Ourcq Territories, Seine Saint-Denis, France

BACKGROUND INFORMATION	
PROJECT TITLE	Projet Urbain Intégré des 4 villes – GIP[1] Territoires de l'Ourcq **Ourcq Territories Integrated Urban Programme (IUP) in Seine-Saint-Denis (Paris metropolitan area)**
Beneficiary	There are 36 projects supported by ERDF (the full synopsis of the IUP is shown at the end of this document). According to the nature and location of the project, beneficiaries are: - Municipality of Bobigny - Municipality of Bondy - Municipality of Romainville - Municipality of Noisy-le-Sec - Conseil Général de la Seine-Saint-Denis (transport) - GIP Territoires de l'Ourcq (as of its creation in 2010)
Duration of project	The package of projects covers the whole period (2009-2013).
Member State	France Région Île-de-France Département Seine-Saint-Denis Ourcq Territories cover 4 municipalities in the North of Paris: Bondy, Bobigny, Romainville and Noisy-Le-Sec.
Geographic size	The intervention area is 1 316 hectares Seine-Saint-Denis has a population of 1 528 413 inhabitants (2009 census). The four municipalities covered by the project have a total of 168 227 inhabitants.. The axis formed by the canal and the road crosses the area concerned for a distance of 16 km. The neighbourhood areas of four municipalities are involved in the Ourcq Territories urban policy scheme, all situated along the Ourcq canal, north of Paris: Quartier Nord in Bondy, La Sablière in Noisy-le-Sec, Bas Pays in Romainville and Paul Eluard in Bobigny.
Funding	Total cost (IUP): €25 535 140 (revised 2011) ERDF: €5 297 000 ESF: €500 000
Operational Programme	ERDF Operational Programme Île-de-France CCI no. 2007FR162PO012 Priority Axis 1 'Developing urban projects in the most deprived areas'
Managing Authority	The managing authority is the Préfecture Île-de-France (regional level): Secrétariat Général aux Affaires Régionales (SGAR) – Direction des Affaires Européennes. Before project proposals are submitted to the Regional

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[1] GIP = Groupement d'Intérêt Public – formal consortium with public interest goals.

	Programming Committee (CRUP), the state's devolved services at sub-regional level (Département – Préfecture du Seine-Saint-Denis) is the Single Reference Service (Service Unique de Référence – SRU) in charge of instructing all applications located in its territory. It can happen that projects are positively notified by the SRU but are rejected by the CRUP.
	Note: the SRU is not an intermediary body.
Cohesion Policy Obj.	Competitiveness
Main reason for Highlighting this case	This example was identified in cooperation with the European Unit of the French General Secretariat for Urban Development (Secrétariat Général à la Ville), as one of the most advanced integrated programmes in the Île-de-France region.
	This Integrated Urban Programme illustrates the relation between the regeneration of a deprived urban area, Agenda 21 and inter-municipal cooperation, in the frame of regional and sub-regional master plans. Moreover it is a good example of implementation of the national French policy for urban integration using the instrument of the Integrated Urban Programme (IUP) supported by the ERDF.
Key Contact person	GIP Territoires de l'Ourcq c/o Est Ensemble Maria Guerrero, Coordinatrice 100 avenue Gaston-Roussel F–93 232 ROMAINVILLE Cedex Tel: +33 1 79 64 52 39 Maria.guerrero@est-ensemble.fr www.est-ensemble.fr/

1. PROJECT DESCRIPTION	
Overall objective / goals	The Integrated Urban Programme (IUP) supported by the ERDF is designed to achieve 5 goals:[2]
	• innovative economic development, bringing business closer to training and research, based on endogenous resources
	• sustainable territorial development with a strong emphasis on environmental requalification of the canal area
	• inclusive approach targeting fragile populations at local level, providing a fresh impulse to north-south entrepreneurship initiatives
	• new image to an ill-reputed area through the improvement of public services and amenities
	• new governance for integrated sustainable development, with a common roadmap for 4 municipalities united in a Public Interest Group
	The full synopsis of the IUP is shown at the end of this document.
	These goals are entangled with the Agenda 21 guidelines[3] set at the level of the Seine-Saint-Denis Département during the same period, under five priorities:

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[2] Source: project description on the MA's website.
[3] See the Seine-Saint-Denis Agenda 21 roadmap at http://cooperation-territoriale.seine-saint-denis.fr/IMG/pdf/339_DSO_les136actionsde_l_A21.pdf

	• equal opportunities and social inclusion • a new urban model • a metropolitan trigger • shared governance • institutional eco-responsibility
Intended outputs and results	The Integrated Urban Programme (IUP) is organised along 3 priority areas (*axes*) split into 17 measures and 36 projects (*opérations*): 1. support to innovation, entrepreneurship and knowledge development (9 projects), including the creation of a business incubator (Bond'innov) in partnership with endogenous resources from the private sector (Biocitech business park) as well as the public research sector (Institut de Recherche pour le Développment and Paris XIII University). 2. support to sustainable territorial development (26 projects), including foot/cyclepaths along and across the canal, as well as a reserved bus lane along RN3. These achievements reinforce the attractiveness of the area in terms of job creation, new inhabitants, linking the area to nearby structural amenities of the metropolis of Paris, and reduced traffic congestion and nuisance from nearby highways. 3. territorial marketing (1 project), including investment prospecting.
Description of activities	Due to the high number of projects and for the purpose of this study, we put the focus on the following four integrated aspects: (1) integrated governance; (2) integrated infrastructures; (3) integrated socio-economic development; (4) policy integration. **1. Integrated governance** The municipalities have formed a Public Interest Group (*Groupement d'Intérêts Publics – GIP*) with the operational goal of revitalising an area in industrial decline by using assets based on the future economic potential of the area (eco-industry, health and care), on university and research networks (public and private), and also on the transport infrastructure and the environmental asset of the Ourcq canal and the park of 'Corniche des Forts' (located in a former gypsum quarry). The legal existence of the GIP took the form of a legal act published by the state on 9 September 2009. Its statutes confer powers in the fields of urban planning, social development and landscaping around the Ourcq canal. The GIP aims to create 1 500 housing units, 47 000 m² of office space and 20 000 m² of public amenities. In order to do this, each of the four municipalities – Bobigny, Bondy, Noisy-le-Sec and Romainville – signed an agreement devolving powers and setting operational rules for decision-making. An administrative officer was seconded from Bondy, to become the project manager of the GIP and the coordinator of the 'Ourcq Territories' Integrated Urban Programme. **2. Integrated infrastructures** The main principle is based on the redesign of the RN3 road to include a reserved bus lane.

The studies for enhanced quality transport require the appraisal of infrastructures managed by the state in a project implemented by the *Département*. ERDF support brings added value to the project by combining the traditional planning approach with further detailed analysis of environmental impact assessment, a crucial element in redeveloping the nearby canal into a natural and leisure circuit.

Two complementary studies started in 2010, for a period of 2 and 4 years respectively. They will lead to the pre-programming document for the implementation of the work.

The first study covers urban and landscape integration, phyto-sanitary analysis and the establishment of a roadmap for temporary amenities during construction work in the 4 municipalities. It takes into account the functional links to the parallel development of four urban renewal projects (*Zones d'Aménagement Concerté* – ZAC).

The second study addresses the upgrading of road and highway nodes requiring complex technical solutions in partnership with state administrations and transport agencies. The critical point is the bridge in Bondy, located in a very densely populated area, which raises complex noise and pollution issues.

Both studies cover a 12 km x 5 km corridor between the Porte de Pantin in Paris and Romainville. They are under the responsibility of the Seine-Saint-Denis General Council (*Département* level), which is in charge of roads and transport, but the initial idea was co-constructed with the four municipalities in 2008. A steering committee meets four times a year to examine work in progress.

A concertation process was held in 2011, gathering citizens' comments on the project through public meetings and a blog.[4] A public enquiry is under preparation on this basis, which will consider the first outline of the bus route and various scenarios for the Bondy interchange.

The choice of a quality bus instead of a tram was made in 2011, for reasons of capacity and cost, as projected loadings are 2 000 passengers per hour at peak times.

3. Integrated economic development

Two examples illustrate this dimension: Bond'innov and Ecocité Bobigny. They are the most representative examples in relation to theme 2 and are sufficiently advanced to examine results and potential outcomes.

Bond'innov

The municipality of Bondy, working with the private business park Biocitech, the public campus IRD (Institut de Recherche pour le Développement) and Paris XIII University, examined the feasibility of opening an incubator dedicated to innovation. Bond'innov opened in 2011 and now has a full-time manager and two trainees for office management, hosted in office spaces on the IRD campus, with an extension on the Biocitech business park.

ERDF support was provided during the feasibility phase (2009-2011). It officially opened in November 2011.

The legal form of the incubator is a not-for-profit company which brings together partners from the municipality of Bondy, the Est-

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[4] http://www.tzen3.com/

Ensemble Metropolitan Council, the Seine-Saint-Denis Council, the IRD, Paris XIII University and the Biocitech business park (which currently hosts 27 private companies, including large pharmaceutical groups such as SANOFI-AVENTIS).

All partners share the goal of promoting innovation, research and development, fostering an entrepreneurial culture among the hard to reach populations of the area, and communicating their activities.

The research priorities of the public and private partners are to innovate in (i) environment and sustainable development, (ii) the social economy, (iii) life sciences and (iv) innovation linked to sub-Saharan countries.

The incubator provides office space, training and mentoring facilities. It also proposes study visits and exchanges with other entities such as the Bondy business club.

Two calls for proposals were published in 2011, each of which elicited a dozen applications. In the first round, 2 projects were selected in the field of bio-technologies, and in the second round 3 projects were selected in the field of innovation linked to sub-Saharan countries.

Ecocité Bobigny

The area concerned is located on the left bank of the canal, close to the centre of Bobigny. The area is 20 ha spread between the canal and the future T Zen 3 bus route. The Ecocité is to become a mixed area with a business centre, shops and housing. Environmental principles are at the core of its design and aim to radically renew Bobigny's urban image. Energy efficiency is built into the functional plans of the new buildings, including the use of solar energy and ecological insulation to keep heating costs low, rainwater recycling and organic waste management.

Three pathways will cross over the canal and the banks are to be fully renovated for cycling and walking. These landscape improvements are closely linked to the metropolitan strategy of Est Ensemble and comply with the master plan of the Île-de-France region. The improvement of the canal banks calls for complex technical studies in order to assess issues such as safety, accessibility, green spaces, signage and cycle routes. Special provisions are also needed to comply with the management of the canal (e.g. access by emergency vehicles in case of danger).

Improvement work has started and the operation should be finalised by 2014-15.

4. Policy integration

The initial partners are the four municipalities of Bobigny, Bondy, Romainville and Noisy-le-Sec, together with the Seine-Saint-Denis council and the Paris Chamber of Trade and Industry. During the design phase, several other stakeholders were involved so as to foster public-private partnerships, including the regional council, the green technologies and sustainable cities cluster Advancity[5] and the Seine-Saint-Denis economic development agency Comex 93.

The continuity of actions is secured through the activation of various schemes operated directly by the municipalities.

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[5] http://www.advancity.eu/Eng/creation.html

Recipients	Ultimately, the deprived neighbourhoods of the four municipalities and their inhabitants will benefit from the whole scheme, once the T Zen 3 route is operational and all areas are redesigned and equipped with environmental-friendly landscaping and amenities. The final beneficiaries of the Bond'innov incubator are skilled entrepreneurs living inside or outside the area. Most of the ERDF support directly affects the technical staff of the municipalities concerned, establishing operational tools for shared work (horizontal governance), with the support of specialised urban planning consultancies and planning agencies in charge of preparing all the technical aspects of the work through studies.
Mainstreaming of gender equality and non-discrimination	The programme area is enclosed by the perimeter of deprived urban neighbourhoods (*Zones Urbaines Sensibles – ZUS*). The area is characterised by a young[6] lower middle class population, composed of many ethnic groups (Southern European, North African and Sub-Saharan, which are low-skilled and suffer from high unemployment. Anti-discrimination and gender issues are mainstream topics for these municipalities, and all of their policies aim to reduce inequalities.

2. POLITICAL AND STRATEGIC CONTEXT

The planning context	France has a long tradition of urban and spatial planning. In Paris, the first master plan (Plan Proust) dates from 1934. It was re-examined in the light of France's membership of the European Common Market in the 1960s, and reorganised the capital city at the level of the region of Île-de-France.[7] The latest master plan approved in 2008 includes an environmental clause and adopts a fully integrated approach to urban development. Although the political and strategic dimension of such plan is very influential on urban planning, it has no coercive impact on decision-making. The only enforceable plan is the 'Schéma de Cohérence Territoriale – SCOT', set up at supra-municipal level, within regional guidelines. The balance between urban policy guidelines and legal frameworks forms a 'Russian doll' system, constantly challenged by the electoral calendar and the policy priorities that elections engender. Since September 2011, a review process of the regional Île-de-France master plan has started, involving all the relevant stake-holders. The new plan is to be adopted by September 2013 and the Ourcq Territories project with its urban ecology dimension forms part of the proposals displayed by the Seine-Saint-Denis Council.[8] The participative strand is mostly implemented through the Seine-Saint-Denis Agenda 21 and the 'Ourcq in Movement' initiative supported by the Greater Paris Metropolitan Council. The Seine-Saint-Denis Agenda 21[9] is a genuine urban programme in itself, comprising five strands:

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[6] 30% of Seine-Saint-Denis's population is less than 20 years old (2007 – INSEE)
[7] http://www.iau-idf.fr/lile-de-france/75-ans-de-planification.html
[8] http://cooperation-territoriale.seine-saint-denis.fr/IMG/pdf/2012_SDRIF_Debat_10mai.pdf
[9] Source: http://www.agenda21france.org/agenda-21-de-territoire/fiche.html?r_id=664&list

	1. Strengthening equalities and social inclusion; reinforcing the balance of 'living together' to promote successful professional pathways;
	2. Promoting a new urban model which is environment-friendly and meet the needs of its population, making the municipality more pleasant and exemplary in terms of urban ecology;
	3. Allowing Seine-Saint-Denis to become a motor of development of the Greater Paris metropolitan area; relying upon endogenous resources to build an economic development strategy, as well as a research and education strategy opened up to the world at large;
	4. Renewing governance, in particular by strengthening citizens' participation as well as partnerships with local authorities;
	5. Becoming an exemplary government body for sustainable development.
	The Agenda 21 programme – a 60-page document containing a comprehensive situation analysis of all dimensions of sustainable development, and a set of 136 measures defined as its action plan – was prepared in 2008. Its implementation started during the summer of 2009. A first assessment was published in 2010,[10] a year after it started. The 23 priority measures of the Climate Plan adopted by the council assembly were incorporated into the Agenda 21 plan during the same period.
	Every year, the Seine-Saint-Denis council publishes its progress report on sustainable development, and organises specific thematic events such as a children's drawing contest, walking tours of urban renewal sites under construction, etc. It also introduced social and environmental clauses in its public procurement procedures.
National and regional framework for implementing ERDF funded urban development projects	**A 'Russian doll' system**
	In France, 'politique de la ville' does not mean, as a literal translation might suggest, the urban policy for a city as a whole, but is rather the policy for disadvantaged neighbourhoods in the fields of housing, environment, social inclusion, employment, education and training, health, public amenities and urban services, with the overall aim of reducing inequalities.
	Since 1988, a national government department, the *Secrétariat Général à la Ville*, has been in charge of implementing and coordinating the *politique de la ville*, which is built on three pillars: (i) horizontal governance with inter-ministerial coordination, (ii) vertical governance and partnerships with public authorities at regional and sub-regional levels, and (iii) the provision of common operational resources through the National Urban Renewal Agency (ANRU) and the National Agency for Social Cohesion and Equal Opportunities (ACSE).
	These two agencies aim to simplify and accelerate procedures introduced by local authorities and social landlords in deprived urban areas recognised by law (*Zones Urbaines Sensibles – ZUS*). They act as 'one-stop-shops' for financial guarantees and technical assistance. ANRU specialises in land restoration, public amenities and social housing, whereas ACSE supports community develop-

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[10] http://cooperation-territoriale.seine-saint-denis.fr/IMG/pdf/449_DSO_A21_1rBilan.pdf

	ment in urban neighbourhoods targeting early school leavers, vocational training, social inclusion, etc.
	Since 2003, the legal framework has been reinforced and the main planning tool is the 'Opération de Rénovation Urbaine' – ORU, which stands for Urban Renewal Project. An ORU allows for the deep transformation of neighbourhoods not only by spatial intervention but also through the diversification of housing. Rationalised land use and urban heritage preservation are taken into consideration in order to maintain urban cohesion.
	The urban schemes are organised around formal partnerships called Urban Social Cohesion Contracts (*Contrats urbains de Cohésion Sociale – CUCS*), which bind the different stakeholders to a common strategy. The contracts are drawn up between the state and the local authority[11] with the scope of benefitting deprived urban areas.
	ERDF Article 8 intervenes in support of this policy, encapsulated in Integrated Urban Programmes – IUPs (*Programmes Urbains Intégrés – PUI*) for the current period (2007-2013). There are 61 IUPs at present in France. A department (Mission Europe Urbain[12]) of the state administration was established in 2010 to coordinate these IUPs.
	Île-de-France: the Paris metropolitan area and ERDF
	At regional level, the IUPs of Île-de-France went through a public procurement procedure, called In'Europe ('In' for 'innovation') in a rather short period of time (January to June 2008). Ten programmes were selected with an ERDF commitment of €63 million and an ESF commitment of €15.9 million.
	Local Agenda 21
	During the same period (July to December 2008), as in many French local authorities, the Council of Seine-Saint-Denis launched a local Agenda 21 campaign in order to promote a sustainable strategy for its urban development. The launch of local Agenda 21 plans in France was strongly supported by the Ministry of Ecology, Sustainable Development and Energy, in the framework of the national strategy called the 'Grenelle de l'Environnement'.[13]
3. IMPLEMENTATION	
3.1. PROJECT DESIGN AND PLANNING	Back in 2006, when the Regional Council of Île-de-France started drafting its 2007-2013 operational programme, the Seine-Saint-Denis policy-makers lobbied for the inclusion of a dedicated priority axis on integrated urban development, convinced that only a multi-dimensional strategy could improve the performance of the public policies they were in charge of. Besides, the Chamber of Commerce and Trade of Paris had several major projects in its long-term strategy for multimodal transport, among which was the rehabilitation of the Ourcq canal into a trading corridor and the creation of an urban port in Bobigny, able to carry 350 000

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[11] In the French system, local authorities are sub-national entities with local elected governments: region (NUTS 2), *département* (NUTS 3), municipality (NUTS 5). Metropolitan Councils and other inter-government bodies are elected though representatives of these three tiers.

[12] http://www.europe-urbain.org/wo/site/public/v_fr/webop!/accueil/index_v2011.php

[13] See the parliamentary report at http://www.developpement-durable.gouv.fr/Premier-rapport-de-la-mise-en,25006.html

	tons/year.
	The concept of using the Ourcq canal as the backbone of its urban development programme was thus born under an inter-municipal cooperation process, strongly supported by the four municipalities concerned: Bobigny, Bondy, Noisy-Le-Sec and Romainville.
3.2. MANAGEMENT, MONITORING AND EVALUATION SYSTEM	**Management**
	The IUP is managed by a consortium of four municipalities through a GIP (Groupement d'Intérêts Publics). As a new structure, the GIP had to establish new governance rules with limited powers, as all financial allocations are decided and voted by each municipality, and ERDF support is paid to the municipalities and not to the GIP.
	The GIP coordinator was recruited in October 2010. The choice was made not to recruit a director, but to have a secondment from the municipality of Bondy, who was a specialist in managing EU funds. This project management function is an innovative feature of the IUP.
	Meetings are held every two months to monitor progress on the various projects, adjust the IUP to municipal and metro council activities and vice versa.
	Monitoring
	The In'Europe public procedure contains a monitoring and network-ing component, which is sub-contracted to a specialised consultancy for a 3-year period (July 2009 – June 2012).
	This consultancy organises exchange workshops and develops common tools for the 10 IUPs, available <u>on the web</u>.[14]
	In May 2010, it produced a <u>120-page study</u> assessing innovation policy in the 10 IUPs.
	Evaluation
	There is no evaluation as yet of the IUP (July 2012). Progress is monitored through administrative reporting managed by the GIP coordinator.
	Several financial adjustments had to be made in 2011 and 2012. Because of over-provisions in the initial programming and the de-commitment procedures, the initial envelope of the IUP was decreased from €6 million to €5.3 million and budgetary choices had to be made. Some of the projects were cancelled, such as the participative strand and the feasibility studies for the creation of a cargo port on the canal in order to carry waste.
3.3 GOVERNANCE: PARTNERSHIP, PARTICIPATION AND EMPOWERMENT	The programme cycle somehow anticipated the formation of the territorial alliances to support the project.
	The initial application to the In'Europe call for proposals was prepared in 2008 by the four municipalities of Bondy, Bobigny, Romainville and Noisy-Le-Sec. The programme was then called the 'Four cities IUP' (Programme Urbain Intégré des 4 Villes).
	They gathered to form a consortium named 'Ourcq Territories', under the status of a Public Interest Group (*Groupement d'Intérêts Publics – GIP*) in September 2009, with the municipality of Bondy chairing the group and a part-time coordinator seconded by the

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[14] http://www.europeidf.fr/fr/in-europe/index.html

	municipality to coordinate the setting up of the Integrated Urban Programme (IUP).
	The rotating presidency of the GIP changes every two years. The municipality of Bobigny took over from Bondy in 2011.
	In January 2010, the 4 municipalities from the GIP joined the Est Ensemble Metropolitan Council, a larger body comprising 9 municipalities[15] and delegating to it their powers in the field of urban policy, spatial planning, waste management, economic development, employment and social inclusion, social affairs, leisure, cultural and sport amenities and environmental preservation.
	Besides these institutional evolutions, the Seine-Saint-Denis *Département* launched the 'Ourcq in Movement' initiative within the 2011 call for projects of the Greater Paris Metropolitan Council, aiming to federate all sustainable development projects on its territory (13 municipalities including the four municipalities involved in the IUP). All the mayors signed a charter in June 2012.
	These evolutions and institutional changes in and around the programme governance do not improve its visibility, although they clearly demonstrate the intense dynamics and the interests of all stakeholders in this formerly ill-reputed and forgotten area of the Paris outskirts.
	Participation and empowerment
	Since the creation of the Est Ensemble metropolitan council in 2010, a 'Development Council'[16] has been set up in order to promote a living participative democracy.
	The project formally started in 2008, and its participative strand was developed within the context of the local Agenda 21 launched by the Seine-Saint-Denis *Département*.[17]
	Between July and October 2008, an initial inventory of existing data was compiled, which identified the main challenges at stake. In parallel, a broad consultation on strategic issues was organised between September and December 2008. The conclusions of both were presented and adopted as the main Agenda 21 guidelines by the Council assembly in December 2008. The second guideline is entitled 'a new urban model'.
	These guidelines were translated into 136 actions, covering housing, transport, school, health, etc. In particular Action 48 calls for the canal to be used as a sustainable development vector for leisure, economic activity and transport.
	Those ideas directly inspired the IUP applications submitted concomitantly by the municipalities of the Seine-Saint-Denis *Département*.
4. INNOVATIVE ELEMENTS AND NOVEL APPROACHES	
4.1 INNOVATION	In terms of innovation this case cannot be considered ground-breaking. The most innovative aspect is the integrated nature of the

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[15] Bagnolet, Bobigny, Bondy, Le Pré Saint-Gervais, Les Lilas, Montreuil, Noisy-le-Sec, Pantin, Romainville.

[16] The establishment of Development Councils is a legal provision installed by the Voynet Law in 1999 (LOADDT). It guarantees citizens' consultation and participation to public affairs. It is based on the partnership principle between elected people and civil society.

[17] http://cooperation-territoriale.seine-saint-denis.fr/Agenda-21-de-la-Seine-Saint-Denis.html

	whole programme. It is a good example of how municipalities in urban areas strongly affected by deindustrialisation, pollution and lack of jobs can collaborate to construct a multi-stakeholder strategy to reinvent and redefine their territory. This means investing in the new quality and value of their urban areas according to contemporary economic, environmental and social demands. The sustainable transport strand consolidates the partnership with a strong social cohesion dimension.
	The 'place-based' approach of the Bond'innov incubator, mixing the endogenous knowledge base of high-tech business with the north-south component of the local communities (many inhabitants are of African extraction) is an interesting innovation, although it is still too early to assess its performance.
	Agenda 21 is also a well-known tool and it has been considered to be innovative since it became fashionable in the early 2000s in many EU countries. There is also innovation in using a methodology that had been shown to be successful in other countries and adapting the model in a new reality such as that in Seine-Saint-Denis.
	Policy integration is a strong element of the IUP. One illustration is the recent debates in which citizens' committees blocked a major industrial project, fearing air pollution and associated bad smells.
	The IUP as such has not yet developed its own communication tools, but many innovative web tools are available for citizens' contribution and communication, such as the <u>Web Communes</u>,[18] offering a common and user-friendly blog at municipal level.
	In terms of innovative management, the choice of an administrative unit specialising in EU funding to coordinate the IUP, instead of a more strategic policy-oriented organisation, has proved to be successful. It allows for closer cooperation with the technical units of the municipalities, breaking down silos and developing an integrated culture of urban planning and development.
4.2. KEY IMPLEMENTATION CHALLENGES AND PROBLEM-SOLVING PRACTICES	New models of eco-development in this disadvantaged area clearly show a rupture with the post-Fordist model, understood here as a means to enhance competitiveness and profitability through flexibility and diversity. In the case of the Bond'innnov incubator, local young unemployed people are identified as priority target groups for green jobs, with ESF support adding complementary support to some specific projects. The Bobigny Ecocité is another example of the shift towards soft mobility and greener principles of urban planning.
4.3. THEMATIC FOCUS	Theme 2: Article 8 Urban policy in France is organised around formal partnerships called Urban Social Cohesion Contracts (*Contrats urbains de Cohésion Sociale – CUCS*), which bind the different stakeholders

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[18] http://cooperation-territoriale.seine-saint-denis.fr/

	into a common strategy.
	ERDF Article 8 intervenes in support of this policy, encapsulated in Integrated Urban Programmes (*Programmes Urbains Intégrés – PUI*) for the current period. There are 61 IUPs at present in France, of which 10 are implemented in the Île-de-France Region.

5. FUNDING

	Total cost (IUP): €26 268 972 ERDF: €5 297 000 ESF: €500 000 State: €1 956 169 Region: €1 003 552 Conseil Général (Département): €1 519 980 Municipalities: €11 911 062 Other public institutions: €3 571 311 Private: €848 500
	• The private sector is involved mostly in relation to the business incubator. • The financial allocation to run the programme amounts to approximately €400 000 for the whole period (7.5% of ERDF support), corresponding to one full-time coordinator and equivalent salaries from correspondents in the four municipalities.

6. PROJECT ASSESSMENT

6.1. FINANCIAL SUSTAINABILITY	Most of the ERDF support is provided for technical studies aiming to convert several deprived neighbourhoods into a more coherent and denser urban environment. It is financially sustainable if the technical outputs translate into effective implementation.
6.2. TRANSFERABILITY	The mainstreaming component is tackled through policy recommendations made by the In'Europe facilitation network.
	In light of institutional changes occurring since the start of the IUP – from 4 municipalities, the GIP Ourcq territories, to a larger Metropolitan Council of 9 municipalities called 'Est Ensemble' – the programme will most probably be redesigned to fit the metropolitan level of Est Ensemble.
6.3 ISSUES AND PROBLEMS	**Project management** Programme implementation is not easy. Some difficulties with the administrative structure of the IUP project were reported during interviews. Changes in eligibility criteria over the implementation period are a baffling problem. For instance, energy efficiency measures were prioritised to become compliant with the environmental priority axis of the OP, which was not initially foreseen by the operating municipality. Decontamination, which is formally eligible under the ERDF, was banned by the regional managing authority, for fear that funding one project would create a precedent and generate unmanageable expectations elsewhere. **Synergies of ERDF and ESF and ERDF cross-funding option** Despite the fact that the public procedure displaying administrative rules for the IUP clearly specifies the possibility for cross-funding between ERDF and ESF, with financial provisions in both funds, the reality is different. Moreover the cross-funding option provided by article 8, of using ERDF resources for ESF-type actions, has not

	been exploited. From the managing authority's point of view, ERDF support is earmarked for brownfield renewal and pilot projects linked for instance to green mobility, whereas ANRU (the National Urban Renewal Agency) is in charge of social housing schemes and public amenities in general. The other strand of the *Politique de la Ville* called CUCS (see above) can get support only from the ESF, city by city. This approach creates severe difficulties to Managing Authorities combining ERDF and ESF funding. Reporting timetables and financial rules are different and create an additional administrative burden at project level.
	According to one of the interviewees, administrative barriers for accessing ERDF and ESF funding are such that it transforms the whole exercise into a 'white elephant',[19] close to being totally unviable. 'Half of my working time is spent in administrative and financial management tasks, trying to understand the various logics of managing authorities' requirements. I think this time would be spent more efficiently on the development of the project itself,' says the project manager. The lack of transparency of the instruction process and the programming cycle add to the dissatisfaction.
	In the case of the Bond'innov incubator, two funding requests were made in March 2012, one under ERDF (€102 000) for 'start-up support' and the other under ESF for professional accompaniment of the beneficiaries. Specific actions supposedly financed by these grants start in October 2012, yet as of July 2012, neither funding had been approved, putting the 2012 provisional budget at risk of potential imbalance, and creating severe cash flow problems.
6.4 PROJECT OUTPUTS & RESULTS	**Infrastructure** • The initial outline of the T Zen 3 bus route is to be presented during a public enquiry together with various scenarios for the Bondy interchange, at the end of 2012. • Pathways along and across the canal banks should be operational by 2013. **Economic development** • The Bond'innov incubator has been up and running since 2011, with 5 start-up projects under way. • The urban planning study for the Bobigny Ecocité was completed in 2010. A public survey was undertaken in June-July 2012 and guided tours were offered over the summer, supported by an exhibition of the planning project. **Job creation** • The job creation target remains an issue, and according to one of the interviewees, green jobs are a mirage of the current economic crisis. • The fact that the IUP application was written before the financial crisis explains its overweening ambition of creating 12 000 jobs at the end of the programme cycle.

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[19] A 'white elephant' is an idiom for a valuable but burdensome possession of which its owner cannot dispose and whose cost (particularly cost of upkeep) is out of proportion to its usefulness or worth. (English Oxford Dictionary)

7. CONCLUSIONS: KEY SUCCESS FACTORS AND LESSONS LEARNED

Although the economic studies are traditional urban planning documents, they have been conceived through a genuine integrated approach, using the urban ecology planning methods.

Environmental aspects have been taken on board in the early design phase, especially in relation to mobility and transport, as well as the cultural and socio-demographic dimensions of the programme.

The information process during the project includes a strong participative dimension, even though it is not being directly funded by the ERDF.

The administrative burden is a general criticism, mostly due to the fact that even though the IUP was approved through a public procurement procedure, each individual project has to go through the instruction process, and comply with the regional programming calendar constraints.

Cross-funding between ERDF and ESF was not known about by officers in charge of the IUP at municipality and project levels. They are applying for ESF and ERDF funding separately.

8. FURTHER INFORMATION

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Contacts	**GIP Territoires de l'Ourcq c/o EST ENSEMBLE** Maria Guerrero Coordinatrice 100 avenue Gaston-Roussel F–93 232 ROMAINVILLE Cedex Tel: +33 1 79 64 52 39 Maria.guerrero@est-ensemble.fr www.est-ensemble.fr/ **Ville de Bobigny** Madeleine Delaperrière Chargée de mission financements et partenariats Tel: +33 1 41 60 94 95 madeleine.delaperriere@ville-bobigny.fr www.ville-bobigny.fr

Conseil général de la Seine-Saint-Denis
Laurent Michelin
Chef du Service des Projets de Transport
Hôtel du Département
Esplanade Jean-Moulin
F–93006 Bobigny Cedex
Tel: +33 1 43 93 95 11
lmichelin@cg93.fr
www.seine-saint-denis.fr

Bond'innov
Ninon Duval
Campus IRD France Nord
32 avenue Henri Varagnat
F–93143 Bondy Cedex
Tel: +33 1 48 02 55 69
nduval@bondinnov.com
www.bondinnov.com

Préfecture de Paris et d'Île-de-France – SGAR
Bureau des affaires européennes
Rose Marie Ly Van Tu
Chef du Bureau
5 rue Leblanc
F–75911 Paris Cedex 15
Tel: +33 1 82 52 42 74
rose-marie.lyvantu@paris-idf.gouv.fr
www.ile-de-france.gouv.fr

Personal assessment

As stated in section 4.1, in terms of innovation, this case study cannot be considered ground breaking. However, this is a good example on how inter-municipal cooperation of urban areas strongly affected by deindustrialization, pollution and lack of jobs, engage into a multi-stakeholder strategy to reinvent and redefine its territory. This means to invest on the new quality and value of its urban areas according to contemporary economic, environmental and social demands.

It seems that it started with the best intentions, under the IUP constellation and slowly got weaker over time, clogged up in fragmented French policy delivery and its ongoing reforms and adjustments.

However, there are some interesting and exemplary elements in the practice, such as the creation of a consortium for the management of the IUP, the focus on environmental aspects through the anti-pollution measures, the creation of appropriate public transport and bike paths, the encouragement of behavioural changes towards more ecological living.

The local agenda 21 is a well known tool and it has been innovatively implemented since the early 2000 in many EU countries. Innovation can also be using methodology that success in some countries and readapting this model in a new reality as the one of Ourcq.

The incubator approach is also very innovative in the way it aims at promoting local economic development with the green jobs and participative principles and the support of major hi tech industries.

July 2012

Programme synopsis – IUP Ourcq Territories (2012 revision)

Objectif	Axe	Action	Intitulé		Détail Opération
1	1	1	Etude pour la création d'un réseau très haut débit favorisant les relations entre sites de recherche et innovation	1	Etude pour la création d'un réseau très haut débit favorisant les relations entre sites de recherche et d'innovation
1	1	2	Etude de prospection immobilière sur l'éco-parc à Bobigny	2	Etude prospection éco-parc de Bobigny – phase 1
				3	Etude commerce écocité Bobigny
1	1	3	Etude économique sur le devenir des entreprises au sein de l'éco-ZAC du canal à Bondy	4	Etude économique sur le devenir des entreprises au sein de l'éco-ZAC du canal à Bondy
1	1	4	Réalisation d'un hôtel d'entreprises au sein de l'écoparc à Bobigny		
1	1	5	Aide à la création d'entreprises innovantes	5	Etude faisabilité : incubateur pour entreprises innovantes
				6	Etudes techniques incubateur
				7	Démarrage de l'incubateur, investissement, équipement et communication (2011-2012)
				8	Fonctionnement et accompagnement projets incubés (2013)
				9	Services incubateur et accompagnement projets incubés (2012 et 2013)
2	1	6	Démarche environnementale des projets d'aménagement	10	Démarche environnementale des projets d'aménagement Bobigny
				11	Démarche environnementale des projets d'aménagement Bondy – Phase diagnostic
				12	Démarche environnementale des projets d'aménagement Romainville
				13	Démarche environnementale des projets d'aménagement Noisy-le-Sec
				14	Inventaire Historique urbain
				15	Approche Environnementale de l'Urbanisme (AMO DD)
				16	Bobigny écocité études géotechniques et connaissance de la pollution des sols
				17	Démarche environnementale de projets d'aménagement Bobigny – 2ème tranche
				18	Etudes de connaissance de pollution Noisy-le-Sec
				19	Etudes connaissance pollution Romainville
				20	Démarche environnementale des projets d'aménagement Bondy
				21	Démarche environnementale des projets d'aménagement Noisy-le-Sec
2	1	7	Appui aux entreprises pour les constructions HQE		
2	1	8	Aménagement d'un site portuaire à Bobigny		
2	1	9	Réalisation d'un équipement d'outillage (portique) à Bobigny		
2	1	10	Pôle logistique multimodal BTP / valorisation des déchets du BTP sur le secteur du chemin des vignes à Bobigny	21	Pôle logistique multimodal BTP / valorisation des déchets du BTP sur le secteur du chemin des vignes à Bobigny
2	1	12	Franchir le canal : étude globale et aménagement d'une passerelle piétonne à Bobigny	22	Aménagement d'une passerelle piétonne
				23	Escalier reliant la berge sud à la passerelle
2	1	13	Aménagement des berges du Canal de l'Ourcq	24	Bobigny ZAC Ecocité – aménagement des berges
				25	Travaux aménagement berges de Bondy
				26	Travaux aménagement berges de Bobigny

				27	Travaux aménagement berges de Noisy-le-Sec
2	1	14	**Réalisation d'un diagnostic partagé sur l'identification des projets, leur mise en relation et la définition des enjeux**		
2	1	14b	**Développement du pôle gare de Noisy-le-Sec**	28	Développement du pôle gare de Noisy-le-Sec
				29	Réalisation d'un diagnostic partagé sur l'identification des projets, leur mise en relation et la définition des enjeux
				30	Etude de faisabilité technique permettant de créer une liaison en transport collectif performante pour relier le centre-ville de Romainville au pôle de la Folie
				31	Etude de faisabilité technique et financière de l'axe Nord Sud
2	2	15	**Projet d'insertion d'un transport public propre pour le développement intégré des territoires de l'Ourcq**	32	Projet d'insertion d'un transport public urbain propre
2	1	16	**Approvisionnement en énergie de nouveaux quartiers**	33	Etude sur l'éventuelle implantation d'une unité de production de chaleur sur le site de Mora le Bronze
				34	Approvisionnement en énergie de nouveaux quartiers
				35	Travaux extension réseau de chaleur à Bondy
5	1	17	**Marketing territorial**	36	Recherche d'investisseurs et promotion du territoire (plaquette et participation à salons professionnels)