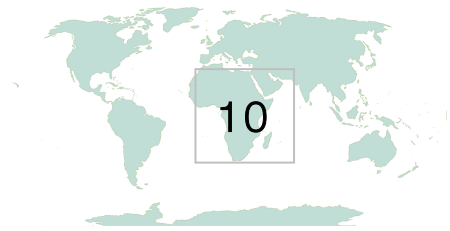


## IN-Between Metropolitan Strategies Programme Interview #10 | Bordeaux, France



Within the context of the activities of the [Community of Competence on Metropolisation](#)<sup>1</sup>, INTA and Deltametropool Association joined forces to design the programme In-between Metropolitan Strategies pursuing earlier discussions and exchanges on metropolitan strategies ongoing in a worldwide spectrum.

During the first phase, a series of interviews have been realised to several metropolitan cases covering various themes: the scale of the metropolitan area, the governance and cooperation, new forms of urbanity and metropolitan environments, the innovative economical sectors within the metropolitan area and how to develop the metropolis sustainability.

### **Metropolitan Bordeaux, France**

Interview with Françoise Le Lay, Innovation and Metropolitan Strategies Department, **Communauté urbaine de Bordeaux (CUB)**

Karine Seigneur, Participation and Sustainable Development Department, CUB

Sylvain Lantheaume, student, intern at Innovation and Metropolitan Strategies Department, CUB

### **1. The metropolitan area**

*How extensive is the metropolitan area and how are the metropolitan values and identity formed for this the area? What makes your metropolitan area internationally attractive?*

#### **The metropolitan area**

When talking about the metropolitan area, you can rely on several kind of references: 1 / From a geographical point of view, the city of Bordeaux, Aquitaine Region's capital, is located on the Atlantic Arc (less than 1 hour from the Atlantic coast and the mouth of a large navigable river). Gateway between northern Europe and south-western Europe, close to the Iberian Peninsula, its exceptional location contributes significantly to its economic, residential and touristic attractiveness.

With the High Speed Line (HSL) extension by 2017, Bordeaux will only be at 2 hours from Paris and 18 million passengers will pass through its Central Station. By 2020, the construction of high-speed lines to the southwest will connect Bordeaux to Toulouse within 1 hour and to Bilbao (Spain) in 1h50min

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<sup>1</sup> <http://www.inta-aijn.org/en/communities-of-competence/metropolisation/metropolisation-home>



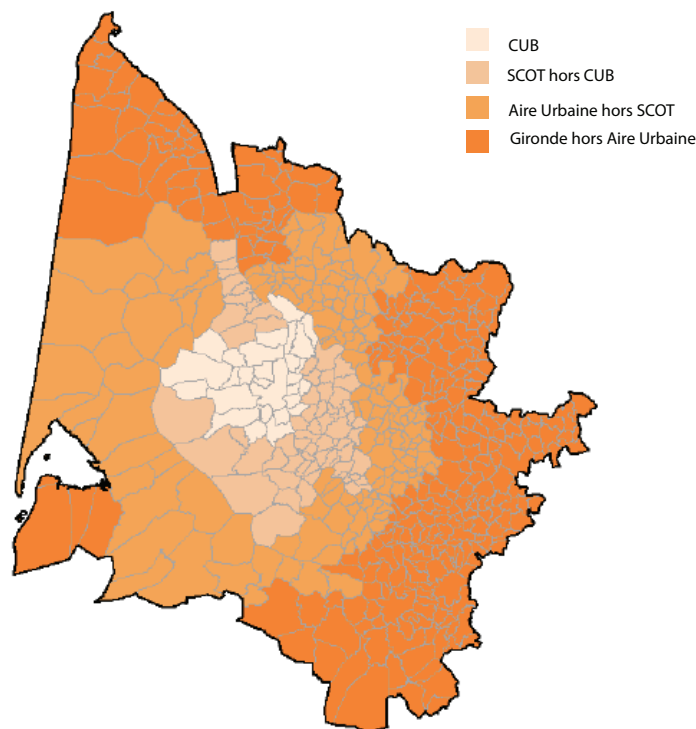
2 / from a statistical point of view<sup>2</sup>, the INSEE (National Institute for Statistics and Economic Studies) describes urban organization and sprawl phenomena through the concept of urban area.

It is a "statistical territory" that integrates operational criteria such as home / work commuting, the number of jobs ... and describes the existing living area, but not a strategic vision.

The urban area of Bordeaux is the 6th French urban area, it includes - as shown in the map below - part of the Arcachon Basin and the Libournais counting 1.1 million people.

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<sup>2</sup> \* INSEE definition of an urban area: "An urban area is a set of municipalities, consisting of an urban centre (urban unit) of more than 10 000 jobs and rural villages or urban units (urban periphery) whose at least 40% of the resident population works in the centre or in the municipalities attracted by it."



3 / from a planning point of view: the perimeter of SCOT – Strategic masterplan. It is a formal planning document which includes 93 municipalities (27 municipalities within the Bordeaux Urban District - CUB) and with of 909 000 inhabitants. These 93 municipalities decide to come together to set a project of consistent development and shared values. The SCOT, which has a 10 years term, defines the destination of the soil: urbanized areas, habitat, agriculture, lands to be protected, industrial development areas, etc.. It is a "mandatory territorial planning."

4 / from a strategic point of view, "the metropolitan project". There is a metropolitan area led by the Bordeaux Urban District (Cub)<sup>3</sup>. The Cub includes 27 municipalities (28 on July 1st 2013), 55 000 hectares (half of it is natural and agricultural areas), 727 000 inhabitants (on July 1st 2013) which will become 1 million by 2030 ("millionaire metropolis"). A smaller territory but hosting the metropolitan functions: decision-making centres, economic functions (60% of jobs of the Gironde County), research, university, cultural functions ... It is at this level that has been conceived the metropolitan project.

This territory is experiencing high population growth. The county of Gironde, driven by its agglomeration dynamics is particularly attractive (+0.98% per year in Gironde, +0.66% per year in the territory of CUB over the last 10 years). The challenge is to redirect the population on the core of the urban district to limit an already significant urban sprawl. The objective is therefore to offer an attractive urban environment, a controlled and denser urban development, first and foremost providing quality housing accessible to all, including families, while retaining 50% of natural areas and agricultural lands (which makes this

<sup>3</sup> In the coming paragraphs just called CUB

territory so unique).

### **Which international attractiveness?**

Today the attractiveness of Bordeaux is based on: location, quality of life, landscape / natural areas, gastronomy, heritage - Bordeaux UNESCO World Heritage - Bordeaux University also cultivates an old and recognised tradition (75 000 students, 3100 among researchers and lecturers).

Bordeaux has been witnessing in the recent years a renewed dynamism, emphasized by large public investment projects currently underway on the territory: the arrival of the High Speed Line (HSL), Bordeaux Euratlantique - a project of national interest, the third phase of the tram network, two new bridges on the River Garonne (including the famous lift span bridge launched in March 2013), neighbourhoods development, renovation of the campus, the project "50,000 housing around public transport axes" ....

Bordeaux Metropolitan is going through deep and fast changes. This is what is called "the Bordeaux' decade." All this has created significant dynamics; both nationally and internationally, people know that Bordeaux Metropolitan is moving.

We can therefore summarize the attractiveness with the following structural factors: geographical, cultural, quality of life, economic and contextual factors: a dynamics of projects that makes a real momentum for Bordeaux metropolitan area.

### **Identity and values**

Through the process of developing a metropolitan strategy the CUB asked itself and all local actors involved the following question: "What kind of city do you want in 2030? ". Aiming at articulating major projects and defining a common metropolitan destiny, a wide forward looking and participatory approach has been undertaken since 2010 including elected representatives, academics, entrepreneurs, third sector, inhabitants...

This reflection has led to the creation of a metropolitan project based on 5 values, "5 senses": solidary metropolis (between territories, people, social groups, affordable housing for all); exciting metropolis (an inter-connected metropolis promoting creativity, innovation and economic dynamism and cultural campus where space and mind have their place), sober metropolis (saving resources, producing and consuming differently, better using the space by planned density), sensitive metropolis (enjoying public spaces, nature, promoting walking as a lifestyle, reintroducing art), unique metropolis (different from the other, respecting the different identities of its 27 municipalities, which produces a common heritage and enriches the offer of the metropolis as a whole – made of differences).

## **2. Governance & Cooperation**

*Is there a form of metropolitan strategy in place and which policies does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy?*

*How are the different territorial levels associated to the metropolitan governance?*

### **The metropolitan strategy**

There are currently important issues at the national and international levels: economic issues (including employment) and competitiveness, lack of resources and sustainable development. There are also local issues (Bordeaux): welcoming new inhabitants (millionaire metropolis) while limiting urban sprawl and preserving the identities of its territory. The question arose by the CUB is **how to respond** to these challenges, but also **to the growing tangle of issues related to the city, by defining its own model of development?**

**A long-term strategic vision was needed.**

The metropolitan project has been the answer supporting and giving sense to the metropolitan process: "the construction of the metropolis is underway but we want to implement the process according to our approach, respecting the identity and the diversity of the different municipalities, attentive to the inhabitants' future and environmentally friendly"

(extracts from the document "5 senses for Bordeaux metropolitan"). **This project is a metropolitan "storytelling" which allows sharing wide strategic orientations regarding Bordeaux metropolitan at the horizon 2030 and strives to give meaning to its development.**

Today Bordeaux metropolitan has no institutional basis (no metropolitan status). There are not elected representatives.

The decisions of the Bordeaux Urban District (Cub) are taken by the Community Council which brings together 120 elected. There are representatives from the 27 municipalities (in proportional number to the population of each city). After a municipal election every 6 years, each council will appoint advisors to sit on the Community Council. The new national legislative context (Act 3 of decentralization) affects the institutional framework of the metropolis, which will be a major step.

### **The emergence of a metropolitan area**

Through the implementation of the metropolitan project, The CUB focuses on building up a public metropolitan space and a shared metropolitan awareness.

The metropolis is already a spatial (geographic) reality because there are people who live together and have daily metropolitan practices (they commute every day from one town to another for their work, recreational activities etc.). The metropolitan area is made thus by flows, mobility functions, projects and a multiplicity of actors who interact.

Building a strategic vision based on the mobilization of local actors and citizen participation, has emerged a collective and shared representation of the metropolis, "a metropolitan consciousness." The metropolitan project brings a metropolitan policy vision driven by the CUB, that does not stop at the borders of the 27 municipalities.

### **Dialogue as a tool to intertwine scales**

As part of the development of the metropolitan strategy, the 27 municipalities of the CUB have been involved, as well as the County of Gironde, Aquitaine Region and the State, to help drawing this common destiny. The CUB recalled that they would not act alone while developing the metropolitan strategy. Through the metropolitan project, policy makers agree on the path of cooperation with municipalities, major institutional partners, neighbouring districts, businesses, and all the metropolitan actors. The metropolis does not deny what exists already and it seeks to understand the issues in a systemic logic, combining actors, ambitions and territories, overpassing all notions of contrasts and competition. However, some municipalities may continue to be frightened by the metropolitan process in which they can see a loss of autonomy and the weakening of the municipal level.

Instances of dialogue and negotiation are implemented so that everyone can assert its priorities. For example, small peripheral municipalities cannot always support the costs of urban services for their inhabitants and are aware of the importance to concentrate the population at the heart of the agglomeration.

Discussions are still ongoing to determine what should be brought in the centre of the agglomeration. For example, as regards economic activities: what do we put in the urban district (CUB) and what can be located at the periphery? Which activities? Which functions?

Thus, the issue that emerges is the relations between territories and the establishment networks within this strategy. Which relations and which cooperation between territories? Are we going towards a polycentric dynamic with several multi-metropolitan poles? The discussion is opened, looking for the best balance.

The metropolitan strategy is driven by the CUB, which is the heart of the metropolitan area.

The CUB examines how to engage the municipalities that are outside the core of the agglomeration, which are the periurban areas and ask to be taken into account saying, "you can not make a metropolitan project without us."

Several spaces or forums for discussion and debate currently exist (besides the Community Council which brings together representatives of the 27 municipalities of the CUB) and articulate their reflection on the metropolitan issues:

- The SYSDAU implements the SCOT. The 66 municipalities outside the CUB are very small but they have to align with each other. The SCOT is a planning regulatory tool on a 10 years term. It has a prescriptive value. However, the debate between the CUB and other municipalities is sometimes complicated.

- The InterSCOT approach allows a dialogue between the different SCOT developed within the County of Gironde. Political and technical space initiated by the state and the County of Gironde following the CUB Metropolitan project (within a 20 years terms), it aims at identifying the key issues to choose the right scale of intervention and to make converging all Gironde's territorial strategies. The InterScot has no regulatory scope.

- **The Metropolitan Cooperative.** In the same partnership spirit that has prevailed in the participatory and forecasting process, the Metropolitan project offers new ways to make the city based on collaboration, open-mind approach, collective intelligence and partnerships. In other words, permanent policy-makers, experts, citizens and users calling up around what is currently known as the "Metropolitan Cooperative". The Metropolitan Cooperative, bringing together elected representatives, entrepreneurs, citizens, associations... "makes the metropolitan project alive and brings in ideas and projects in an innovative form. This is not a formal instrument; this is a new way of working on projects." The Cooperative is a method but also space and time of dialogue, leaving margin to freedom and innovation. The metropolis is also this: the interaction between people and all different points of view.

The CUB wants also to develop relationships and cooperation with neighbouring territories, whether close neighbours in the Gironde or more far away (west and southwest agglomerations as Angoulême, Toulouse, Pau, but also Spain (San Sebastian, Bilbao, for example).

### **3. New forms of urbanity and metropolitan environments**

*What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?*

#### **Metropolitan projects – Bordeaux's decade**

For several years already, Bordeaux is experiencing unprecedented territorial dynamics. Major projects and infrastructures representing public and private investment have been undertaken and will strengthen the exceptional features of exchange, innovation and quality of life of Bordeaux metropolitan allowing the city to rank among the major European cities.

These major projects are supported by several funding public partners including the CUB, the State, the Region Aquitaine, the County of Gironde but also the municipalities...

There are also contributions from private investors.

These major projects give to the metropolitan area a renewed image such as the digital city project, the campus operation and the awarded projects in the context of the investments for the future such as the City of wine's civilisations, which goes beyond the image of Bordeaux as heritage City and gives an innovative image of it.

The French government has decided to invest a lot in this territory through projects like the high-speed line, the campus operation (Operation of Renewal of the University of Bordeaux) or Bordeaux Euratlantique. As regards Euratlantique, the French state in 2010, declared the development of 738 hectares around Saint-Jean main train station as Operation of National

Interest. This area will host 25,000 new residents and 25,000 new jobs. This is one of the largest urban projects in France. Among the major projects of this National Operation, there is a European Business Centre of 400 000 m<sup>2</sup> in the heart of the city targeted to investors, project developers and decision-makers. The emergence of a new station district coincides with the arrival of the high speed line (in 2017), something like what happened in Lille and Lyon Confluence: 1.2 million m<sup>2</sup>, 17,000 units within a program of 170 000 m<sup>2</sup> of public facilities and 50 hectares public and green spaces.

These projects will all be arriving at the same time in Bordeaux, within a timeframe of the next 10 years. This unprecedented concentration of projects has been summarised by the expression: "The Bordeaux's Decade 2010-2020."

There is nowhere in France at the moment such a concentration of projects.

#### **4. Innovative economical sectors**

*Is the regional level competitive enough in a globalized economic and innovation-led system? Would clusters remove the obstacles created by the vertical organisation of public policy?*

**When we talk about economy, the regional dimension seems relevant at this day, particularly in the context of national and international competitiveness.**

The creation of clusters is the result of public initiatives.

The Aquitaine region has several clusters labelled by the French government, including Aerospace Valley, Lasers Route (Laser and photonics with a mega joule laser which is the largest laser in the world), Xylofutur (products and materials for cultivated forests), Avenia (energy transition). Aerospace Valley is a global inter-cluster (Aquitaine and Midi-Pyrénées), which aims at maintaining and strengthening its position as an international leader in the field of aeronautics, space and embedded systems (42 000 jobs in this sector in the Aquitaine region).

Aquitaine and metropolitan Bordeaux area have also clusters such as sustainable construction, health and health informatics and in general TICs (4th French region in that field). Moreover, Aquitaine is the first French region in terms of job creation since 2009.

In major sectors, such as education, research and industrial development, the Aquitaine Region is very active in the implementation of these productive poles.

The metropolitan area supports these initiatives creating favourable conditions for the maintenance and establishment of the economic activities.

The CUB who is not acting alone (the region is the leader as regards the economic development), plays a role in the development of business parks for companies, in the creation of technology parks, in the retail zoning, in the land control, in the programming of urban projects and as regards the PLU (local development plan) which determines the economic activities areas and infrastructure development (transport, broadband internet...).

**The CUB then cooperates with the Region to support the competitiveness poles and innovative clusters.** Tourism is also a strong sector: it counts alone 10,000 jobs and relies on substantial future equipments co-funded in particular by the CUB.

In addition, investments of the CUB on large projects generate economic activity in the territory.

As a whole, the CUB works to promote ecosystems that are favourable to maintain and implement of economic activities.

The CUB also identified the employment as a major challenge for the coming years of its metropolitan strategy. Among its priorities, the creation of 75 000 jobs by the next 20 years, supporting its strategic sectors (aerospace, green growth, professional services, creative economy, tourism...); maximizing the leverage effects of major urban transformation works but also developing a quality residential economy driven by the population growth. Bordeaux

metropolitan also relies on the development of the social economy and the “Health and well-being” economy at the intersection of solidarity and innovation. Once again, this ambition requires a framework of partnership actions undertaken with major institutional stakeholders, companies, associations, unions...

## **5. Sustainable development**

*On which key themes and policies is your metropolitan strategy set upon? How do these themes and policies overcome the short-term instability of any long-term vision and deliver a performing and resilient territorial development?*

Two strategic documents define the sustainable development policy of The CUB:  
**Climate Plan and Agenda 21.**

Strategic documents:

**The Climate Plan** for the theme "fight against climate change." The Plan actions has been adopted in February 2011, and is structured around four main themes:

- Housing energy renewal
- Alternative mobility systems
- Unfolding renewable energy
- Citizen mobilization.

Climate Plan was evaluated late 2012, and has been awarded European Cit'ergie. This evaluation showed that planning, internal organization (including the work on eco-friendly public orders) and communication were areas of excellence of the CUB.

**Agenda 21** (energy and climate excluded)

Its action plan, adopted in October 2011, is organized around the following themes:

- Eco Administration
- Project management for territorial solidarity
- Synergies between communities,
- Supporting actors for sustainable territorial dynamics.

At the end of 2012 a report showed that 75% of the actions have been implemented. Beyond these two strategic documents, it is the whole packet of actions and plans carried by the CUB aiming at a sustainable development.

Moreover, the metropolitan project is a document umbrella for the whole strategy of the CUB and is perfectly in line with missions and actions of the Climate Action Plan and Agenda 21.

### **Partnerships:**

Several partnerships with companies (environmental management system...), farmers (supporting agricultural activities...), the education system (sustainable development with juniors), citizens (participation) and especially with the municipalities of the CUB, have been set up implementing those actions.

### **Innovative initiatives:**

As concerns sustainable development we should mention, among others, two innovative initiatives undertaken by Bordeaux metropolitan :

- **Nature:** half of the 55 000 hectares of the territory of the CUB is composed of natural and agricultural areas. Urban development should remain as it is regarding urban land surface. The CUB has launched "55 000 hectares of nature" with the objective of positioning nature as one of the key actors of the decade to enhance the natural heritage (including the great



landscapes that have shaped the urban district) and to develop innovative landscape projects considering the technical, contractual and financial aspects. Five multidisciplinary teams have been selected in this process.

Dialogues and debates are currently underway. This is the first time the role of nature is getting so much attention considering its social, cultural and environmental implications.

- **Mobility:** a tram network among the largest in France (4 lines of 74 km, including 14km with solar power), bike-sharing service, extensive network of walking and bike trails, river shuttle system, Bordeaux Metropolitan gives great importance to soft mobility and intermodality. In addition, the CUB launched in 2012 the "Grenelle des mobilités " to provide innovative solutions to the collective problem of congestion in Bordeaux. Invited to sit around the same table, institutional representatives, employers, employees, experts, users and associations have worked together for about 9 months. This reflection has led to the development of a set of principles through which the major actors get involved and implement an emergency mobility Plan.