

Report Case Study Area Valenciennes Metropole

Deliverable 17

Project Director: Prof. Dr. Bernhard Müller

Authors: Olivier Vandamme (VM), Gilles Verpraet (SMASH), Nathalie Bonnevide (AU),
Véronique Pinel (VM),

Editing and revision:

SMASH: Gilles Verpraet

AU: Nathalie Bonnevide

IOER: Dr. Carlos Smaniotto Costa, Patrycja Bielawska-Roepke

January 2006

LUDA is a research project of Key Action 4 "City of Tomorrow & Cultural Heritage" from the programme "Energy, Environment and Sustainable Development" within the Fifth Framework Programme of the European Union.

<http://www.luda-project.net>



LUDA
PROJECT

Improving the quality of life in
Large Urban Distressed Areas

Project coordinated by Leibniz INSTITUTE OF ECOLOGICAL AND REGIONAL DEVELOPMENT,
DRESDEN

Report Case Study Area Valenciennes Métropole

Deliverable 17

Contents

1	Introduction	5
2	Case study Valenciennes	6
2.1	Case study description.....	6
2.2	Boundaries	7
3	Diagnosis	9
3.1	Stakeholder analysis.....	9
3.2	Problems and potentials	13
3.3	Lessons learnt / Experiences	15
4	Visioning	17
4.1	Scenarios and visions for the area.....	17
4.2	Goals and objectives of the development	18
4.3	Alternatives for the development of the area	19
4.4	Lessons learnt /Experiences	19
5	Programming	21
5.1	Formulated programmes, projects and plans.....	21
6	Implementing	25
6.1	Priority action areas	25
6.2	Programmes implemented in the area	27
6.3	Projects implemented in the area	28
6.4	Lessons Learnt	29
7	Monitoring and evaluation.....	30
7.1	Introduction to the monitoring system	30
8	Conclusions	32
9	Bibliography	33

List of figures

Figure 1: Map of the boundaries of the LUDA area. Source : Attitudes urbaines, 2003	7
Figure 2: Coordination system in the ZFU programme. Source: Valenciennes Métropole 2004	10
Figure 3: Schematic sequence for projects within the Grand Projet de Ville – Programme. Source: Attitudes Urbaines 2004	11
Figure 4: Map of the pockets of distressed in the LUDA area. Source: Attitudes urbaines, 2006.....	14
Figure 5: Territories of actions in the LUDA area. Source : Attitudes Urbaines 2003.....	17
Figure 6: Grand Projet de Ville in the Valenciennes Métropole. Source: Neoval / CCI.....	21
Figure 7: Map of the first line of tramway. Source: Valenciennes Métropole 2004.....	22
Figure 8: Map of project of Cité Mallet. Source: Valenciennes Métropole 2005	25
Figure 9: Program Map of project of ZAC Valmont. Source : Valenciennes Métropole 2004	26
Figure 10: Map of project of Cité Carpeaux, April 2005. Source: Valenciennes Métropole 2005.....	27

List of tables

Table 1: Figures about housing, extract from the folder of PLH	6
Table 2: Population and area.....	8

1 Introduction

The Report D17 deals with the Partner **Valenciennes Métropole**. This institution was created in 2001. It gathers 35 municipalities on an area of 1.380 ha and about 200.000 inhabitants. The principle of this political institution is the following: the municipalities chose to associate themselves and delegate to Valenciennes Métropole some competences to ameliorate the quality and the efficiency of the public services and to develop some common public policies. The competences of Valenciennes Métropole are:

- The economic development: Valenciennes Métropole is in charge of creating and developing industrial and commercial zones (such as free tax zones) and tourist activities.
- The urban planning on the level of agglomeration: Valenciennes Métropole designed in collaboration with the municipalities the “*schema directeur*” (agglomeration scheme), it is also in charge of the public network of transport.
- The housing policies: Valenciennes Métropole defines the policy of housing at the scale of agglomeration, develops actions in favour of population in high social level of difficulties and conducts actions to ameliorate the quality of housing.
- The urban policy: Valenciennes Métropole conducts contracts in a complex partnership on the fields of urban redevelopment, delinquency, social insertion and young people.
- The protection and valorisation of environment: air and soil pollution, noise pollution, management of the wastes.
- The creation of roads and urban structures.
- The construction of sport and culture equipments.
- The construction of public houses for old persons.

The specificity of the institution is that, by its internal structure and constitution, it deals always with two levels, the inter-communal structure of the metropolis (Metropole) and the municipalities which are part of the Metropole. For this reason, the principle of sharing power and taking concrete decisions is a daily question of functioning.

Each municipality as Anzin and Beuvrages keeps the competences on the land use planning and build permission. But they all have to deal with limited resources for sustaining urban rehabilitation and urban reuse. The specific contribution of Valenciennes Métropole is to join resources to develop a balanced “Politique de la ville”.

2 Case study Valenciennes

2.1 Case study description

The territory of Valenciennes Métropole and its region are marked by diffused multi-polar urban structures. As a result of the 19th century industrial revolution, coal mining and ironworks have traditionally dominated industrial developments in the region. During the mining boom, urban areas developed according to the requirements of the industry: in proximity to the mine shafts, along the transportation routes and close to the river Escaut. However, the time of this industry has passed and people have suffered from harsh economical crisis. Today, the territory is affected by social problems. However, since 1995, the situation in the region Valenciennois has improved and 13 000 jobs have been generated in the district. Despite this improvement, the average rate of unemployment in Valenciennois is still 15%, which is higher than regional and national rates.

Anzin and *Beuvrages*, which constitutes the two main municipalities of the LUDA case study, both part of the Valenciennes Métropole, constitute the northern suburbs of Valenciennes. Here, the difficulties connected to urban and social deprivation present a strong contrast with the city of Valenciennes itself, which has entered a phase of regeneration. Unemployment is still a key factor in the exclusion of Anzin and Beuvrages, where rates are disproportionately high, reaching up to 50% in some areas. This represents more than double the unemployment rate across the rest of the region.

As a consequence, the population continues to experience poverty and deprivation. The sanitary conditions are alarming, education rates are low and large qualification gaps are evident. There has also been an alarming increase in juvenile delinquency and domestic violence rates. Certain miners' pension schemes include the provision of accommodation for miners' widows, living together with two or three generations of their families. Such complex domestic circumstances indicate the level of distress experienced by many families. The case study area presents a very low quality of life, with an alarming level of quality in social housing, even if these two municipalities together have the largest amount of social housing in Valenciennes Métropole.

Table 1: Figures about housing, extract from the folder of PLH, source: INSEE 1999

Type of data (1999)	Anzin	Beuvrages	Valenciennois	Region Nord Pas de Calais
Housing (number)	5823	2771	ni	ni
Social housing	27%	52%	28%	ni
Ownership	46%	42%	ni	ni
Vacancies	6.6%	5.6%	ni	ni
with comfort	ni*	ni	70%	75%
without comfort	16%	7%	12%	10%
without heating	19%	18%	18%	ni

*Ni: no information available

These problematic situations could be partly resolved by progressing towards a more stable employment market. The hospital remains one of the largest employers in Valenciennes, but it is not situated within the case study area. The Toyota factory, located next to Valenciennes, employs 42% of people living in the Valenciennes district. Valenciennes Métropole continues to be dependant on the automotive industry, which is also susceptible to decline.

2.2 Boundaries

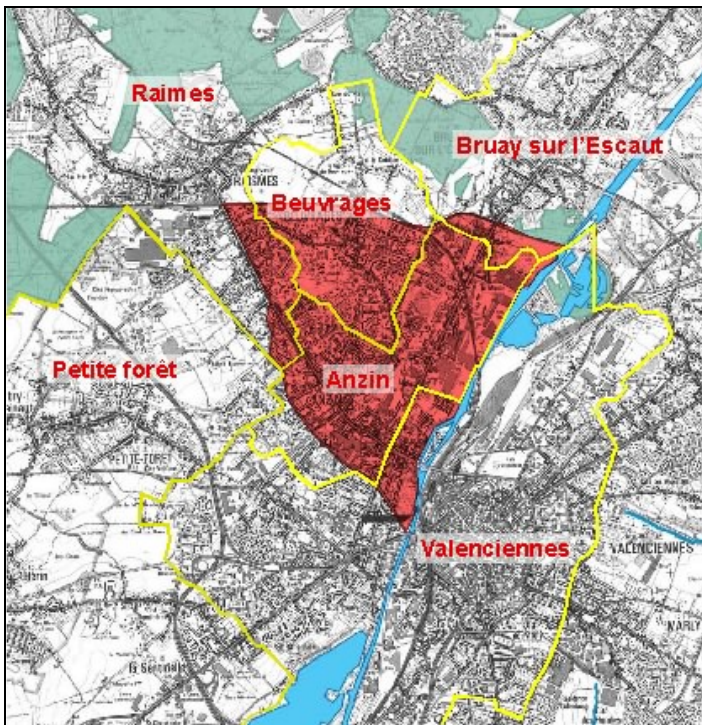


Figure 1: Map of the boundaries of the LUDA area, source : *Attitudes urbaines*, 2003

The area of reference concerns mainly the municipalities of Anzin and Beuvrages, and on its borders the municipalities of Valenciennes, Bruay-sur-l'Escaut and Raimés. The boundaries were retained so as to preserve the coherence of urban context. The definition of the LUDA in Valenciennes Métropole was based on political recognition (involvement of local elected officials) and on existing targets for improvement (strategic approach and running projects). The area was chosen because it could carry out the intercommunal vision of the Métropole regarding urban problems. It was the area where the elected officials were the most willing to carry out strategic planning. It was also a strategic territory due to its location within the Metropolitan area as well as the most important area regarding size. Furthermore, the spatial connection and coherence between the municipalities was an additional consideration.

The area is situated very near to Valenciennes city centre. In fact, it constitutes the northern suburbs of Valenciennes, where the difficulties, connected to urban and social relegation present a strong contrast with the city of Valenciennes itself, which has entered a phase of revalorisation.

Despite this proximity, the area is completely isolated from the Valenciennes city centre, due to the lack of effective connections to the surroundings and the river Escaut.

Table 2: Population and area, source: INSEE 1999

	Valenciennes Métropole	Anzin and Beuvrages
Population	200.000 inhabitants	22.000 inhabitants (14 052 inhabitants in Anzin and 7 673 inhabitants in Beuvrages)
Area	138 000 km ²	58 000 km ² (33 800 km ² in Anzin and 12 600 km ² in Beuvrages)
Density	14.5 pers/km ²	3.8 pers/km ²

The area analysed as case study constitutes a large part of the territory near to the Valenciennes Métropole central area. The main objective of rehabilitation of the area is to prepare the extension of Valenciennes city centre (by amelioration of accessibility, densification of the city, and increase of quality of life).

Furthermore, there are expectations that the take off process in Valenciennes will have an impact on this territory. It is a strategic central area influencing the development of the other communes on the miner territory. Therefore, this territory has the biggest relative weight in the plan for reuse/renewal of housing in Valenciennes Métropole.

Interaction between the communes is very strong in this district and steers up the exchanges between these two levels that are commune and community of agglomeration. It is one of the most urbanised territories and of great importance for Valenciennes.

3 Diagnosis

3.1 Stakeholder analysis

The specifics of an inter-communal institution

Because of the internal structure and functioning of Valenciennes Métropole, two levels of policies must always be combined to reach a compromise between the different level of agglomeration and the municipalities. On one hand, Valenciennes Métropole defines the policy for 35 municipalities, and on the other hand, the cities of Anzin and Beuvrages define their own policy. The problem is that the elected members of Anzin and Beuvrages are often recognised by the inhabitants as more legitimate than the Valenciennes Métropole members, due to the fact that the mayors' election happens through the direct vote, comparing to the members of Valenciennes Métropole, elected by indirect vote. The territories of the two municipalities represent the concrete level for the urban field of regeneration, where the actions of Valenciennes Métropole should be applied.

Valenciennes Métropole is the main stakeholder in terms of housing policy and land use development. The cities Anzin and Beuvrages are key stakeholders for the strategic decision of land use planning, environmental support and also for the relocation of inhabitants during the process of urban rehabilitation.

A culture of public partnership

Taking on account the diversity of projects implemented on the territory of Anzin and Beuvrages, the public actors are involved on many levels of action, in many decision-making structures or follow-up of projects. The partnerships in the area are a result of a long period (since 1983) during which the public sector managed to mobilise the 35 cities of Valenciennes Metropole in order to face the difficulties in the region of Valenciennes.

Below is the analysis of the public partnership in the main fields of action on the Anzin and Beuvrages territory:

Economic development

The main action in this domain is the creation of the free tax zone (ZFU), in which Anzin and Beuvrages are parts of it. Valenciennes Métropole and its partners defined a scheme of organisation to coordinate and lead the ZFU in the zone.

This scheme involves:

- Valenciennes Métropole
- Anzin Municipality
- Beuvrages Municipality
- Valenciennes Municipality
- The Chamber of Commerce and Industry
- The Chamber of Professions
- The local services of the Ministry of Employment
- The local services of the Ministry of Health and Social Security

- The local services of the Ministry of Finances
- The local Agency of Employment

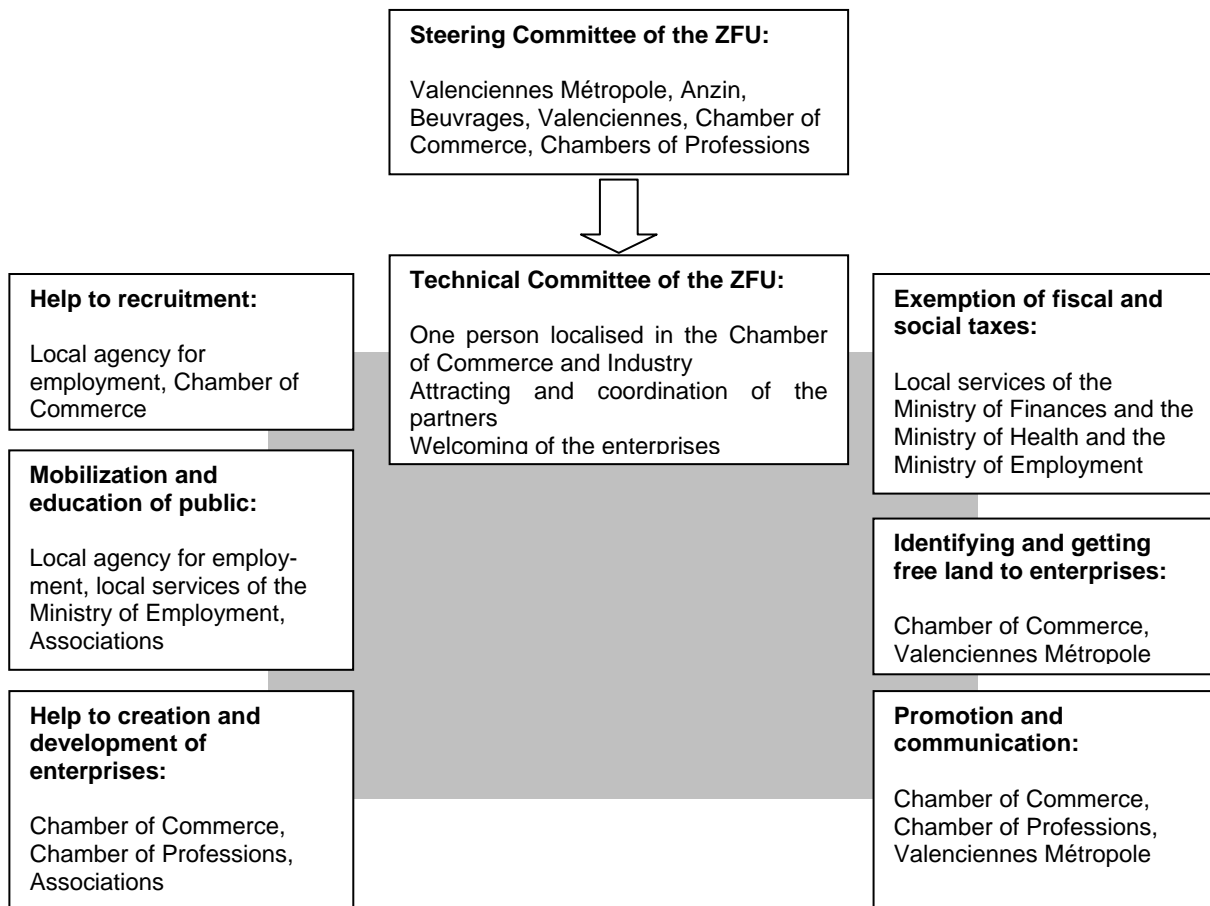


Figure 2: Coordination system in the ZFU programme. Source: Valenciennes Métropole 2004

Urban projects of regeneration in Anzin and Beuvrages:

The urban policies in Anzin and Beuvrages are part of the policy of the *Grand Projet de Ville* (GPV). It consists of elaborating a global project of social and urban development having in view to re-equilibrate the territory and to reinsert the districts into the agglomeration, acting through:

- Major measures for urban regeneration that could be accompanied by social projects;
- Actions with the purpose to ameliorate the life conditions of the inhabitants and to trigger the significant transformation of the image of their frame of life;
- Interventions in the economic sector.

Concerning GPV, the process of each separate operation involved multiple partners according to the following scheme:

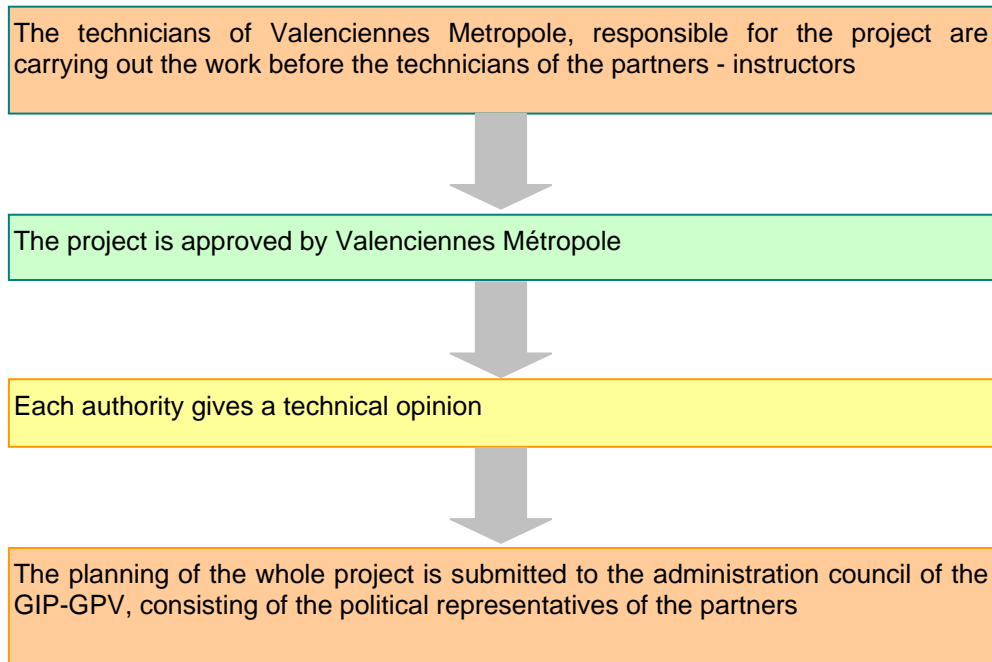


Figure 3: Schematic sequence for projects within the Grand Projet de Ville – Programme. Source: Attitudes Urbaines 2004

The members of the administration council of the GIP-GPV (Groupement d'Intérêt Public Grand Projet de Ville) are:

- Valenciennes Métropole
- The prefect as a State representative
- The council of the Nord Pas de Calais Region
- The council of the Department
- The CAF (Caisse d'Allocation Familiale or familial subvention fund), as a financial partner of actions related to the early childhood and concerning the populations in difficulties
- One representative for all the lessors

The GPV is built-up in sectoral territories for urban projects. Anzin and Beuvrages forms one of these territories. At the moment, a very concrete list of actions is defined for Beuvrages. The equivalent set of actions is still in definition for the city of Anzin. At the scale of this concrete level of municipalities, the partnership is more restraint. For example, the project of Beuvrages associates:

- Valenciennes Métropole: one manager is responsible for the coordination of the project and the conduction of the actions of inter-communal interests
- Beuvrages Municipality: one technician is responsible for the conduction of communal interests and the city is also responsible for the relocation process of households, either in the new housing units or in the existing ones

- SA HLM du Hainaut (Société Anonyme d'Habitations à Loyer Modéré or public company for low rent housing), which is the main lessor of Beuvrages, will be responsible for their own operation of building of housing.

The State, the Council of the Region Nord Pas de Calais and the Council of Department du Nord are also involved in the project of Beuvrages because they contribute to funding the GPV (40%).

On the point of financial sources, the general project of Beuvrages was presented to the ANRU (National Agency of Urban Renewal) the 25th April 2005. This Agency was created in August 2003, after the adoption of the law of programming and orientation about the urban renewal in France. This law was issued in order to enhance the process of urban renovation and simplify its financing. It includes a national programme of 200.000 constructions, 200.000 rehabilitations, and 200000 demolitions to be effectuated between 2004 and 2008. In Valenciennes Métropole the projects of GPV and especially the projects of Anzin and Beuvrages have to be transferred on these plans of financing in the framework of ANRU. On the 25th April 2005, the folder of Beuvrages was accepted. The folder of Anzin was presented and accepted during the summer 2005.

A general lack of private actors and investors

Generally private actors are rarely involved in the district, excepting the lessors of social housing. In fact, these housing and office developers are also decisive stakeholders on the housing, social and urban quality of the programmes implementation, and the balance between housing destruction and housing rebuilding (reconstruction).

In Anzin and Beuvrages, the main lessors are:

- SOGINORPA (Société Immobilière du Nord Pas-de-Calais or real estate company of the region Nord Pas-de-Calais)
- SA HLM du Hainaut

The lessors are very important partners, already engaged financially.

Even if it seemed to be difficult to interest private investors in the projects at the beginning of year 2003, some of them are now involved in the most defined projects today. For example, in the ZAC Valmont in Anzin (Zone d'Action Concertée or zone of concerted development), the developers are already chosen: Elige and Palm Promotion are some of them. In other districts, Partenord and GHI (social housing lessors) are involved. In many cases architects are already named for some operations: Seura, Alzua, Luc Saison, Isabelle Menu and others.

The difficulties to involve inhabitants into the urban projects

The main interests for inhabitants are still their houses. There are difficulties in finding the inhabitants' interests in urban questions; this also includes the working groups dealing with conception of public spaces in their district. Even though the associative fabric is considerable, it is not very active in the field of urbanism as its actions are essentially concentrated on social problems.

Anyway, workshops with the inhabitants have been developed progressively in each city on the different issues of urban rehabilitation, as an addition of necessities inside the rehabilitation process:

- For the project of Cité Carpeaux in Anzin the elected members tried to organise community workshops with families about the public spaces, small private gardens and the public services. The participation was very small, because the options of the projects weren't so defined that the inhabitants could react on them. Moreover, they weren't interested in the definition of the whole urban project, because they have so many difficulties to resolve in a small scale.
- The French law obliged the elected members to inform the inhabitants when they formalise a PLU (Plan Local d'Urbanisme or urban local plan) of the municipality or important projects as the ZAC of Valmont in Anzin. In case of Anzin, the municipality organized one meeting about the orientations and options of its PLU in September 2003 and one meeting about the ZAC Valmont also in September 2003. In case of Beuvrages, the mayor organized a consultation with a questionnaire through the population and invited it to a meeting during November 2003. The enlarged audience of associations in Beuvrages permits to set up an urban project from April 2004 to March 2005.

3.2 Problems and potentials

Problems and potentials have been identified by questioning different stakeholders of the rehabilitation policy and by following the decision process during the programme implementation.

Problems:

Community-Institutional Capacity

Because of incoherencies in the decision making on two levels (of Metropole and the cities) there is a difficulty in constructing a common vision of all the actors and therefore the information provided to the inhabitants is not always coherent.

Economic Conditions

In spite of the take-off of economic activities, the high level of unemployment still prevails on the LUDA territory.

Socio-Cultural Conditions

The PLH does not precise the relocation process in the frames of the politics of increasing social diversity; therefore the opportunity of social housing in the CAVM and the opportunity of housing for people in the situation of exclusion and distress are limited.

Urban Structure

Beuvrages doesn't have enough land available. The northern part of its territory is liable to flooding and as a consequence not available for building. The city has the possibility to conduct small operation of building housings on some small lands near the city centre. Housing quality is often qualified as bad or poor.

Environmental conditions

Environmental problems translate into the presence of a brownfield incinerator in the area and into the lack of green spaces of proximity.

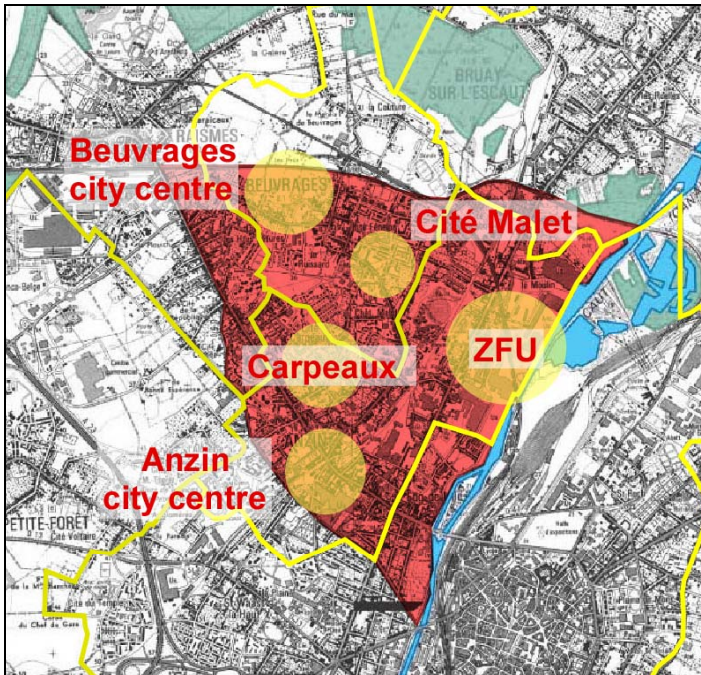


Figure 4: Map of the pockets of distressed in the LUDA area, source: *Attitudes urbaines*, 2006

In Anzin-Beuvrages, the main pockets of distress and potentials are represented by the main planned interventions or projects. Most projects deal with social housing, either renovation or demolition-reconstruction. The projects concerning the city centres of both municipalities deal with housing and economic development as well e.g. Anzin city-centre with the tram station and the creation of infrastructures for businesses and services. Each intervention either targets a problem e.g. Cite Malet, a housing area for mining families, or potentials e.g. Anzin centre. These interventions will be detailed in the programming section.

Potentials:

Community-Institutional Capacity

Valenciennes Metropole ensures collaboration and common services (hygiene, transportation, survey) to 35 cities.

Local Plan of Housing (P.L.H.) defines housing policy for 5-10 years according to each of metropolis sectors. On the central sector, the priorities include the social home ownership, with diversification in the type of housing, and reduction of the density of social housing, in order to enhance the housing market of Anzin and Beuvrages.

Economic Conditions

The tax free area tends to attract some new activities by offering a tax exemption for the low skill jobs such as small enterprises and commercial centres.

Socio-Cultural Conditions

The communities are well equipped in terms of their social and cultural infrastructures. Beuvrages has its own schools, a post office and a sport complex. Anzin has a theatre, schools, sports and social complexes and a post office. The centre of Anzin is relatively self-sufficient by its own trades although the economic situation could still be improved.

Urban structure

The proximity of Anzin and Beuvrages to the centre of Valenciennes offers the possibility that the renewal of the central district will also have a positive effect on the deprived case study area. One of the renewal projects is the construction of a fourth bridge over the river Escaut, thus improving the links between Valenciennes city centre and the areas of Anzin and Beuvrages.

Anzin is characterised by the presence of two large industrial wastelands, the future of which is currently under consideration. The brownfield areas of Vallourec will be converted in order to allow the development of an industrial unit, largely based upon tertiary industries. The development will provide services for other businesses and help the construction of important public resources. Another brownfield conversion, this time in Anzin city centre, will allow the development of a tram station as well as a building for cultural activities.

3.3 Lessons learnt / Experiences

As a lesson learned from the stage of diagnosis we could indicate that the decision was made to extend the successful application of a framework of relocating of persons (described further on) that was applied during the implementing of urban projects in the city of Anzin to the whole territory of Valenciennes Metropole. The population was highly satisfied with the tactics and directly consulted during the process. However, the relocation process is taking a long time, from the relocation proposal to the actual physical relocation. Furthermore, the process is hampered by local disputes between neighbourhood municipalities (problem for relocating people in other municipalities).

The diagnosis of quality of life does not reflect the opinions and perceptions of all internal and external stakeholders. The diagnosis is based on interviews and perception of targeted stakeholders. This is an important point in reference to the LUDA concept as it reflects a limited participatory process, a difficult involvement of the population in the regeneration process, and the use of selective versus integrative network of stakeholders.

The Convention of relocation of tenants concerned by demolition programmes and urban renewal

Before the current phase of urban renewal the partners of Valenciennes Métropole relocated the inhabitants from old buildings to new ones when urban projects needed demolitions. At the moment many demolitions are foreseen, necessitating relocation of the concerned households either in the new or in the existing housing units. That's why Valenciennes Métropole decided to adopt the Convention for relocation, which involved the State, the Department of the North, the CAF of Valenciennes, and all the housing developers (Partenord Habitat, Val Hainaut Habitat, GHI, Maisons et Cités, Société immobilière de l'Artois). This document formalises the engagement of the different partners regarding relocation and defines its operational methods: who takes over the moving expenses of the families, the social accompaniment, who proposes the offers of housing to families, etc. The principles of the Convention are:

- Formulating the proposals of relocation from the offers of the lessors taking in account the phases of the urban project (demolitions and reconstructions, the families stayed over in already empty building, families in difficult situation).

- Respecting the needs of the families: offer comfortable and adapted housing to families, respect the financial capacity of the families, maintain the previous advantages of the miner's families, try to take into account the wishes of the families concerning the type of housing (number of rooms, size, localisation, etc.), propose at least two successive offers to each family.
- Accompany the families so that they could get used to their new environment

All the lessors are involved in this Convention so that they have to share their own offer with others. This disposal permits to favour the project's process instead to the lessors proposition. The main role of Valenciennes Métropole is to guarantee the social balance in matter of housing at the scale of agglomeration.

The participation of inhabitants requires long term meeting with the local association, require adequate social policies (social support, social caring) with concrete responses on the housing and employment access.

4 Visioning

4.1 Scenarios and visions for the area

The territory of Anzin and Beuvrages constitutes a large part of the territory of the project of the agglomeration. It is one of the most urbanised territories, central to Valenciennes Métropole. Furthermore, there is a hope that the take-off process in Valenciennes will have an impact on this territory. Elsewhere it mostly concerns small areas. This territory is a strategic knot influencing the development of the other communes on the miner territory. It has also the biggest territory and the most complex one. Therefore, it has the biggest relative weight in the plan of GPV.

The specificity of the case is that there is no common vision for the area, because the decisions continue to be elaborated on two different levels: Valenciennes Métropole and the city halls. There is a general vision developed by Valenciennes Métropole on the inter-communal scale, but it is not necessarily shared by the two mayors of LUDA territory, who have their respective visions as well as different ways of proceeding with the projects on their territories.

The central point of the action is the work on re-balancing north and south of agglomeration, reinforcing from both sides of Escaut the city centres of Anzin and Valenciennes, and creating a new centre in Beuvrages.

With this purpose, the redefinition of the city centre of Anzin emphasises a conversion of the wasteland of Valmont in the immediate proximity of the city hall. This project, already in progress, stretches out on the area of 10 ha. On the other hand, the operation of urban renewal has to be performed very quickly with an objective to create a real city centre in Beuvrages.

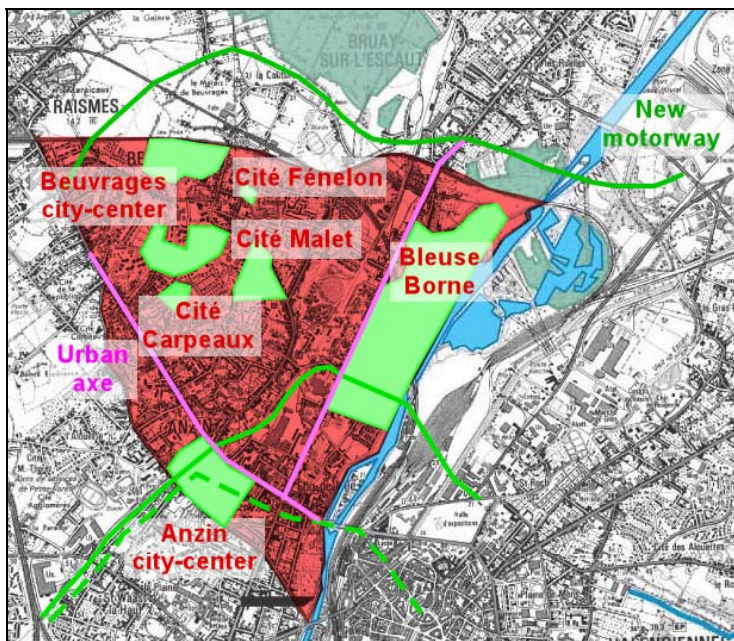


Figure 5: Territories of actions in the LUDA area source : Attitudes Urbaines 2003

On the inter-communal scale, the creation of urban set in Beuvrages is also expected. The creation of this green corridor will be an occasion of redefinition of the urban fabric, recovering as well the connections between the communes. On the long run, this zone should be opened as well, by opening a new bridge over Escaut on the south and realisation of the by-pass road in the North.

Finally, a quasi-systematic intervention is programmed in terms of changing the quality of housing in this territory, with the re-qualification of the district: Cité Carpeaux in Anzin, and following renovations of Cités Château Mallet, Fénelon and the district of Ruissard in Beuvrages. In these districts the precarious housing should be demolished and at the same time the construction of the new one should be undertaken.

The mayor of Beuvrages developed his own vision step by step, through the discussions with the inhabitants, during the process of the definition of PLU (Urban Local Plan). But at the moment he has formulated a general vision and aims for his territory.

The mayor of Anzin wants to promote a changing image of the city. Thereby, he concentrated on the definition of one major action, the project of ZAC Valmont. But he hasn't developed a general urban policy and a project at the communal scale.

The absence of an integrative vision is very important to underline, as well as the difficulties it can create for the regeneration process. The different visions are not based on a diagnosis of quality of life which would involve the relevant stakeholders and their perceptions of the distressed areas. In this situation, parallel visions which can become conflicting coexist without integrating. This shows that there are in fact two levels of thinking, the municipal or local level, and the Metropole level

In spite of the absence of shared vision, the project is progressing, while the consensus is reached by step by step consultation with the mayors and in the future the reality of the territory will be a result of a long-term work of finding a middle-way between the visions of all the parties involved.

4.2 Goals and objectives of the development

The objectives of the projects for the area Anzin and Beuvrages were formulated by Valenciennes Métropole. They are partly integrated in each city urban project, in each ANRU programme. The main objectives are:

Urban structure

- To constitute, through the extension of centre of Anzin, a relay pole of the central agglomeration that would be a driving force in revalorisation of the left bank of Escaut.
- To strengthen or create city centres in Anzin and Beuvrages, accompanying commercial attractiveness. The main action of the project of the city centre of Beuvrages is the renovation of the central city square involving a mixed usage destined for commerce and housing units creating a visible space open to circulation. Anzin makes priority for the recomposition of the city centre with the integrated project of Jardins de Valmont (office, shopping centre, standing housing).
- To conduct a large politic of demolitions of obsolete social buildings, e.g. Beuvrages, 220 housings in Chateau Mallet, of partial reconstruction on site and some new

constructions e.g. at the North of the city (the Ruissard: 120 housings in project). The key point is to relocate the people, partly on the LUDA, partly on the metropolitan market.

- To upgrade the impact of the tramway line in the city centre of Anzin by reinforcing the city centre of Anzin in all the functions: commercial, housing, services.

Economic conditions

- To perform the activities and the employment regarding the local population and to improve the social conditions facing the difficulties in which the inhabitants live.

Socio-cultural conditions

- To effectuate the territorial re-qualification of obsolete public housing by diminishing the density in districts of relegation and to offer more social diversity.
- To perform a major work regarding the population in the fields of employment and improvement of social conditions and to fight the misery in which the inhabitants live.

4.3 Alternatives for the development of the area

No consequent alternative is designed by Valenciennes Métropole to the main scenario of development of the agglomeration. The project is conducted by a “day by day” compromise between all the partners with keeping in mind the main direction of the scenario.

But, it is undeniable that the two municipalities (Anzin and Beuvrages) have developed different priorities inside the policy of urban renewal: Anzin is more concerned with its central district development (the line of the tramway, the conduction of public and private partnership project, with ZAC “Jardins de Valmont”), and Beuvrages is more concerned with creating a new urban design of housing in its residential district, with less public housing, and more single units.

4.4 Lessons learnt /Experiences

The lack of coordination and disconnections between the objectives of the cities were remarked during the whole process of the definition of the project and its implementation:

- Setting the standard for the quality of housing was a difficult task. It depends on the quality proceedings of each housing developers. These results proceed from a lack of programme’s evaluation
- The housing policy of Valenciennes Métropole was defined on a global scale, without any details about the relocation process to conform to the objectives of social diversity. In reality, the opportunities of building new social housing area are very limited.
- The national renewal proceedings of ANRU reinforce the direct relations between each city and the French Ministry of the City. As a consequence, this vertical process of funding claims and programming do not guarantee the transversal methodology of GPV, based on a global urban project.

- The first implementation on ZFU enhances some competition between cities of Valenciennes Métropole for the implementation of industrial and activities area and for employment attractiveness.
- The progress in urban renewal will require the passage to the new stage of coordination and regulation, as well as monitoring of the relocation process. Therefore Valenciennes Métropole is obliged to accept a new role, passing from the planning tasks to coordination and negotiation in order to integrate the development of the LUDA into the process of evolution of Valenciennes Métropole.

5 Programming

5.1 Formulated programmes, projects and plans

All the following projects concern the larger area of Valenciennes Métropole, but have a major impact on the LUDA area:

A trigger: elaboration of the Grand Projet de Ville (GPV)

The *Grand Projet de Ville* is a national programme designed for 6 years (2001-2006). It concerns the territories having major urban problems that require the deep intervention by the elaboration of a global project for social and urban development with an aim to re-equilibrate the territory and to reinsert the districts in the agglomeration (the actions hereby are described in the topic 3.1 Stakeholders Analysis).

This programme concerns the territories having major urban problems that require interventions. The policy of urban renewal combines directly each city and the National Agency (ANRU) in the same integrated programme (land use, investment). In 2004 and 2005, the programme of Beuvrages and the programme of Anzin Carpeaux are set in long financial negotiation.

The limitation of the funding supports (end of GPV, reduction of the regional funds as 40% of GPV, end of European funds) in 2006 narrows the perspectives of development.

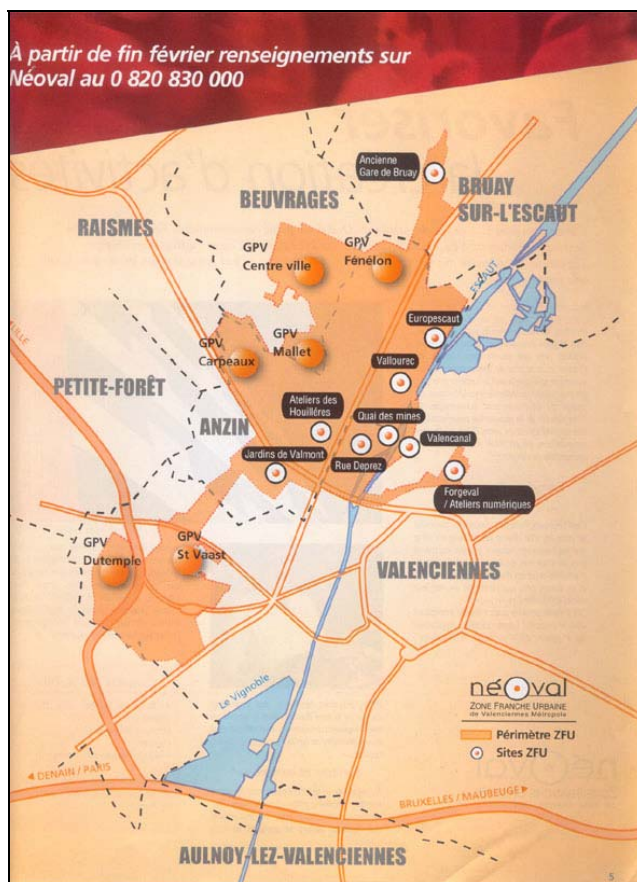


Figure 6: Grand Projet de Ville in the Valenciennes Métropole. Source Neoval / CCI

Local Housing Programme

The definition of Local Housing Programme «*Programme Local d'Habitat*» (PLH) is given by the French law for construction and housing. The programme defines the goals for the period of five years or longer (2004-2009), in attempt to satisfy the need in housing and favours a social diversity by balanced distribution and diversification at an agglomeration scale.

The proceeding of PLH consists in establishing a diagnosis, evaluating the shortcomings and weaknesses in the territory before elaborating the housing policy for the whole agglomeration.

On the territories of Anzin and Beuvrages, the need to optimise the housing offer makes the products more diverse, namely by means of new construction, but also by facilitating the access to the property. There is hope that with the evolution of the stock of housing, there will be more social diversity. The operations of the urban renewal would satisfy this need, by re-balancing the proportion of the rented social and private housing in comparison to the total number of the housing available. It is also necessary to take on account the needs of specific populations such as handicapped, elderly, travellers and students.

Construction of a tramway for the whole agglomeration

In 1994, the local authorities decided to create a new tramway line in the agglomeration of Valenciennes. The tram works began in November 2004 with the implementation of infrastructures. The first line of tramway is 9,5 km long, with 19 stops and links the north to the south part of the agglomeration. It serves among others the Municipalities of Valenciennes and Anzin.



Figure 7: Map of the first line of tramway. Source: Valenciennes Métropole 2004

The enterprises participating in the tram works are obliged to sign a Chart of Quality. The main principles of this Chart guarantee to the inhabitants that quality of their life and the level of services won't be degraded during the works. The enterprises are also obliged to inform the public about any changes.

The local authorities have also taken the opportunity of these important works to develop the local employment. They created a working unit to facilitate the recruitment of local population. 1500 jobs will be created during the period of the works and 800 jobs could be maintained.

Talking about security: The communal council for prevention of delinquency

In July 2003 Valenciennes Métropole created a council for preventing delinquency and to pursue its involvement in the prevention and struggle against the delinquency on the scale of community. The actions of the council are:

- Analysis of local situation (local security observatory)
- Creating a network of actors, providing information and education skills
- Technical assistance for those responsible for the projects.

Two approaches are adopted:

One is of making a general analysis of the multiple territories sharing the same problems.

The second approach is thematic with 6 identified topics:

- Prevention of social disengagement (struggle against the abandonment of school and increasing of the support for parents)
- Prevention of addictions
- Struggle against crime recurrence
- Help to victims of crime
- Communication and citizenship
- Prevention of crime and assuring the security in public transport

The elected members of communes and Valenciennes Métropole are directly involved in this framework.

The Local Health programmes

These programmes are going to be realised in four years on the scale of a district. These programmes, stemmed up from the regional health programmes, are in process and the first ones started in the beginning of 2004. The programmes concern the actions in the fields of:

- Identifying the problems
- Prevention of sanitary problems
- Health education
- Enhancing of the quality of life

The actors involved are the educational establishments (schools, colleges, high-schools); the municipality services in charge of school diners and social centres.

Fifty to sixty actions are currently performed each year. But not the whole territory is covered as yet for the reason of the lack of financial resources. This is the work to be done on the long run. Today, after the first steps were made it is still too early to measure the impact.

Environment Preservation

The regional authorities promote a green corridor (under the European procedure of Natura 2000) connecting Anzin and the northern part of the agglomeration. It induces local concerns on ecological inequalities inside the Municipal planning documents e.g. PLU. It supports the planning requirement of green pedestrian corridors in Beuvrages and tree planting in the single unit district in Anzin.

The economical development with the Free Tax Zone (ZFU)

The free tax area (ZFU: Neoval) was adopted in April 2003. Some implementations of business are under negotiation between all the partners (cities, Valenciennes Métropole, Chamber of Commerce) and require some design preparation of the area. The project is to reconvert the Vallourec ancient area in a service park for small enterprises and to create a new shopping mall in the centre of Anzin.

6 Implementing

6.1 Priority action areas

In Beuvrages, a global project of renewal of the Cité Château Mallet

The project consists of the demolition of 172 derelict houses in the south part of Beuvrages in a first phase and a reconstruction of 155 in a second phase. These housings belong to the SOGINORPA, one of the lessors of the ancient minors. One of the problem is that the families living there are very attached to their district and don't want to leave Beuvrages.



Figure 8: Map of project of Cité Mallet. Source: Valenciennes Métropole 2005

The project promotes a new vision of this district with new public spaces and a complete revision of the image of the area.

An intense operation of urban renewal has to be performed very quickly with an objective to create a city centre in Beuvrages. The renovation of the Place de la Paix and Place of 11th of November should serve as an example.

Aiming this Valenciennes Métropole asked to three architect teams to study this district and to propose concrete solutions for its improvement. At the end of the studies, in April 2005, Valenciennes Métropole decided to continue the work with one of the team, Mimea.

In the same time the programme foresees the demolition of 218 social housing in 7 phases.

On Place de la Paix, the main place of Beuvrages, it was proposed to create a complete set of public equipments: a post office, a chemist's shop, a baker, a bank, some other small shops and a day nursery for 20 children.

This district is linked by a new street to the south part of Beuvrages, so that it will open the city centre to the rest of the town.

The key point is to relocate the people, partly to the case study area, partly to the metropolitan area. With the objective to enhance the social diversity, the relocation process

is dispatched between the Valenciennes Métropole community area (Bruay / Escault) on one part and outside it on the other part (Douchy). This variability of the possibilities of relocating keeps some uncertainty for the residents in the area of urban renewal.

In Anzin, a project of a new district around the tram to change the image of the city

Anzin makes priority for the recomposition of its city centre, with the integrated project of *Jardins de Valmont* (office, shopping centre, standing housing), in spite of the renovation of the district of Carpeaux. This second operation is in a second stand priority, not funded at this time.

The redefinition of the city centre of Anzin emphasises a conversion of the wasteland of Valmont, in the immediate proximity of the city hall and the tramway station.

This project, already in progress, stretches out on the area of 12 ha. The master plan of the project is guided by a central green space. The conception is respecting the rules of the HQE (High Environmental Quality), which is developing:

- The reprocessing of the water rain
- The limitation of the car presence
- A urban large park of 2,5 ha



Figure 9: Program Map of project of ZAC Valmont ,Source : Valenciennes Métropole 2004

The financial sources for the public equipments are divided up between:

- Valenciennes Métropole for urban infrastructures
- Anzin for the garden and the day nursery
- Syndicat Intercommunal d'Assainissement de Valenciennes (Intercommunal institution for the sewage management on the Valenciennes Métropole territory) for the draining

- Syndicat Intercommunal des Transports Urbains de Valenciennes (Public Corporation for Valenciennes Area Transportation) for the public place and the infrastructures directly linked to the tram

The project will be conducted into two phases: 2005-2006 for the first one and 2006-2007 for the second one.

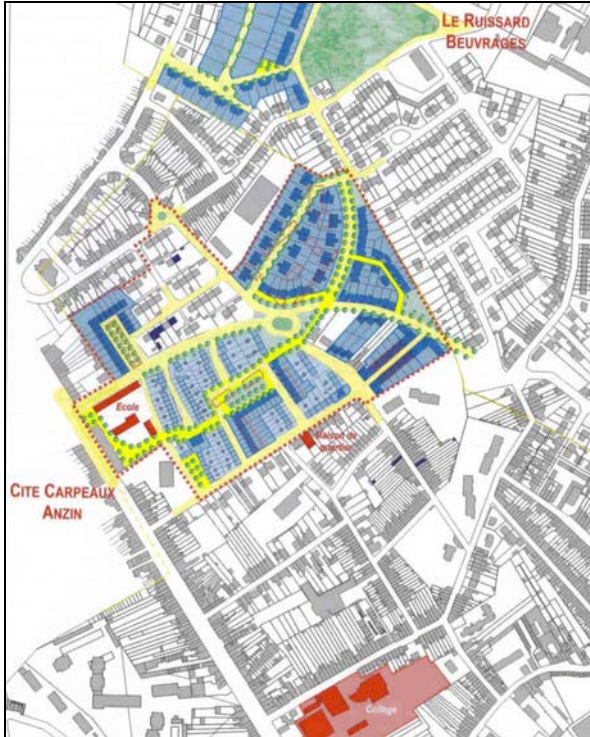


Figure 10: Map of project of Cité Carpeaux, April 2005. Source: Valenciennes Métropole 2005

The ANRU programme of Carpeaux is settled in a long standing negotiation for program and funding. Anzin makes priority for the city centre reinforcement, with the integrated project of ZAC de Valmont (office, shopping centre, standing housing). The specified programme of Carpeaux (November 2005) was approved before the ANRU decision of funding (January, 2006):

- Destruction of all collective housing buildings (173 housings)
- Rehabilitation of the single unit housings
- Building of 124 public housing and 35 free market rented housings
- Some relocations on ZAC Valmont (30 housings)

6.2 Programmes implemented in the area

The policy of urban renewal combines directly each city and National Agency (ANRU) in the same integrated programme (land use, investment). In March 2005, the programme of Beuvrages is decided, and the programme of Anzin Carpeaux is still in financial negotiation.

Following programmes have been already implemented in the area:

- **Beuvrages / Chateau Mallet :**
The programme ANRU of Beuvrages, decided in February 2005, is currently in process
- **The city centre of Anzin :**
ZAC Valmont Programme has been approved in February 2004.
- **The Cité Carpeaux In Anzin :**
The Anru programme of Carpeaux is settled in a long standing negotiation for program and funding.
The specified programme of Carpeaux (november 2005) was settled before the ANRU decision of funding (2006)
 - Demolition of all collective housing buildings (173 housings)
 - Rehabilitation and “residentialisation” (redefinition of the usage of common areas and attribution of the responsibility for the common areas to the private households) of the single unit housings in line
 - Building of 124 public housing + 35 free market rented housings
 - Some rehousing on Zac Valmont (30 housings)

The main developers are Partenord Habitat, and all the other lessors, specialized in rehabilitation programmes.

- **The rehabilitation of the wasteland of Vallourec in Anzin :**
The free taxes zone (ZFU: Neoval) has been approved in July 2003. The implementations of activities are under negotiation and require some design preparation of the area.

6.3 Projects implemented in the area

Today following projects are already in progress:

- In Beuvrages, the studies about the inner city are till in discussion
- In Beuvrages, the demolitions of social housing have begun in the Cité Château Mallet. The project is designed.
- In Anzin, the urban project of ZAC Valmont is defined, the architects of each building will be known during the following months
- The folder of Anzin will be deposited in ANRU during next summer.
- The PLU in Anzin and Beuvrages are adopted since the end of 2004.
- A team for family relocation is coordinating the social workers (CAF), the resident the association and urban planners in Beuvrages Chateau Mallet (120 families relocated in August 2005).
- The building of Mesange area (60 single units) is in process.
- In Bleuse Borne, 455 housings have to be rehabilitated
- The creation of the infrastructure allowing the access of tram was achieved in August 2005.

6.4 Lessons Learnt

Valenciennes Metropole is characterised by a superimposition of programmes and projects. This creates a layer of interventions which is sometime difficult to manage both for the agglomeration and for the 2 municipalities of Anzin and Beuvrages. For example, the change from the GPV to the ANRU programme has created difficulties for the municipalities, in term of preparing the projects being submitted for financial approval to the ANRU, but also concerning questions of relocation of displaced families. The adjustment to the new procedures requires a lot of work at the local level. Also, the programmes have become more sectoral. The ANRU procedure, although deriving from the integrative approach of the *Politique de la Ville*, is mainly focusing on the renewal of social housing (urban structure versus social aspect). Also, the link between the Metropole and the municipalities is not always easy.

7 Monitoring and evaluation

7.1 Introduction to the monitoring system

Valenciennes Métropole noticed a lack of social indicators for evaluation of the policies. In fact, different topics of “social monitoring” were developed in the past, but their impact was obviously limited in time and space, so the effect on population is not easy to state, and without a precise strategy and fixed objectives by topics and by territories, it was very difficult to make an evaluation of these actions.

However, social difficulties of the inhabitants of these districts are just as big if not bigger than five years ago, and it’s necessary today to create some new tools and methods to accompany families during investment projects that are concerning their living places.

For these reason, Valenciennes Métropole decided to develop a new tool for social monitoring: the *dynamic monitoring system of social data in the urban renewal sites*.

Valenciennes Métropole intends to implement a monitoring system on two mains objectives:

- To evaluate the social balance (equilibrium) at the metropolitan level
- To evaluate the impact of social funds dispatched to the different districts

This monitoring system has to be settled between each district (Carpeaux, Vallourec, Chateau Mallet, Bleuse Borne), between cities and metropolitan level (with the problem in the collection of refined data).

The monitoring system has to combine long term actions (new buildings/year) and short term actions (social funding for unemployed people and precarious families). It has to support the guidance for the relocation process of the urban renewal.

At this date (November 2005), the monitoring system after long negotiation about funding and political support in order to enlarge the agreement on the development objectives is moving in the elaboration process. The quality evaluation of each programme is another task for CAVM guidance, for each developer market strategy, for each City Hall.

At this stage, Valenciennes Métropole defined the following method to establish the monitoring system:

- Defining and choosing the most pertinent indicators in the social field to appreciate the impacts of the urban projects of renewal. Updating the social existing data of districts that are normally used in the urban renovation projects.
- Defining the mode of exploitation and analyze of this indicator system with the goal of adapting the social policies in consequence of the conclusions
- Experiment this methodology on one key territory.

The data which have to be collected are related to:

- Housing and the process of relocation
- Social and professional insertion
- Access to employment and professional education
- Level of education
- Management of the public spaces
- Access to the public services

The public stakeholders have different perceptions of the monitoring of public policies:

- Valenciennes Métropole is more concerned by the implementation of the criteria of urban cohesion at the metropolitan level, such as the transportation access and the densification of uses in the urban space, the accessibility to the public services and the synergies between public services.
- The priority for each city or, commune is to improve their image. It is impossible to reduce the social exclusion because each city seeks as a solution to the problem reducing the quantity of population in distress. They expect a detail monitoring on the city area
- The social workers are bothered by the relocations inside a tense housing market situation and by the poor accessibility to public services for the excluded people. They expect a more detail monitoring of each pocket in rehabilitation and in renewal and the programme evaluation.

In order to solve these problems a solution oriented agreement has to be reached, establishing the balance between the needs and expectations of Métropole and the needs of the population in need of support in the LUDA area.

To respond on this point, each city (as Anzin and Beuvrages) has a key responsibility of their own urban project, (pedagogy and information), and also a responsibility of day to day guidance and coordination (relocation, civil work, public space definition, environmental protection, quality performing).

8 Conclusions

After 3 years of GPV (2003/2005), the Valenciennes Métropole LUDA case slowly moves toward a transition phase in the regeneration process. The ANRU programme of Beuvrages proceeds after one year's implementation process. The ANRU programme of Anzin is coming to decision approval and funding. These two programmes face large uncertainty for relocation of the populations in the analysed district. The relocation of population could be problematic. The take off process could be coming after tenacity in a more open urban project (open urban space, open composition between the different populations).

Valenciennes Métropole policy guidance intends to settle some effective coordination:

- To refine and complement the policy of relocation (PLH), on little housing for isolated people, on social housings for precarious families
- To ameliorate coordination and contractual guidance in the relocation process.
- To create guidance of social monitoring facing the durable inequalities of families.
- To accelerate the process of the free tax zone (ZFU) as facilitator of activities project underlines the competitive attraction between cities for activities area. This requires preparatory planning, which will specify the differentiation of activities area in the Valenciennes Métropole territory.

These points require defining a new metropolitan balance on the location of public housings on the location of activities area, on the redefinition of urban space as Anzin (secondary pole) and Beuvrages (residential city). Beside the frames of social monitoring, the governance for urban rehabilitation and metropolitan regulations requires some strong negotiations between cities.

Valenciennes Metropole is also characterised by a superimposition of programmes and projects. This creates a layer of interventions which is sometime difficult to manage both for the agglomeration and for the 2 municipalities of Anzin and Beuvrages. However the relationship between the Metropole and the municipalities is not always easy.

It is not easy to find a middle way between the long term politics of sustainable urban renovation and a realisation of a tax free zone (ZFU), a necessity to find an immediate solution to the situation of inhabitants and the brutal change provoked by the arrival of the tram that changed the image of the city in a very short time. These two kinds of politics are a necessity. The balance of these politics requires some skilful coordination between the municipal urban projects, the developer's investment and the metropolitan strategy.

This reflects the challenges faced by an integrative structure like Valenciennes Metropole in the management and governance of multi-layered interventions in distressed areas at the local level.

9 Bibliography

Valenciennes Métropole, (2000) Contrat de ville 2000-2006 de l'arrondissement de Valenciennes, convention cadre, Valenciennes

Valenciennes Métropole, (2000) Le GPV du Valenciennois, "le renouvellement urbain pour placer l'homme au coeur de la ville", Valenciennes

Valenciennes Métropole, (2002) Etude intercommunale Anzin Beuvrages Raimés Valenciennes, Valenciennes

Valenciennes Métropole, (2002) Schéma directeur de l'arrondissement de Valenciennes, Valenciennes

Valenciennes Métropole, (2003) Elaboration du Programme Local de l'Habitat, "Opérations stratégiques et programmation d'actions", Valenciennes

Valenciennes Métropole, (2003) Zone franche urbaine du val d'Escaut, "un levier au service de la dynamique urbaine", Valenciennes

Valenciennes Métropole, (2003) Débat sur les orientations du PADD et du PLU d'Anzin, Valenciennes

Valenciennes Métropole, (2005) Plan national pour la rénovation urbaine : Ville d'Anzin, quartier centre-ville et Carpeaux, Valenciennes

Valenciennes Métropole, (2004) Plan national pour la rénovation urbaine : Ville de Beuvrages, dossier de candidature, Valenciennes

Valenciennes Métropole, (2005) Cahier des charges pour la mission d'appui d'observatoire dynamique des données sociales dans les sites de rénovation urbaine, Valenciennes

Valenciennes Métropole, (2005) Cahier des charges pour la mission pré-opérationnelle de restructuration urbaine du secteur intercommunal Le Ruissard à Beuvrages et Cité Carpeaux à Anzin, Valenciennes