



# ECO-CITE – CONCOURS DE MAITRISE D'ŒUVRE URBAINE

Summary of outcomes of the consultation

A narrative around a content list

MISSION OF INTA FOR TERRITOIRE DE LA COTE OUEST (TCO), LA REUNION

10-13 February 2013



## Mission

In its capacity as an INTA member, the Development Corporation for the Western Territories (TCO) requested the Association to assemble a group of international practitioners, called the INTA Mission, with a two-fold purpose:

### **Mission A.**

To consider and advise on complex issues relating to the functioning and development of the urban core of the western territory at the double scale of the « heart of the agglomeration » (5,000 hectares, 290,000 inhabitants), and the large opportunity site known as Cambaie/Oméga (vacant site of 200 hectares).

Based on their experience of comparable projects, views were sought from the INTA Mission on (a) the process followed to date by TCO in launching a competition for the selection of consultants to provide services of “Maîtrise d’œuvre” and (b) the likely problems and opportunities that could emerge from this process;

### **Mission B.**

To stimulate debate and to advise on policies for the gradual removal and/or rehabilitation of housing deemed unfit for human habitation, as well as housing built illegally on agricultural land, in natural parks or in ravines with attendant risks to life through flooding or ground slippage.

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## A1. Defining the competition projects

The INTA Mission agreed with the decision by the TCO to change the focus of the competition from being solely that of a Master-planning competition for the development of the Cambaie site (involving production of a « Plan Guide » with follow through to the implementation phase), to a competition embracing the Cambaie project and 3 additional projects relating to the heart of the agglomeration.

These are:

- a Masterplan for the triangular, backland area of the port involving the communes of Le Port and La Possession ;
- a Masterplan for the maritime frontage, involving these two communes and the commune of St Paul;
- definition and concept design of a public transport route through the heart of the agglomeration.

It was felt by the INTA Mission that these are integrating projects and that their consideration and implementation in parallel would add coherence to the three communes. The projects could provide a functional and structural framework for the urban core of the agglomeration, and would enable the better integration of development on the Cambaie site.

## A2. Selecting a team

### A2.1 Contractual issues

The INTA Mission commended the TCO team for the professional and comprehensive manner in which (a) the competition process had been organised and (b) the documentation had been produced.

However, several issues were raised and recommendations made in relation to the selection process:

**(a) Project Governance** – assurances must be sought from each of the four teams as to the availability and commitment of the Team Leader to the project (commitment of time, number of visits to La Réunion, etc) and the arrangements for working locally (proposed office location and local collaborators);

**(b) Termination of contract** – given that the contract is a commitment for 10 years, the TCO needs to be certain that the contract has clauses which allow for the termination of the contract due to (i) non-performance of the team (ii) incompatibility between the Client and the Team Leader (iii) any other reason which impacts negatively on the Client-Consultant working relationship and the timing and quality of outputs from the appointed team <sup>1</sup>;

**(c) Amendment of contract** – given that there is an issue of « maîtrise foncière » for the Cambaie site, there needs to be scope for changing the parameters of the contract in response to changing local circumstances.

### A2.2 Vision and Values

Experience shows that the process of selecting consultants and considering their different propositions for major urban development/regeneration projects often leads to debate and strongly-expressed differences of view, not so much about the detail as about Vision and Values: that is, questions beyond the basic selection criteria (competence, capacity, experience, creativity, price etc), such as “What are we trying to achieve with these projects? Do they accord with the vision we have for the territory?”.

The INTA Mission recognised that there is already a sense of vision in the territory: this is evident in the launching of the project by the TCO to create a stronger nucleus or heart for the territory and to use the site of Cambaie for this purpose. But the INTA Mission also perceived that this vision needs sharper focus and a wider engagement. The clearer policy-makers and inhabitants can be about what they want, the more likely it is that their expectations can be met or exceeded: the more that people are involved in the generation of ideas, the easier it will be to achieve implementation and the greater will be the sense of solidarity that results from that involvement.

The strict timetable for the competition process does not allow for a consultation process to be undertaken prior to the completion and receipt of the competition entries (due 29 March 2013, followed

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<sup>1</sup> Voir Point de vue « Alexandre Chemetoff mal remercié à Nantes » Frédéric Lenne 05/01/2010

by negotiation, then decision by mid-to-late June 2013). However, such a process could be launched shortly before the appointment of the competition winner (end April/early May 2013), by way of a « **Pre-Selection-Debate** » which encourages exchange on aspirations, ambitions and ideas between the major actors across the agglomeration.

The INTA Mission members comprehend that it is not realistic to expect that one such debate could achieve a universal agreement on Vision and Values. But the initial debate could be seen as the first step in a wider, Community Consultation Process (see later comments on this matter in Section 6) to raise the issues, provoke responses and to achieve an accord on the means by which a collective Vision and shared Values could be reached for the agglomeration and the TCO. That on-going debate will be informed later by the creative contributions of the appointed team for the “Maîtrise d’œuvre”.

This process of Pre-Selection-Debate and subsequent Community Consultation will be valuable for the political and community representatives who will be involved with the four projects in the three communes and, over time, with other projects across the five communes.

## A3. A Reference Framework for Decision and Discussion

The INTA Mission felt that the best way of contributing to the process of consultancy selection was to prepare a Reference Framework, based on four themes, as a means of achieving a common understanding and a common language, assisting policy-makers and technicians alike in judging the competition entries, and in structuring the collaborative dialogue as the projects progress. These themes were:

1. Structure – Scale and Connectivity
2. Urbanity – Place, Density, Intensification and Activity
3. Values – History, Culture and Identity
4. Managing and Moderating Change – Scale, Timing and Tempo.

### A3.1 Structure (Scale and Connectivity)

« **Scale** » is a very important consideration in urban planning. From the many meanings of this word there are two definitions that matter most:

scale as « magnitude » or dimensionality,  
scale as « measurement » or proportionality.

The former prompts top-down thinking (the city as part of a national or regional system) and the latter prompts bottom-up thinking (everything viewed in some scale ratio to the individual human being, and viewed from the perspective of lived space). Both are necessary because they inter-relate.

The INTA Mission felt that both of these aspects of scale could be considered together at four levels that will help in structuring and integrating the projects:

*Level 1 - the territory* (50,000 hectares) which is the TCO, the administrative region – containing one quarter of the island's population, divided into five communes with contrasting characteristics – zones of high-density, mainly social housing, with little room for expansion; localities along the coastal zone with mostly private housing in attractive environments where population is increasing; and more dispersed settlement on the higher lands where growth is less certain. Almost a third of the population of working age are unemployed. St Leu in the south is around 40 km from La Possession in the north of the TCO, which creates a sense of relative isolation from the “centre” of the agglomeration.

The INTA Mission recognised and agreed with the desire to create a stronger “heart” for the agglomeration<sup>2</sup>, and suggested that a strategy for doing this would be to apply the metaphor of a “polyphonic strategy” where there may be two or more voices or parts, each with an independent melody but all harmonising. The polyphonic approach also implies a tempo, or pulse, in the sense that the basket

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<sup>2</sup> A confusion here is that the TCO is referred to formally as having « une communauté d'agglomération de cinq communes », whereas the term « agglomération » has been used generally as referring to just three of the communes.



of projects requires a phased development plan, within which initial projects set the scene for later projects and where each phase is interactive with the others but also semi-independent.

*Level 2 - the Eco-cité* (5,000 hectares) – A special planning area (containing the bulk of the TCO's population, facilities and employment) crossing political boundaries, which should be designed to function with a common set of principles reflecting a sustainable way of life. The INTA Mission agreed with the TCO that the concept of an Ecocité has helped to focus attention and action. The INTA Mission suggested the following as a check-list of characteristics that would be expected of an Ecocité:

#### **EXHIBIT 1 THE ECOCITE MODEL:**

Operates as a self-contained economy, resources needed are found locally

Has completely carbon-neutral and renewable energy production

Has a well-planned city layout and public transportation system that makes the priority methods of transportation as follows possible: walking first, then cycling, and then public transportation.

Conserves resources –maximizing efficiency of water and energy resources, constructing a waste management system that can recycle waste and reuse it, creating a zero-waste system

Restores environmentally damaged urban areas

Ensures decent and affordable housing for all socio-economic and ethnic groups and improve jobs opportunities for disadvantaged groups, such as women, minorities, and the disabled

Supports local agriculture and producers

Promotes voluntary simplicity in lifestyle choices, decreasing material consumption, and increasing awareness of environmental and sustainability issues.

*Level 3 – the Development Zones* - of which Cambaie/Oméga (200 hectares) is the most significant. The INTA Mission supported the view that this is a strategic development site of all-island significance, both in terms of its capacity to absorb a large mixed-use scheme with housing and open space predominant, and the height of the site above sea level (35 meters) which would be extremely important in the case of inundation of lower-lying lands by the sea.

*Level 4 - Localities* - distinctive communities, structured around enjoyable places and natural features (particularly open space), with groupings and collections of buildings in open settings (street or square) or with covered, public access malls or markets.

It is at *Levels 3 and 4* that the vocabulary of design for buildings, components, activities, routes, landscapes and spaces should emerge from the conceptual thinking of the selected design team. These would initially be in the form of “Design Guidelines” and should embrace:

- urban strategy
- networks, especially for mobility and infrastructure
- building typologies
- the eco-landscape
- land ownership and site assembly/designation.

A challenge will be to achieve alignment of policies, actions and actors across these different scales and levels, embracing economic and social as well as physical/environmental issues; spatial interventions alone are not enough. The projects will provide an opportunity for thinking and acting comprehensively and the more that citizens are engaged in decisions about the projects the stronger will be the alignment.

In terms of **Connectivity**<sup>3</sup>, the central purpose of the city is to enable social and economic transactions of ideas and goods between people. Successful places require the appropriate balance of interconnectedness, movement, awareness, encounter and exchange at every scale to provide environments in which different kinds of human activity can unfold and thrive<sup>4</sup>.

The way that places connect is directly related to the way that people move, interact and transact. Well designed places produce vibrant and safe places and, in doing so, create high levels of social, economic and environmental capital.

Cities can connect or separate; bring people into social or economic relationships or keep them apart; help people save time or consign them to carbon-intensive, time-wasting lifestyles; enhance real estate value or damage investment; increase safety or encourage criminal behaviour.

To maximize development opportunities connections should be considered across scales, functions and time. Urban connections support social interaction and unlock embedded value by structuring the green, blue and brown landscape systems of planting, water and hard surfaces to create distinctive spaces and local identity. These are the design challenges facing the design teams, and of which the judging team must be conscious.

Systems are also vital to connectivity. The exponential progression in the speed, capacity and utilisation of information and communication technologies, facilitating fast access to information of every kind and immediate connectedness to other people, everywhere, is impacting on city form and function in several ways:

- Promoting the formation of the polycentric networked city, and collaboration across city networks (e.g. the relationship between Copenhagen, Malmö and related settlements around the Oresund, exemplified by the Oresund University Network, undertaking co-operative projects across 8 universities in two countries, engaging 165,000 students, 10,000 researchers and 6,000 Ph D students);
- Softening the home-to-place-of-work relationship. Many companies now encourage their employees to work from home for at least a part of the time because this saves overheads,

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<sup>3</sup> The Panel could equally have used the word « networks » as advocated by the French urbanist Gabriel Dupuy and by the Dutch urbanists Jeroen van Schaick and Ina Klaasen in "Introducing Urban Networks - Network Urbanism". But there was a preference for describing the end, rather than the means, hence « connectivity ». Nonetheless, network thinking, which embraces transportation and mobility networks, Internet and mobile phone networks, power grids, social and contact networks, and also neural networks, is fundamental to creating the connectivity required for successful cities, influencing the way that planning processes are organised as well as governance styles that include a range of stakeholders organizing themselves in networks.

<sup>4</sup> « Masterplanning Utrecht » Academy of Urbanism 2012

lowers cost of premises, reduces stress and lost time through commuting, and can be more productive. It also reduces pressure on strategic transport networks, the capacity of which is designed to cater for peak-hour movements. Many people also prefer to work from home and to do so as independent entities – operating as freelance, « professions libérales », or auto-entrepreneurs;

- Increasing the need for high-capacity cable networks to be provided to homes as well as business districts; homes need to be designed with computer use and capacity for mini-office space in mind ; local service provision is required to facilitate web access and for printing and publishing. All of this activity supports « sociability ».

As a final observation on the issue of connectivity, the INTA Mission recognised the strategic importance of creating better links with St Denis, the administrative centre for the island and the location of the international airport. Better connectivity between the two locations would undoubtedly create opportunity and improve economic performance in both places. However the prohibitive cost of overcoming the difficult terrain to provide one of the several solutions studied – highway above the sea, tunnel below the mountain and train-tram in a combination of tunnel and surface route – suggests that improved access is unlikely in the near term. An area for attention by the TCO should be to examine how the need for travel outside the agglomeration could be reduced through the greater use of ICT systems and a greater level of self-sufficiency, which would be helped by greater connectivity within the agglomeration itself.<sup>5</sup>

## A3.2 Urbanity

### Place

The task of building a sense of place or a “piece of city” is a much more complex and sophisticated undertaking than planning a suburban housing estate. It requires the conception and creation of “successful urban places”. The short-listed teams for the competition will have, we assume, the skills and experience to tackle the physical/architectural aspects of this challenge. But, in addition, the winning team needs to have the ability to blend the physical with the social, psychological and cultural dimensions which make for the sensory experience, mix of activity, vitality and dynamic interaction experienced in great places. They should also demonstrate how the element of time would be handled to allow for organic growth and spontaneity alongside the more formal programming of infrastructure provision, so as to create a stage-set for the informal city that becomes a place of discovery and chance encounters.

“Walkability” is a critical element in the composition of great urban places:

*“I walk everywhere in the city. Any city. You see everything you need to see for a lifetime. Every emotion. Every condition. Every fashion. Every glory,”*<sup>6</sup>

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<sup>5</sup> The INTA team is conscious that both the level of qualification of the working population, the density of digital services, and the type of jobs prevailing on the island may prevent the implementation of an ICT economy thus countering the objective of reducing commuting

<sup>6</sup> « [Maira Kalman on Walking as a Creative Device and the Difference Between Thinking and Feeling](#) »  
by [Maria Popova](#)

This aspect should be evident from the plans; if it is not, it would indicate a weakness in approach.

Allied to walkability is the further critical element of « *open space* » and the « *public realm* ». “The proper hierarchy of planning is life, space and buildings, not buildings, space and life”<sup>7</sup>. Therefore communities need to plan for open spaces that provide a multitude of public functions before development occurs. These functions may include:

- protection of natural resources and biodiversity;
- creation of places for recreation;
- support for economic development opportunities;
- development of neighbourhood gathering spaces;
- promotion of public health benefits;
- creation of civic and cultural infrastructure;
- shaping patterns of developments.

It will be important for the TCO and the communes to feed into the design process their requirements and aspirations for open space and to insist on the clear designation of “ownership and access” across the spectrum of public, semi-public and private space (see exhibit Public realm and urban domain).

Most if not all of the abilities, attributes and elements previously described should be evident in the past work (to which reference should be made) of the selected design team, and in the potential of their proposals for the Eco-cité to accommodate organic, incremental growth and change. A useful set of questions to ask of the design teams could be:

- Quantity: What percentage of the total site area will be designated as open space?
- Ownership: What will be the percentage of open space in each ownership category – Public, Semi-Public and Private?
- Proximity: What will be the open space standards/criteria for each residential quarter or block?
- Accessibility: Are the proposed open spaces readily accessible on foot, by public transport, by bicycle and by handicapped as well as able-bodied people?
- Balance: What is the mix of places and activities within the open space framework?
- Shaping: How will open spaces be planned to shape, promote or contain growth of buildings?
- Connectivity: Is there a network of landscaped routes and open spaces with uninterrupted public access?
- Which public spaces have the greatest potential to become meaningful and memorable, for residents and visitors, in terms of the historic and cultural life of the localities, the western territory and La Réunion?

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<sup>7</sup> Jan Gehl « *Life Between Buildings* » 1987

In overall terms, the TCO has the responsibility not only of making the right choice of consultancy team but of working in concert with that team to ensure:

- continuity of good governance in decision-making and investment;
- the engagement of civil society (embracing local populations, organisations and non-governmental agencies);
- the timely provision of enabling infrastructure;
- the provision of local facilities and services in phase with residential developments;
- continued adherence to and oversight of the construction specification standards necessary to achieve a quality outcome.

## **Density**

Density refers to the amount of space that can be built on a given plot of land and is expressed in the number of dwellings, habitants or floor area. A paradox of density is that people often want the freedom of rural life with the amenity and connectivity of the city, desires that are not easily reconciled. Given that, within the TCO, there is a steadily growing population, an increasing level of household fission, and a limited amount of constructible land, density of development will have to increase. Compactness is widely recognised and advocated as a feature of sustainable urban development, or “smart growth” as it is sometimes called.

The illustrations at Annex give some idea in block form of what low, medium and high densities would look like:

- Category A, higher density 50 dwellings per hectare or 8,000 m<sup>2</sup> net habitable area (SHON)
- Category B, medium density 30 dwellings per hectare or 4,000 m<sup>2</sup> net habitable area
- Category C, low density 20 dwellings per hectare or 2,000m<sup>2</sup> net habitable area.

Category A in this classification would follow what might be called the “European Tradition” of Urbanity, 6-8 Storied apartment blocks with semi private internal courtyards and streets between blocks with mixed activities on street level. The “street” is defined as:

- shared use, giving equal right for cars and people;
- similar uses on both sides of street – symmetrical;
- offering a sense of contact - from the street can communicate by shouting to the top floor (and vice versa), and the top floor apartment can feel visually in contact with the street.

It will be important to identify in which areas medium and higher densities will be encouraged – probably around local centres and on previously-used land. Respecting the tradition of extended family living on La Réunion, it would also be worthwhile in mid-rise developments to incorporate vertical houses which have levels adapted to provide accommodation for the different stages of family evolution (singles /couples; young married with children; “empty nesters”; elderly singles/couples).

The « Plan Guide » should suggest solutions to these requirements, which will need to be proposed with the concept designers and agreed by policy-makers, technicians and citizens.

### **Intensification**

Intensity of use is the degree to which a given space (on land or in buildings) is used over time. The capacity of a space to accommodate activity can be increased by using that space over a longer period of time, for different users or for different activities at different times of the 24-hour day. Intensification of use can achieve high levels of efficiency and can add vitality to the functioning of a locality. It is remarked that some roadside spaces along major boulevards in the agglomeration are used for stall-trading, a form of intensification of use; properly controlled, this is a useful way of promoting the informal economy, facilitating entrepreneurship and providing value for customers. The potential to create intensity and informality of use in new developments is not usually recognised, but should be planned for, as it will occur anyway. A question to be asked of participants in the competition is how best to plan for informal activity, particularly related to “spontaneous entrepreneurship”!

### **Activity**

Activities for the new project at Cambaie should embrace the full range of possibilities for the creation and functioning of a vibrant, sustainable community (living, working, playing, learning, connecting, relaxing) which also acts as a local centre and which may become, in time, the predominant centre in the agglomeration. The implementation of works and activities should be planned to make each phase as independently functioning as possible.

Policy should be directed to creating mixed use wherever possible, provided the nature of the activities is non-invasive or non-injurious to human well-being. Policies should also be included which reduce or remove existing activities, which are not compatible with the Vision. In this category we should mention the Savanna shopping area, which is a series of, sheds linked by roads and parking, with no thought for pedestrians or quality of environment. This ever-expanding scheme also has an adverse economic impact on existing local centres. It should be prevented from spreading further. The Cambaie project will provide an opportunity for some relocation of this retail activity to a better environment, and this is a course of action, which should be pursued.

The accompanying slides at Annex are intended to prompt thinking and discussion around the qualities and principles of creating great urban places. A technique described by the INTA Mission is known as “Value-based Potentiality Planning” (see slides) which co-relates three levels – City, District, Space – to four categories of “need” – City, Spaces, Life-forming/lifestyles, and Body/Individuals.

### **A3.3 Values – history, culture and identity**

Successful cities are those which offer a good quality of life to existing inhabitants, which attract new residents, which appeal to visitors and, most importantly, which draw in new investment to create jobs and wealth. These cities also tend to be those, which retain a strong sense of their history, their culture and their identity.

## History and culture

As a multicultural society composed of people originally from 3 continents and from nearby islands, the people of La Réunion are characterised by their diversity and by their tolerance of each other, despite the different ethnic backgrounds and religious affiliations. There is, however, another underlying language and way of life – the Créole – which adds richness to the multi-coloured history and nature of this society.

These character traits are, and should continue to be, fused with the principles of « Urbanity » as previously described. Geology, geography and climate (and climate change) are also part of the unique mix to be considered and reinterpreted in the conception and creation of the new projects.

It has been neither possible nor appropriate, in such a short timescale, for the INTA Mission to come up with specific propositions in relation to the projects: we have indicated exemplar schemes from which we assume the competitors will also draw inspiration. But we would expect the following points to be addressed in the competition entries:

- The Rivière des Galets is a geological feature of great significance and must remain a strong, structuring element in the urban composition;
- The park in Place du Général de Gaulle, St Paul, in its form, planting and relationship to buildings and the urban fabric is a good reference for the type of garden/park space, which could be replicated. The « Garden of Eden » visitor attraction in St Paul offers a unique chronology and variety of plant species which demonstrate the spectrum of possibilities for landscape treatment of new routes, public spaces and communal as well as private gardens in the new developments;
- There is a much greater need to plan for extended family accommodation than would be required in metropolitan France. In La Réunion, far fewer people live in specialist accommodation for singles (students, elderly, hospice etc) that creates less of a burden on the State and promotes a stronger sense of community solidarity. Such provision requires flexibility in dwelling form to accommodate changing needs;
- Cities and territories achieve a stronger sense of cohesion through the dynamic expression of Art and Culture. Culture is mentioned in the Brief to Consultants, and we would expect this subject to be addressed by the short-listed teams. But it is unlikely to be dealt with in detail. Therefore, beyond the existing rich cultural activity on the island, we would encourage the TCO and the communes to:
  - pursue actively the potential of celebrating a natural and social history rich in events;
  - encourage further the performing and plastic arts, both traditional and modern;
  - use contemporary art as an asset rather than an addition, so as to project the image and values of this growing community.

## Identity

What do people within the TCO and the agglomeration feel about their identity? What are they proud of? How is it symbolised? What are the strengths and unique features of the agglomeration, and how can they be used to help reinforce the identity of the TCO? Under what name should the agglomeration and/or the TCO promote itself to the outside world?

Answering these questions does not involve a change of identity, nor is it simply an issue of « branding ». It does involve finding a name that is used as an identifier, which gives people in the outside world an instant understanding of where the place is. But identity is more to do with the characteristic values and personality of the place, its unique assets, its projects and, most importantly, its people: How can that be projected? Community engagement is fundamental to answering this question<sup>8</sup>.

Identity addresses the set of values that are associated with a place. As such, identity emerges from individual perceptions as well as general, collective values. It can be subject of a conscious effort (Branded Identity), or be allowed to develop in itself (Grown Identity).

The aim should be to create an interpretation of identity which is not static but ever-evolving, as in the notion of « communauté de marque », where « marque » is defining a trace, a sign, an object which serves to find or recognise something and « communauté » is a collective of people communicating, exchanging and co-operating. Most people choose where to live according to the potential of the place to accommodate their personal « life projects »<sup>9</sup>, rather than a place with a certain “image”. At a community level identity is best created through consensus, exchange, sharing and the common pursuit of projects. For this reason, the four main projects promoted by the TCO will be a major catalyst for evolutionary change in the identity of the agglomeration and the territory, which surrounds it.

A strategy for enhancing the identity of the agglomeration would be to consider the projects as a series of “events”, of local and international significance to pace the overall development, providing milestones, creating interest and building anticipation of outcomes, which would be the completion of project phases as well as final completion and operation. For example, the City of Glasgow successfully set out a 15-year development plan, paced by at least one major event every 3 years - Garden Festival, Year of Culture, City of Architecture etc.

### **A3.4 Managing and Moderating Change**

Change can be *Seismic* – whether political (the destruction of the Berlin wall), economic (Collapse of Lehman brothers) or environmental (the Tsunami, which although originally thought not to do with climate change triggered a reappraisal of the importance of climate change) - or *Incremental*, with many small adaptations creating major change over time.

In urban terms, where timescales are long, a major rebuilding project such as Cambaie would represent a seismic change if done over a 10 to 15 year building period. Adapting and infilling sites in existing communes to intensify usage would be an incremental programme of change. The Eco-cité should be an integrated programme of both “seismic” and “incremental” projects, and within the latter category should be identified those projects which could be considered “early wins” i.e. short-term success at little cost, to awaken interest and validate the overall project.

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<sup>8</sup> The City of Nantes has an active and on-going programme of consultation on the subject « Ma Ville Demain 2030 », which is worth emulating.

<sup>9</sup> « Brand Communities » Muniz A. et O’Guinn T., 2001



Change can also be managed through allowing temporary (*transitional*) uses which if successful become *transformational*, and can be improved and designed for permanent use (Exhibit slides 15,16, 27 &28)

The INTA Mission recognised the potential of the three “linear” projects to be important infrastructure projects that link across communes, improving connectivity and reinforcing the sense of identity and place (see Exhibit 26, Three integrating projects):

1. Ocean Front Park, from St Pauls to La Possession. Integrates work (the ports) living, leisure, culture and tourism. It assists a programme of events, transitional constructions, small-scale infill and major capital projects;

2. The River and the Gorge (ravines), linking the North to the South. New bridges provide opportunity for iconic structural design, celebrating the new regional public transport network. They serve also as a gateway to the National Park and UNESCO World Heritage site;

3. Light rail public transit. Could create corridors of intensification, linking communities and leading to the creation of nodes of commercial, learning and leisure activity.

A helpful way of looking at projects which could arise from the Master-planning process will be to identify those that are “Integrating”, those that are “High-profile-independent” (can be done at any time) and those that are “background”, generic buildings for living, working and relaxing, allow for a variety of forms of tenure and delivery (social housing, housing to buy, housing to rent, and self-build).

## **A4. Working together: Maîtrise d'Ouvrage and Maîtrise d'Œuvre**

After the choice of the « Maîtrise d'œuvre » team a new stage emerges, that of the steering of the projects. The INTA Mission emphasised that the result of the competition will be a series of designs, sketches, descriptions and statements of intent for each of the projects, together with drawings and illustrations of their overall. The elaboration and evolution of the project beyond this stage will require the close involvement of the Client « Maîtrise d'Ouvrage » working alongside the Maîtrise d'œuvre.

Each party must rest with their mission:

- the Maîtrise d'Ouvrage being attentive to the rationale and values underlying the project, its human dimensions (community cohesion and solidarity, civic ambitions etc) and the financial and other constraints;

- the Maîtrise d'Ouvre translating these ambitions and considerations into the propositions and programmes that will give them shape and physical form.

In the experience of INTA Mission members, successful projects are those which begin with establishing mutual respect and confidence between Client and Consultant and which go on to achieve a « creative complicity ».

A challenge is to continue to build this relationship over the 15 to 20 years, which will be required for project implementation. It will not follow a regular rhythm but will be impacted by changes in economic, political and personal circumstances. Such changes can be disruptive, but if leaders can hold on to the Vision and Values agreed at the outset, the sense of direction will not be lost and the result will be holistic, which is to say, more than the sum of its constituent parts.

## A5. Complementary Tasks for the TCO

### A5.1 Social & Economic agenda

Production of the Plan Guide will launch the implementation phase, assuming that property ownership issues relating to the Cambaie site are resolved. But the TCO cannot afford to sit back until the Plan Guide is finished. The outputs from the Maîtrise d'œuvre will require inputs from the TCO throughout the process.

Based on previous experience, the INTA Mission believes that the drawings and other documentation to be produced by the Maîtrise d'œuvre will be predominantly physical/environmental. Part of the outputs will also comprise statements of intent relating to Social and Economic aspects but they will describe **what** needs to be done rather than **how** it is to be done.

For example, typical output from the Maîtrise d'œuvre competition process relating to Social aspects will be:

- *create communities with a mix of social types and ages*
- or
- *provide a range of local services and facilities.*

The Plan Guide will show where different types of buildings can be located, with indicative designs showing form, layout, density and their fit into the urban fabric. But the Plan Guide is unlikely to be informative on **how** this is to be done in terms of economic and social “enablers”. Therefore the TCO and communes will have to consider:

- (a) the complete range of housing and types of tenure that could be proposed and
- (b) the different financing mechanisms by which the desired “housing mix” could be achieved, involving the Public sector, the Private sector and perhaps the Voluntary sector also.

On the Economic aspects, a typical output from the Plan Guide would be:

- *create sustainable employment*
- or
- *create an economy based on innovation.*

But again, it will be the TCO and communes who will have to devise a Local Economic Development Strategy through which these objectives can be achieved. Such a strategy could be defined through a technique of creating a table or matrix of Aims, Policies and Actions, as illustrated in Exhibit 2. For example, one strategic Aim could be « To create a Territory which is Creative and Innovative ». Policies relating to that Aim would then be defined, and a series of actions listed for each policy; these would be actions, which are **S**pecific, **M**easurable, **A**chievable, **R**ealistic and **T**ime-related (SMART).

EXHIBIT 3 A conceptual framework for an action-based, local economic development plan

Objectifs	Politiques	Actions
Territoire créatif et innovant	Confiance	Championing Mentoring Exemplarité
	Capacité	Formation Esprit d'Entreprise Partenariat Espaces et équipements Investissement
	Créativité	Education Recherche appliquée Reconnaissance
	Connectivité	ICT Mobilité Outreach Jumelage

Thus the TCO will need to provide the Social and the Economic dimensions if the Plan Guide is to be well-founded and implementable.

## A5.2 Questions for the future

Other tasks for the TCO will relate to the many unanswered questions about Process going forward and about Project Delivery:

**Engaging the inhabitants in the process** – How to structure and manage this process? At what scale – TCO or agglomeration? With what resource?

**Engaging others in the process** - How can the Private Sector and the “Third Sector” best be engaged to work in constructive partnership with the Public Sector?

**Delivering the projects** – Who will have responsibility for managing capital projects across the Communes? What funding strategies and mechanisms can be put in place for federating investment? Which projects can be implemented quickly to demonstrate progress (“early wins”) and build confidence?

**Integrating the projects** - Who will be responsible for integrating projects in execution and operation? How can the projects be used to achieve greater cohesion across the agglomeration, not just physically but emotionally and in terms of values, pride and loyalty to the territory?

**Leveraging the projects** - Which projects will be the principal generators of economic growth and the creation of jobs and wealth? How can these projects be used to trigger or leverage other value-generating activity?

## A6 Towards a Shared Vision: community consultation

What is the Vision that the inhabitants of the agglomeration and TCO have for their territory? Only the inhabitants can answer this question. Therefore a form of consultation needs to take place and the INTA Mission recommends strongly that it should.

As previously stated, the strict timetable for the competition process is too constrained to allow for a consultation process to be undertaken prior to the completion and receipt of the competition entries. However, it is important that such a process is launched shortly before the appointment of the competition winner, as this will help to provide a «reference framework» (as previously mentioned) against which the proposals for each of the four projects - and indeed other projects yet to be defined - can be developed. The winning team must be prepared, and have the skills, to participate in this consultation process, but it is the political representatives who should lead it.

Political leadership is essential in evolving the shared vision. A good example of such a process, mentioned earlier in this report, is that of Nantes in France – « Ma Ville Demain 2030 ». The essential Vision Statement at the beginning of this process was as follows:

*« The agglomeration needs to rediscover the spirit of adventure. The program for « My City Tomorrow » will raise taboos: it will reveal the contradictions, the fractures and the sufferings of our society. But I will assume the risk: this is the price to be paid for building confidence. »*<sup>10</sup> 11 March 2011 Jean-Marc Ayrault, former Mayor of Nantes (20 years), former President of Nantes Métropole, and the current Prime Minister of France.

The TCO should state its own vision, encapsulated in a simple phrase that reflects the people, history, culture, projects and aspirations of the place. It should be an inspirational statement; it should certainly not be a marketing slogan, capable of being applied to many similar places<sup>11</sup>.

The Vision Statement may change or be modified in response to the consultation process: that is the purpose of the exercise.

The questions which will provoke a response to the statement will revolve largely around the dynamism and quality of life, past, present and future, in the agglomeration and the TCO. For example:

- Satisfaction - How satisfied are the inhabitants of the Territory with daily life: where people live, where they work, where they learn, where they shop, where they relax, where they meet, where they celebrate? Which changes could help them achieve greater satisfaction?

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<sup>10</sup> « La métropole a besoin de retrouver l'esprit d'aventure. Ma Ville Demain va soulever les tabous : on va retrouver les contradictions, les fractures, les souffrances de notre société. Mais j'en prends le risque : c'est le prix à payer pour conforter la confiance ».

<sup>11</sup> "You take delight not in a city's seven or seventy wonders, but in the answer it gives to one of your questions." Italo Calvino « Invisible Cities » Chapter 3.

- Dynamic – Is the Territory a place, which is dynamic across economic, social and cultural aspects? How can a greater dynamic be achieved to the benefit of all, in a spirit of solidarity, without losing the cultural identity anchored in its history, and without compromising on the considerable value of its natural environment?
- Competitiveness and Collaboration – Where do the TCO and the agglomeration fit in terms of an all-island strategy? How can it compete with The Future – What hopes do people have for the future? What are their fears? How can the agglomeration best respond to the challenges and opportunities of technology, notably in Information and Communication Technologies, in Renewable Energy and in Transport across all modes of travel?
- The Projects – What are their hopes for each of the planned projects? How can they contribute more towards improving:
  - daily life
  - housing
  - access to facilities & services
  - open spaces
  - a sustainable environment
  - economic opportunity?

## **A6.1 Engaging in the Consultation Process**

The political decision to engage in a process of public consultation brings with it a need to commit resources, especially through mobilising and engaging local government services. It is also demanding of the time and effort to be committed by elected representatives and community workers<sup>12</sup>.

Citizens might question the value that will be generated relative to the costs. But the advantages of public consultation far outweigh the incomprehension, the controversy and the resistance that the process may generate. Consultation will:

- help understanding, especially of the evolving projects;
- generate new ideas;
- give sense, precision and legitimacy (“validation citoyenne”);
- enable a greater sense of common identity and belonging ;
- create a sense of « community ownership » of the projects.

This is a critical moment in the history of the TCO, and of La Réunion. These projects and this process, which we as a INTA Mission have been privileged to analyse and comment upon, would have significance in any community across the globe. They are significant and important. Great efforts have obviously been made to follow the right path. We believe that the process is on course and is, in many ways, exemplary. The opportunity is there to create something special. We would encourage the TCO to keep going, to

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<sup>12</sup> A useful source-book for the leaders of the process is « Guide Méthodologique Pour La Concertation des Val-de-Marnais » Val de Marne, Conseil Général

take a critical stance in examining the propositions by the four design teams, to prepare internally for the follow-on work that will have to be done in terms of the responsibilities of the Maîtrise d'ouvrage, and to engage immediately in the process of Community Consultation.