

**EUROPE &  
INTERNATIONAL**



# **Grenoble-Alpes Métropole: participatory approaches on social and urban regeneration**

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**Grenoble - Alpes Métropole**  
Communauté d'agglomération



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# 1. Grenoble local context



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# French administrative organisation

- Historically, a strong welfare State & a centralised country
- Decentralisation laws in 1982, 1997, 2004 and 2014 to empower local governments with the following frame:
  - 26 Regions => 16 Regions next years,
  - 100 Departments (existing since the 19<sup>th</sup> century),
  - 36 500 Municipalities (35% of European municipalities).
- Local cooperation bodies such as Grenoble-Alpes Métropole : urban community and Metropolis (since 2015)
  - Councillors are nominated by Cities

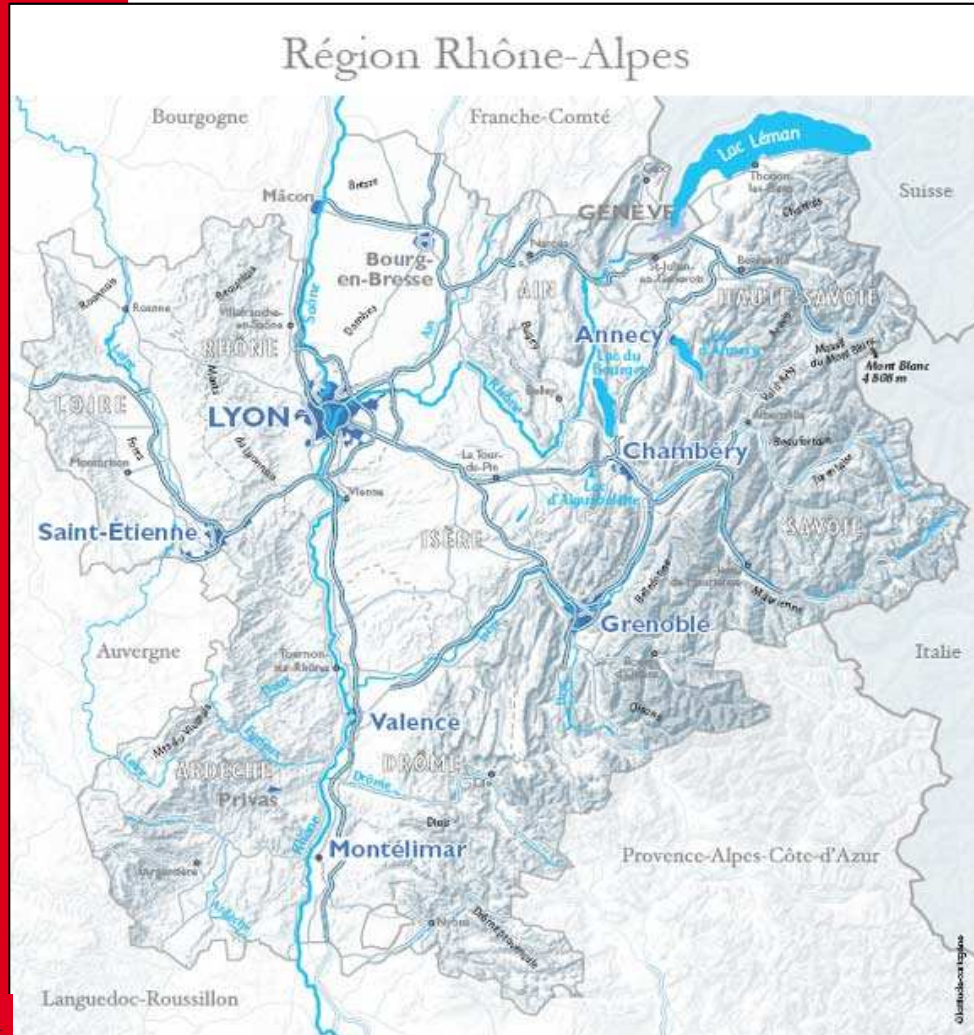


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# Rhône Alpes Region in a few figures



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- 6.5 millions inhabitants
- 2<sup>nd</sup> richest Région in France (1<sup>st</sup> is Ile de France - Paris)
- 3 major cities: Lyon (1.3 M inhab.) **Grenoble** (0.45) and Saint Etienne (0.4)
- Cities from 50 000 to 150 000 inhab. : Valence, Chambéry, Annecy, Bourg-en-Bresse and French part of Geneva metropolitan area
- Urban issues are more or less equivalent comparing to many French Regions



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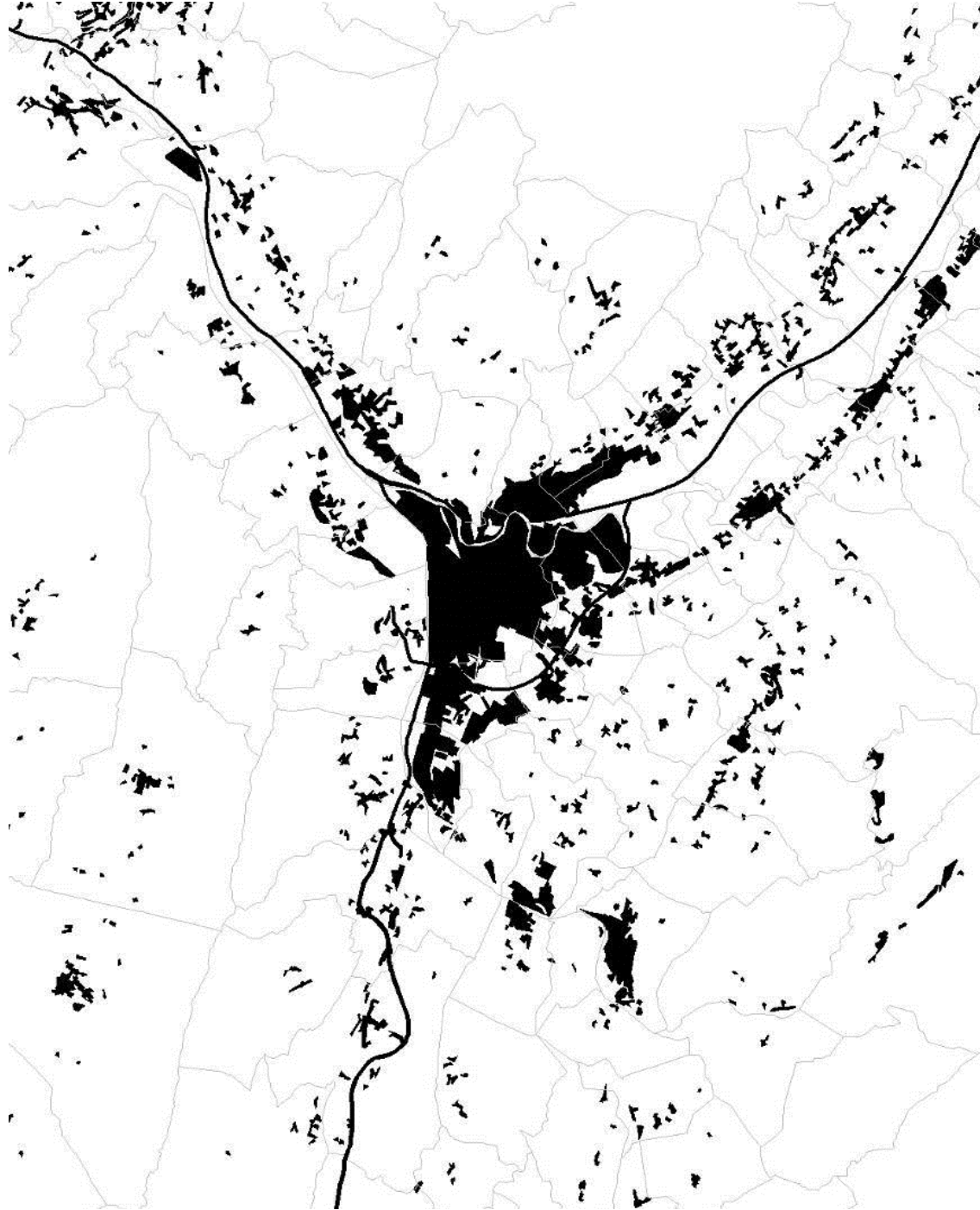


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# Grenoble agglomeration in 1970





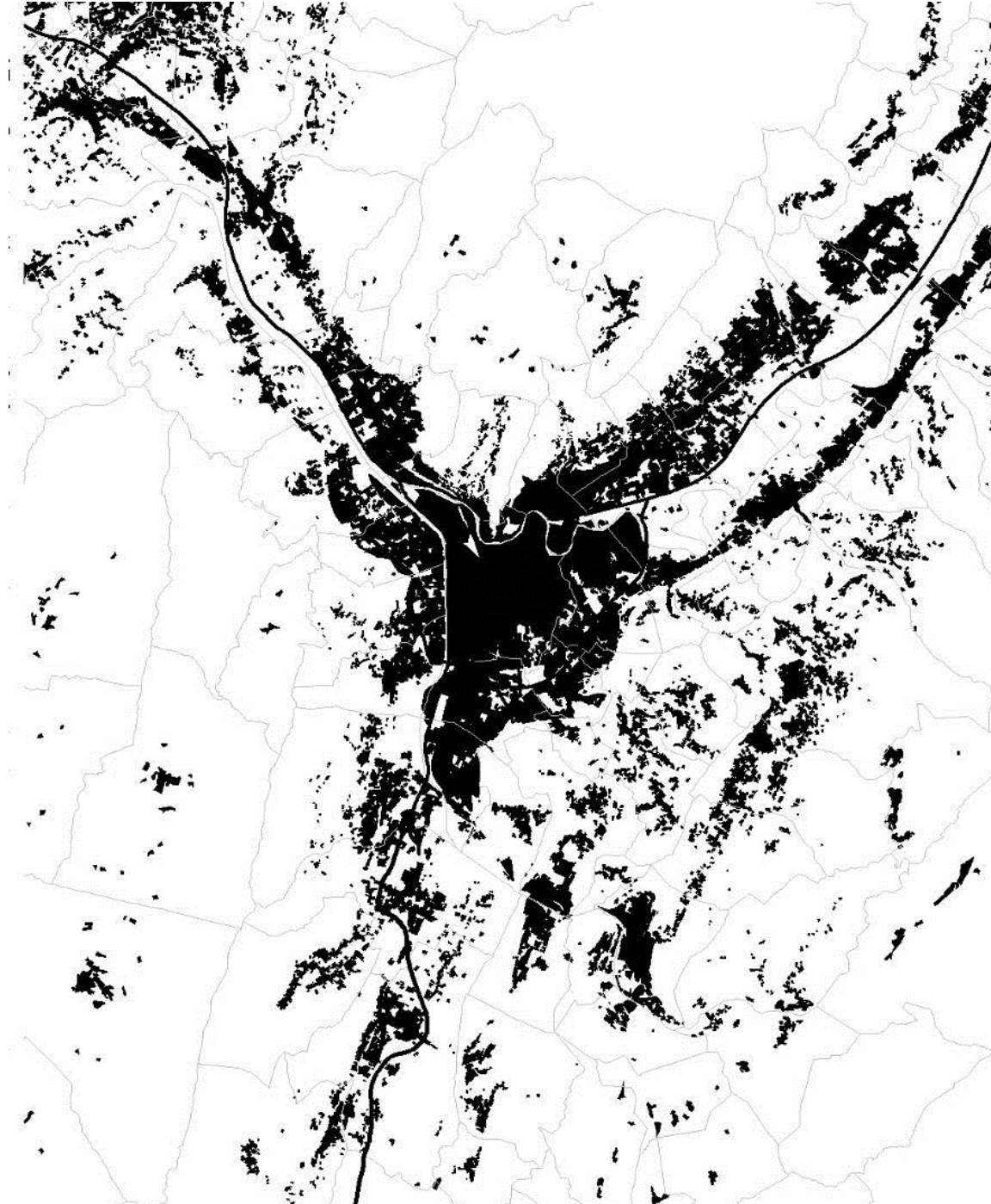


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# Grenoble agglomeration in 2005



# Grenoble-Alpes Métropole in a few figures



- A flat city surrounded by mountains - High density and few available lands
- **49 municipalities with 450 000 inhabitants** within a metropolitan area of 700 000 inhabitants
- 220 000 jobs & 60 000 students
- Socio-economic profile : new tech industries, services, high level of diploma but concentration of poverty and exclusion in specific areas
- Grenoble-Alpes Métropole Council : **124 metropolitan councillors** chosen from the 49 member Municipalities (1 200 Municipal Councillors)
- **Grenoble-Alpes Métropole powers :**
  - economic development, mobility, housing and solidarity policies
  - environmental policies (waste removal, wastewater treatment, energy efficiency) and road organisation



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**A METROPOLIS  
IN THE HEART  
OF THE ALPS**



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## **UNIVERSITIES**



## **SCIENCES&TECHNOLOGIES**





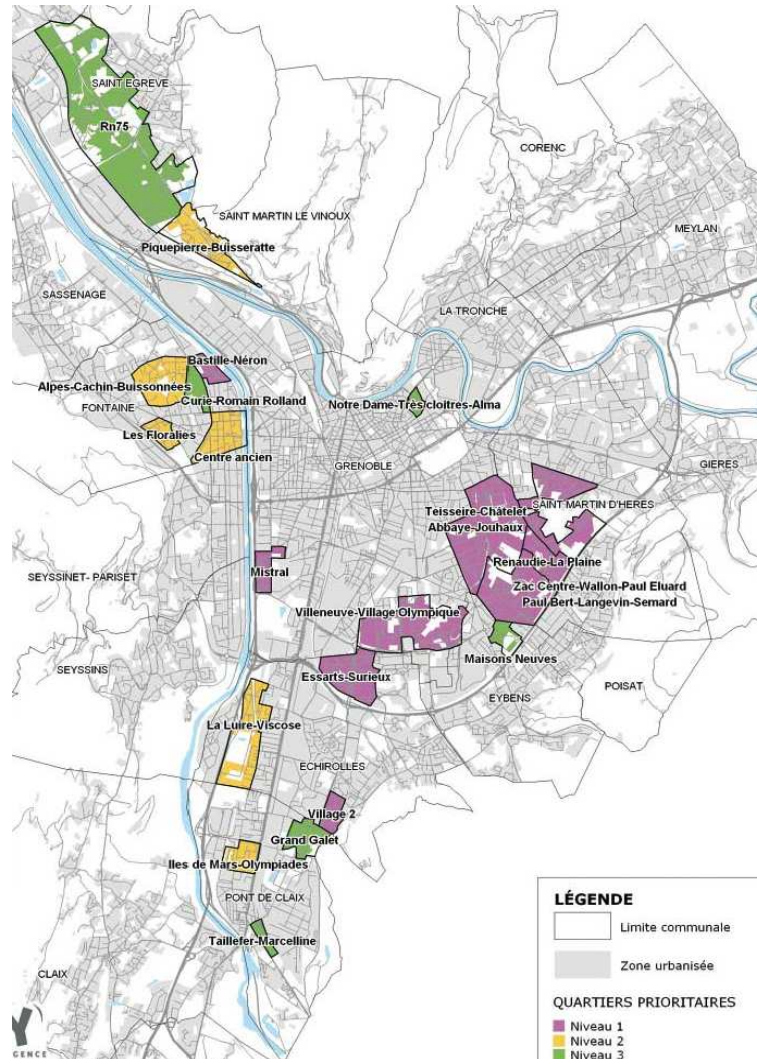
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## **2. Urban & social cohesion policies**



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# Grenoble metropolitan area: geography of deprivation



- Social segregation : acute issue despite a good urban integration of deprived areas
- Deprived neighbourhoods : Estates from the 60's / 70's with a major part of public social housing (60 to 100%)
- A tradition of strong social policies since the 60's - Managed by Municipalities
- The place where «*politique de la ville*» was created (beginning 80's)
- Cohesion policy today :
  - 20 priority neighbourhoods in 8 cities (20% of overall population)
  - 6 Urban regeneration Projects



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# *Politique de la Ville*, an active policy for deprived areas (1)

- A policy born during the urban crisis of the 80's and **created at local level**
- An additional policy targeted on specific objectives and specific neighbourhoods: mix between **area-based & public-based approaches**
- A main objective : resolving difficulties of deprived areas (poverty, relegation, segregation, education) by specific approaches
- A **partnership policy** involving all levels of the French administration and several key-actors (social housing companies, Family Office, NGO's...) in a **multi-year contract**.
- Initially, a **social policy** => Since the beginning of 2000, a **strong urban regeneration policy**



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# ***Politique de la Ville, an active policy for deprived areas (2)***

- **A multi-level governance policy :**
  - Vertical : State, Region, Department, Metropolis, City
  - Horizontal : cooperation between local key-actors

**=> Close coordination between Institutions :** steering committee, annual call for projects
- **An increasing role of metropolitan level:** definition of priorities, coordination, capitalisation, new initiatives, ...
- **Recognition of inhabitants as actors of the policy :**
  - to take part in the decision-making process by many initiatives (citizen committee, neighbourhood council, ...).
  - Different municipalities means diverse practices with:
    - The neighbourhood as the basic level for participation,
    - The mayor / municipality as the main protagonist.



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# An urban regeneration policy in 2 ages

**2003:** desire to give a strong impulse to urban regeneration to change the image and the sociology of neighbourhoods:

- The 1<sup>er</sup> National Programme of urban regeneration:
  - Variety of functions and Opening-up neighborhoods,
  - Massive demolition of social housing estates,
  - Creation and renovation of public facilities,
  - Creation of a State agency to manage the process: l'ANRU (National Agency for Urban Regeneration).
- A very ambitious programme:
  - 70 billion € in 15 years (18 billion € by ANRU)
  - Typical financing plan :
    - 25% : State – ANRU
    - 35% : Public housing companies
    - 40%: local governments (Municipalities, Metropolis, Départements, Régions)
- Low involvement of the inhabitants because they are perceived by ANRU as an obstacle for changes – Municipalities have to fight to ensure it



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# An urban regeneration policy in 2 ages

**Since 2012**, a strong amendment of the policy with:

- Less demolishing of housing estates,
- A stronger link between urban renewal and social and economic issues.
- The urban project becomes a way to support community development within the frame of a territorial project
- **Involvement of inhabitants is set by a national law:**
  - Creation of independent citizen councils,
  - Principle of projects co-building with inhab.
- The NEW national programme of urban regeneration is:
  - 5Md€ from ANRU in 10 years (~20 billion € of total investment),
  - Investments are more focused with a stronger intervention on economical issues.



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# **3. A new participatory approach for Grenoble-Alpes Métropole**



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# URBACT – USER : changing the way to act on participatory approaches

- A previous diagnosis:
  - The city evolves very quickly through the uses and public space become rapidly obsolete,
  - Local governments have less and less money to conceive and manage the city,
  - A too strong split between design and management of public space (and city).
- USER project:
  - Taking into account the **expertise of uses** to create or improve public spaces for conviviality, safety and better management,
  - The USERS are all these who use public space ,
  - 9 partners cities (including Malaga) with Grenoble-Alpes Métropole as lead partner
  - The objective : Improving the uses of public spaces by **placing the USERS at the heart** of public space design and management



# USER results : 8 leads to improve public spaces

- **Temporary uses** are an efficient way to test new uses and new urban shapes and can help get users involved
- **Bounding public and private spaces:** users will better understand the way an open space should be used if the limits between public and private spaces are clear
- Looking for **convivial public spaces:** they must be inclusive places that allow different people cohabit and use the city their own way
- **Strengthening the appropriation** of public spaces: it is easier to use a public space we belong to. Users have to feel as owners.
- **A partnership to maintain public spaces:** the role of each partner in managing and maintaining public spaces has to be clear
- **For an integrated approach** due to the very diverse socio-urban causes of the problems of uses we have to address
- Considering **uses and users as a basis** for the improvement of public space is necessary but requires a change in the usual working habits
- For an **active involvement of inhabitants** to produce efficient and long-term changes as a basic requirement







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# Les Villeneuve(s): a project with the inhabitants at the centre of the process

- **Les Villeneuve(s):** 20.000 inhabitants et 8.000 housing units (2/3 of social public housing) in 2 municipalities,
- **Les Villeneuve(s),** two atypical neighbourhoods:
  - An «*above the street*» urbanism in Echirolles,
  - An «*urban utopia*» around a park in Grenoble,... separated by a huge shopping mall.



  
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# Involving inhabitants on urban regeneration

- Co-build with inhabitants the urban programme and the community development project on :
    - Housing and urban planning,
    - Sports, cultural and educational facilities,
    - Quality of life (cleanness, safety, ...),
    - Trade and shops development,
    - Estimate cost: 215 M€ in 10 ans ( $\frac{1}{2}$  housing,  $\frac{1}{4}$  urban layout and  $\frac{1}{4}$  public facilities).
  - Creating a community of local stakeholders able to contribute to the project designing.
  - Ask the urban designers to take into account urban management as a central issue in the project designing.
  - Creating exchanges between these ideas and the political project of the municipalities:
    - Inhabitants prescriptions notebook,
    - Urban management diagnosis of the territory,
- => The programme will be designed by sharing the ideas between decision-makers, territorial stakeholders and inhabitants



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# A new way to act : changing the image of the neighbourhood by its own strength

- To rely on neighbourhood identity rather to be in search of a new image.
- To rely on endogenous dynamics to create a specific and attractive image of the place: **cultural dynamics** as a lever for the economic development of the neighbourhood,.
- To organise a project by crossing a long-term vision and experimentations:
  - experimentations will be designed, implemented and assessed with inhabitants.
  - Mix and match between «designers and inhabitants» and between «large-scales and small-scales»



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# A flexible designing process

- To give up *Turnkey solutions* who are producing a fixed urbanism
- To ensure the most important urban, social and housing issues (60-70 % of the costs of the project) and to open to participatory approach 30-40% of the costs
- Giving to local stakeholders the capacity to design urban layout, to create new forms of housing (co-housing...), and to develop social economy,
- Giving also to local stakeholders the capacity to:
  - by co-building and citizen's initiative,
  - by experimenting new shapes, uses,
  - by relying on opportunities.
- Testing new ways to steer the project with - depending on the scales and the topics:
  - Participatory budgets,
  - Co-management of projects between inhabitants and institutions,
  - ...



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# A concrete example: the Week of co-designing in April 2015

- One week of exchanges and proposal to start the process
- A requirement coming from inhabitants to work differently
- A GHQ open during 1 week and several meetings on different places
- Each day a thematic presented by a binomial inahb. / practitioner
- An external consultant to coordinate the activities



- + : good level of info & strong interaction – new people, new advices – a dynamic blog fed by inhabitants
- - : not enough young people – not so many people

