économiques, urbanistiques et environnementaux.

3. Tables-rondes

Les tables-rondes ont associés les intervenants locaux et les participants au workshop, autour de trois thématiques définies par Anne Power et Mathieu Goetzke.

❖ 1^{ère} table ronde : le développement économique de la métropole lilloise

Modérateur: **Abdelali Lahlali**, chargé de la coopération économique internationale à la LMCU

Stuart Gulliver, professeur à l'université de Glasgow⁴² était venu à Lille pour la première fois en 1991. La ville a considérablement changé en l'espace de vingt ans : des pans entiers de Lille, en piètre état à l'époque, se sont transformés, et le dynamisme économique de la ville est palpable. A ce propos, M. Gulliver souligne toutefois que la stratégie de la communauté urbaine de parier sur certains secteurs d'innovation est risquée; la compétition y est particulièrement rude. Il serait peut-être plus tactique de préparer le territoire à accueillir et/ou attirer tout type d'entreprises.

Anne Power s'interroge quant à elle sur le chemin que prennent nos économies : "it is impossible to predict; there is a big puzzle".

Abdelali Lahlali fait le parallèle entre la ville et le fonctionnement d'une entreprise : elle doit se spécialiser dans certains domaines. C'est justement ce que craint **Anne Power** : "la ville ne peut pas être pensée comme une multitude de firmes !"

Le modèle de clusters est ainsi mis en question. Il est certes tranquilisant, mais "life is messy; I bid for a little mess" (Stuart Gulliver). La question de l'emploi dans ces pôles d'excellence est également soulevée : qui y travaille ? "Every one isn't highly skilled" (Anne Power).

Ralf Thomas, urbaniste à la Ville de Leipzig, fait part de son étonnement qu'il n'ait pas davantage été question de la culture comme moteur du développement économique.

Les attentes des résidents en termes de loisirs n'ont pas non plus été évoquées, alors que la qualité de vie d'un territoire représente aussi un facteur d'attractivité pour les entreprises.

Jef Van Stayen, de la communauté urbaine de Lille, revient sur Lille 2004, "une fête de plusieurs mois pour tous les résidents de la région". Au total, les diverses manifestations et fêtes ont réuni plus de 9 millions de participants. L'engagement bénévole a été massif : 17 800 "ambassadeurs" se sont impliqués aux côtés des acteurs de Lille 2004 sur l'ensemble de l'année. Lille 2004 a renforcé l'identité commune du territoire, et valorisé l'image de la région: "les gens étaient fiers de faire la une du Journal télévisé pour un événement positif".

❖ 2^e table ronde : Economie verte, les nouvelles technologies et la crise

Modérateur : **Jef Van Stayen**, directeur de la Conférence permanente de l'intercommunale transfrontalière (COPIT) à la LMDU

Barbary Cook, de la Ville de Belfast⁴³, et **Isabella Koolhas-Weber**, chercheuse à l'ILS, à Dortmund⁴⁴, ont été frappées que personne n'ait parlé de la crise économique de 2008, et de son impact sur le territoire. Les restrictions de budget peuvent mener à la création de nouvelles attitudes. **Thierry Baert**, de l'Agence de développement et d'urbanisme de Lille métropole⁴⁵, évoque la Braderie de Lille, un marché aux puces organisé le premier week-end de septembre, qui attire chaque année entre deux et trois millions de visiteurs ("massive recycling"). Selon **Thierry Baert**, la région est concernée par la crise depuis quarante-cinq ans; celle de 2008 ne l'a pas profondément ébranlée.

⁴² Honorary Professor of City Development at the University of Glasgow.

⁴³ Barbary Cook: Policy and Business Development Manager, Belfast City Council.

⁴⁴ Isabella Koolhas-Weber: chercheuse à l'ILS- Research Institute for Regional and Urban Development, Dortmund.

⁴⁵ Thierry Baert est le directeur du pôle Europe/Culture/Grands Equipements de l'Agence de développement et d'urbanisme de Lille métropole.

A l'heure de la crise, il faut développer des projets peu coûteux comme "L'Orchestre d'un jour" qui s'est produit le 8 mai à gare Saint Sauveur, à l'occasion des représentations de *Macbeth* à l'Opéra de Lille. Le compositeur belge Baudouin De Jaer a rassemblé un orchestre formé de plus de 60 musiciens débutants, amateurs et professionnels, qui a répété pour présenter une nouvelle version du drame de *Macbeth à la fin de la journée*. Cette manifestation, dont Laurent Dréano nous avait parlé à la gare Saint Sauveur, a rencontré un grand succès.

Anne Power note la multiplication des cyclistes à Londres; ce phénomène n'est pas une conséquence de la crise mais des investissements dans les transports publics (vote de la "London congestion charge" en 2006)

Barbary Cook se montre étonnée par le "cumul des mandats" de Martine Aubry, à la tête de la Ville, de la communauté urbaine, de la SAEM Euralille... "Que se passera-t-il après elle ?" **Stuart Gulliver** revient sur tradition du leadership politique de gauche à Lille; Pierre Mauroy a été maire de Lille pendant 28 ans avant qu'elle ne lui succède, en 2001.

Les échanges ont dévié de la thématique prévue. Il avait cependant été question plus tôt de la **Maison de l'Habitat Durable**, un projet qui nous avait été présenté dans la matinée par **Francis Lambert**, chef de projet Habitat Durable de la Ville de Lille.

Conçue comme un **guichet unique**, la Maison de l'habitat durable vise à **promouvoir la construction et la rénovation durables auprès des particuliers et des professionnels** (organisation d'expositions, de showrooms, conseils personnalisés, ateliers d'auto-construction et de restauration durables...). La future Maison de l'habitat durable s'implantera dans la Halle aux Pigeons, un **ancien bâtiment industriel** du quartier de Wazemmes, en cours de restauration. Porté par la Ville de Lille, ce projet est soutenu par la LMCU, le conseil général, le conseil régional et l'Union européenne, dans le cadre du **programme de coopération territoriale Interreg IV B** (période 2008-2013)⁴⁶. Son **ouverture** est programmée pour **fin 2012** ou **début 2013**.

A l'issue de la présentation, **Anne Power** a fait part de ses réserves vis-à-vis d'un projet aussi coûteux pour la Ville. "Est-ce bien nécessaire ?". Selon **Francis Lambert**, un tel dispositif permettra de rénover le tissu de logements urbains dégradés de la ville, et de "réduire le coût des bêtises futures" en matière de construction.

❖ 3^e table-ronde : Développement social et local

Modérateur : Mathieu Goetzke, direction de l'urbanisme de la Ville de Lille

Anne Power fait part de la grande difficulté qu'elle éprouve à se faire une idée des problèmes auxquels les villes françaises du programme "European Weak Market Cities" sont confrontées (Lille, Metz et Saint Etienne). Les gouvernements locaux renâclent à donner des informations: "we don't have a clue about the difficulties Lille and St Etienne are facing".

Abdelali Lahlali s'est engagé à lui faire parvenir un rapport sur les inégalités sociales en France, parues à la Documentation française.

Thierry Baert énonce quelques uns des problèmes rencontrés dans la région lilloise. Il y a une réelle pauvreté dans la population; certains dépendent de l'aide publique pour se nourrir. La pauvreté s'accompagne de la ségrégation spatiale de ces populations. La ségrégation ethnique représente aussi un problème de poids. Problèmes d'alcoolisme, de grossesses précoces, d'éducation: manque

⁴⁶ Le programme livinggreen.eu finance la rénovation durable de cinq bâtiments exemplaires dans cinq pays de l'Union européenne. Il dispose d'un budget de 9,4 millions d'euros.

de compétences d'une partie de la population. **Thierry Baert** rappelle à ce propos que l'éducation n'est pas du ressort des collectivités mais de l'Etat.

Un élément d'explication, selon **Jef Van Stayen**, est la tolérance plus importante à l'installation de populations immigrées et pauvres que dans d'autres régions françaises. Lille et Roubaix ont été considérées pendant un siècle comme des laboratoires de politiques progressistes (le "socialisme municipal" dont il a été question plus haut).

Problèmes de santé enfin : le sol et l'air sont pollués par les industries qui ont fait florès dans la région. L'espérance de vie est plus basse dans le Nord/Pas-de-Calais que dans d'autres régions en France.).

Le workshop s'est clôt par un tour de table, au cours duquel les participants ont été invités par **Anne Power** à évoquer un élément qu'ils avaient appris et qui les avait particulièrement intéressés au cours de ces journées d'étude.