

GENERAL INFORMATION

PETUS description of tool in use	
Name of the case	"Lyon Confluence" – major urban development
Name of the tool	Tools used are: <ul style="list-style-type: none"> - HQE process, - Sustainable diagnosis, - Charters, - Coordination cells, - Specifications - Procedures.
Country	Lyon, France
City / region Total area (km2) Population Density (people/km2)	City: Lyon: 1.2 million of inhabitants, 500 km ² (25 km in length and 25 km in width), 8700 inhabitants/km ² Greater Lyon: urban community constituted by 55 municipalities including Lyon. This is the second largest urban agglomeration in France. Region: Rhône-Alpes, ranked in second place through the 22 French regions for population and surface area criteria.
Tool user's profile a. Organisation name (municipality, NGO, national or regional department, company, etc.) b. Field of activity c. Detailed contact/feedback (project website, e-mail, address, tel., fax)	a. The Greater Lyon urban community has chosen to delegate the project development to a developer organisation, called "Lyon-Confluence". This is an organisation whose capital has been raised from both public and private sources. b. "Lyon Confluence" developer organisation fulfils 5 functions: <ul style="list-style-type: none"> - Studies - Land use control - First developments - Inhabitants opinion inquiries, promotion, marketing - Control and monitoring of the works executed for the Greater Lyon in the Concerted Development Zone. c. M. Courtot or M.Valentin 28, rue Casimir Perier 69002 Lyon France Tel: +33 (0)4 78 38 74 04 E-Mail: mvalentin@lyon-confluence.fr dcourtot@lyon-confluence.fr
Reviewer, date	INSA-Lyon, France, last update Feb 2005
Short description of the case	

“Lyon Confluence” is currently one of Greater Lyon’s biggest projects. The project consists of the urban renewal of an old industrial area into a city centre district containing residential, commercial and leisure facilities. Located between two rivers, Rhone and Saone, and long restricted to industry and transport facilities, the peninsula is undergoing a complete and extensive change. This strategic area is now being prepared for the function it should have due to its central and pivotal location south of the main Perrache railway station: a true city-centre location.

For Greater Lyon the Lyon Confluence project is a means of bringing to the city centre jobs, services, institutions and major events that mark a real capital, and thus establishing the city's future on the international scene. The project aims to :

- create a new residential neighbourhood that will enhance Greater Lyon's standing
- develop an inventive, appealing choice of urban leisure activities
- highlight the rivers and the site's landscape features
- reclaim industrial and logistical brown field sites
- open up the southern Peninsula, notably via public transport

In their consistency, height and density the blocks resemble the rest of the Peninsula, the same being true of the range of functions: residential, tertiary sector, leisure, retailing, services, public amenities and so on. The river setting, planted areas, riverbanks and inland pools make up a green blue network that distinguishes between Rhone and Saone while forming a unified whole and optimising the appeal of public spaces and landscaping.

The project presents a step to step land planning:

- A first stage for 12 years (Concerted Development Zone). It is intended to set the process of change well under way. It will provide the basis for a central, attractive and lively neighbourhood embodying a dynamic, innovative image matching Greater Lyon's international ambitions.
- A long term project for 30 years defined by “constants”. Constants are fundamental elements on district development that will not change during the 30 years and that will give the area a unity. The long term project wants to be a major urban project well integrated to its environment.

This case was chosen because "Lyon-Confluence" is a large rehabilitation project of an old industrial district into a city centre one containing residential, commercial and leisure facilities. Due to its central position, the project has grown up in a particular political context where general stakes were highly important for Lyon influence, and where political forces have already shown an interest in sustainability.

“Lyon-confluence”- case study is related to the PETUS key-problem “rehabilitation of derelict urban district” (from the neighbourhood development sector).

Sector	Waste	Energy	Water	Transport	Green/blue	Buildin g & Land Use
						X
Scale of project	Component	Building	Neighbourhood	City	Region	
			X			
Status of project	Starting up	Ongoing	Finished	Start date	End date (exp.)	
	X	X		1998 (First	Around 2030	

				study of the whole project)
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Key words

Building & Land Use, Rehabilitation, Neighbourhood, Urban renewal, city center context, procedures, brown fields, Regeneration

<p>Project a. Object (building, city park, wind farm, etc.) b. Type of activity (regeneration, renovation, new development, etc.) c. Type of product (plan, scheme, design project, etc.)</p>	a. Neighbourhood b. Regeneration c. Urban Renewal
<p>Tool a. Character (according to WP3final0704.doc) b. Benchmarks (qualitative or quantitative) c. Availability (paid/ free)</p>	a. Character: Process tool b. Benchmarks: Qualitative (Procedures, Charters) c. Availability: Free
<p>Decision-making process a. Stage of the tool implementation (preliminary, midterm, etc.) b. Level (political, technical, etc.) c. Public participation</p>	a. preliminary studies and implementation b. Level: Political c. Consultation and communication
<p>Other (<i>optional, if needed</i>)</p>	Building & Land Use Approach Procedures Rehabilitation of a city centre area. Political forces

DETAILED INFORMATION

A. Detailed description of project and tool

1. Description of context

This case study is strongly embedded in a context characterised by political forces. Indeed the project Lyon-confluence is one of the biggest in the region for several years in Lyon, and is influenced on a national scale. The impacts on Lyon vitality and way of life for the Greater Lyon’s inhabitants are significant. And that’s why it represents a great challenge that the city should overcome.

2. Description of project

The “Lyon Confluence” is one of Greater Lyon’s biggest projects. The project consists of the urban renewal of an old industrial area into a city centre district.

Located between two rivers, Rhone and Saone (see figures 1, 2 & 3), and long restricted to industry and transport facilities, the peninsula is undergoing a transformation, a complete and extensive change.

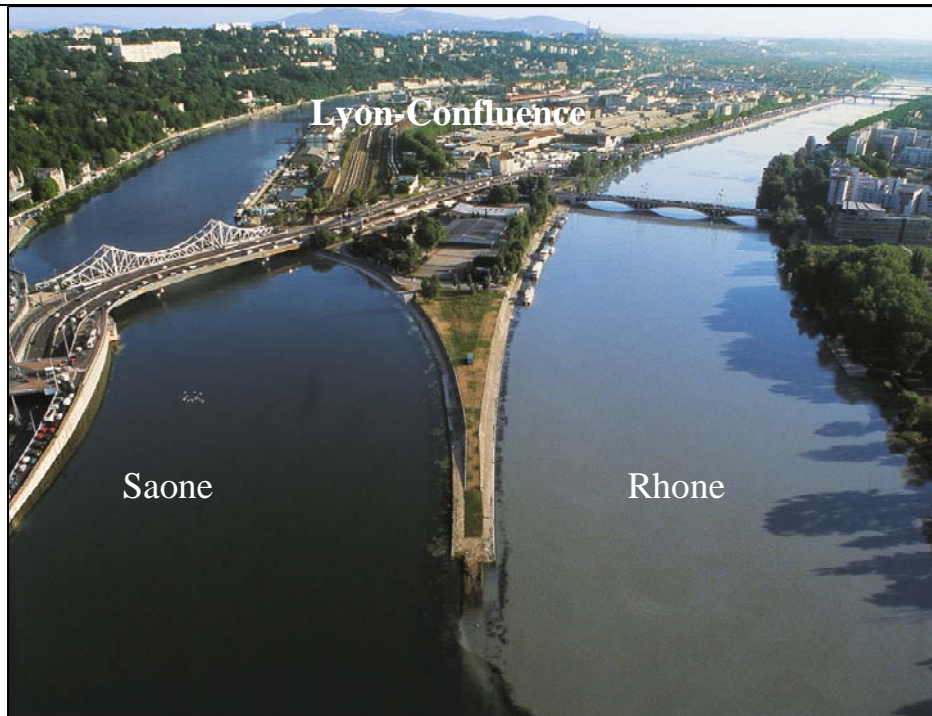


Figure 1: Lyon-confluence limits defined by 2 rivers.

This strategic area is now being prepared for a new function which is more appropriate due to its central and pivotal location south of the main Perrache railway station (see figures 2 and 3): a true city-centre location.

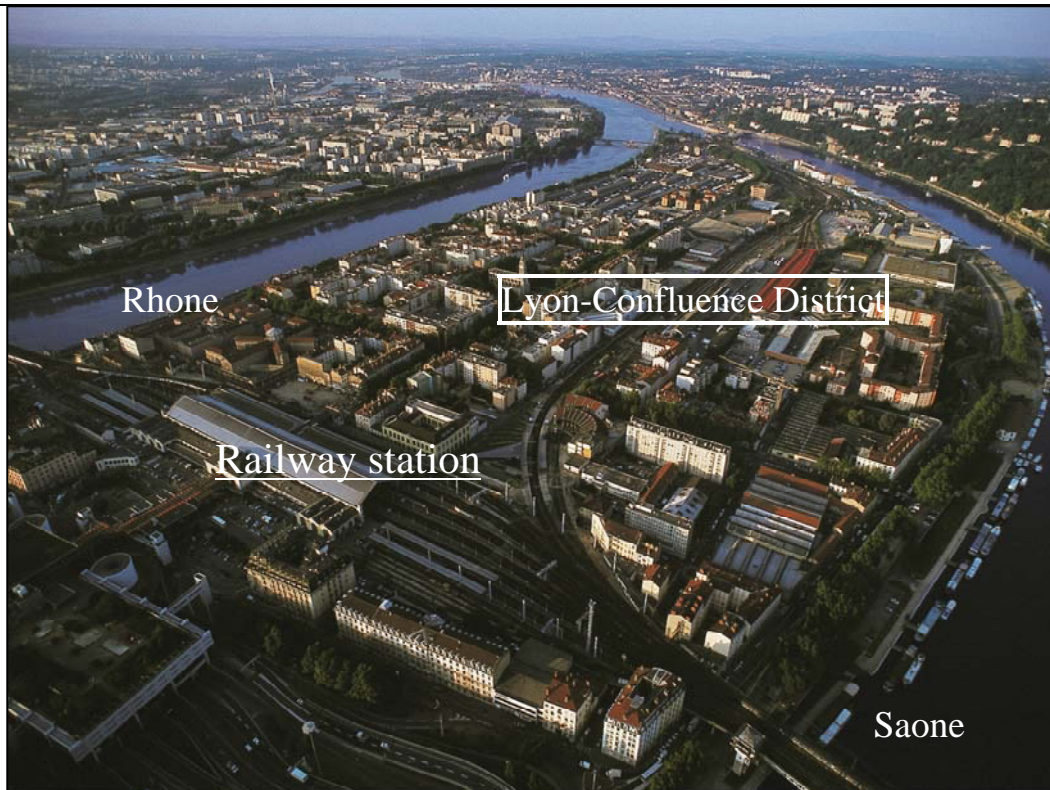


Figure 2: Lyon-Confluence aerial view

The site of Lyon Confluence, an essential core transport junction, spreads over 150 ha, including 30-40 ha allocated for urban residential areas (7000 inhabitants), 70 ha for industrial infrastructures and 5 km of riverside facilities. It is planned that by 2030, 25 000 inhabitants will live in the project area, 14000 employments should be created by new leisure and cultural infrastructures and a large green space should be reserved (30-40 ha).

The project presents a step to step land planning:

- A first stage for 12 years (Concerted Zone Development)
- A long term project for 30 years defined by “constants” (see below)

Furthermore, temporary developments have been implemented to allow the continuity of the project trough the different stages:

- temporary walking tours on the Saone river
- vegetable garden for children education
- artistic activities in old industrial building (exhibitions, concerts ...)

a) Long term project

The long term project (2030) provides the major objectives to give the area a unity and the main urban development principles of development of a continuous entity, of mixed functions and of new communication ways with the other parts of the town centre.

The main objectives of the project can be summarised as follow:

- to extend the city centre to the whole peninsula and integrate it to the agglomeration
- to organise urban life in respect of rivers and green spaces assets
- to build a “piece of town” where everyone would like to live, work or relax.

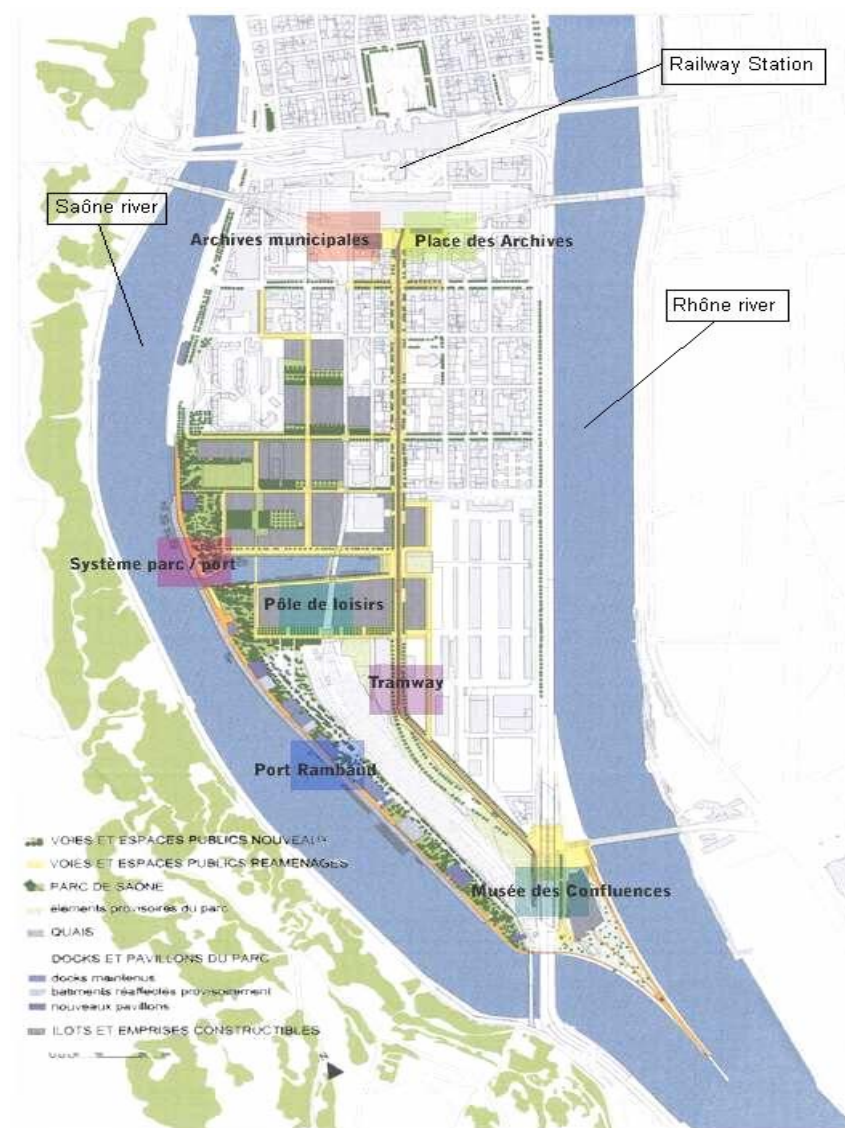


Figure 3: Project “Lyon- Confluence”
 (coloured area corresponds to the first stage of the project)

Several objectives are crucial for the success of the project:

- Breaking the isolation of the area with new subway and tramway lines extension. The Rhone (west part of the project), the Saone (east part) and the railway (in north direction) currently reduce communication possibilities with the rest of the city,
- Development of the green and blue spaces,
- Development of attractive urban leisure infrastructures
- Creation of a new city-centre through the extension of the pre existent one.

In order to achieve this long term project, some constants have been specified. It is actually very difficult and perilous to fix rigid predictions on urban development for 30 years because of technologic evolution, political changes... Moreover it is necessary to leave capacity for change in the urban development to take into consideration inhabitant’s opinion and their potential evolutions. The

continuous adaptation and adjustment of this project, essential for its success, should come about without jeopardising internal consistency. That's why some general constants have been provided and act as fundamental elements for the project structure.

The constants that will be maintained throughout the 30 year programme mention the following points:

- Interconnection of the harbour, the green spaces, and urbanisation (buildings)
- Extension of green spaces on the whole Saone riverbank
- Spatial redistribution of the transport junctions around the railway station
- Restoration of the urban continuities including large roads, creation of a bridge to reach other districts etc.
- Arrangement of Rhone riverbanks including low riverbanks, linear house front with some open spaces etc.

b) The first stage development (12 years)

This first stage of development is a true project which develops the first modifications of the neighbourhood and prepares brownfields before infrastructure is added (rehabilitation). It concerns a third of the area considered for the whole project (see grey parts of the figure 3).

Some specific objectives have been presented:

- (i) Diversity:
 - Functional diversity: 38% of housing, 27% of service activities and 35% of shops and leisure infrastructures
 - Social diversity: 52% high level housing, 17% standard family housing, 11% rented housing for medium level and 20% for social housing
- (ii) Innovative culture and leisure:
- (iii) Urban life quality:
 - In buildings (these prescriptions are written in the prescriptions for the land assignment act- see appendix 1): sunlight accessibility, north wind protection, possibility to benefit from the south wind, thermal comfort in summer and in winter, air quality inside buildings etc.
 - In public spaces: different spaces for different uses, complete proposal for transport including buses, subways and trains etc.

This short term development project has been voted by the Greater Lyon in 2003 to include the procedure of a Concerted Development Zone (CDZ- see below description of tools). Components of a CDZ are:

- Leisure-culture spaces
- Public spaces
- Residential areas
- Transport - Car parking

Up to now, the urban and architectural project of the CDZ has been approved by the Greater Lyon and technical studies have begun.

Simultaneously the Confluence Museum project has been launched. It is lead by the Rhone department and thus does not belong to the CDZ.

A history of the project through sustainability criteria is presented in the appendix 2.

3. Description of tools

Several different tools have been implemented in this urban renewal project. This case study does not present the use of one pre dominant or generic sustainable tool that should have enhanced the common way of urban development.

An interconnection of all these tools, each to fulfil or approach the sustainability and improved essentially by governance and multidisciplinary approach influences has provided the stakeholders with a relevant toolkit that leads the project towards sustainability.

a- Tools on whole project:

1st - Diagnosis

A diagnosis which approaches sustainable development dimensions has been established on the whole project (150 ha). The aim of this diagnosis is to analyse through the set of sustainable development prescriptions the actual potential of the site and the urban long term and short term projects with a cross sector view (a multidisciplinary concept). Weaknesses and strengths are then highlighted from this analysis through each criteria.

This diagnosis has been established by a private consultant (called TRIBU). The criteria chosen have been determined in relation with the context of the project and the skills of the consultant. This partnership has improved the overall situation as the developer organisation was asking to open its knowledge in regard with the sustainability.

The global structure of this diagnosis and the main topics discussed can be summarised as follow:

- 1- An abstract. Constituted by the main important points that have structured the document and some points that should be closely followed by the developer and maybe enhanced.
- 2- An environmental diagnosis. Including a methodology process, an urban project presentation and an analysis of the potential of the site through the following criteria: relation with the city, natural asset, urban transports, storm water management, water and energy savings etc.
- 3- Some detailed topics:
 - i. Land pollution
 - ii. Storm water management
 - iii. Risks with the railway
 - iv. Electromagnetic pollution
 - v. Sun, sunlight and view
 - vi. Diversity (social and building use)
- 4- Some topics to explore (not detailed):
 - i. Energy and renewable energy
 - ii. Waste management
 - iii. Green space
- 5- Sharing competence for example who is in charge of what?
- 6- Implementation of a sustainable process

2nd - Public Consultation

Consultation of the district inhabitants takes great importance in the project development. The consultation process and dialogues exists in 3 stages:

- Public open meetings
- Sector specific workshops
- Evaluation of discussions outcomes

Besides important information/communication means have been implemented:

- Exhibition on Lyon-confluence in an specifically allocated building

- Website www.lyon-confluence.fr
- Putting into circulation of brochures and leaflets
- Press conferences, official statements, advertisements

Moreover, the temporary developments of the Saone riverbanks make the project more attractive as it invites the Lyon inhabitants to investigate the project area and then to get interested in the project as a whole. This is thus a way to communicate with the public.

3rd – Partnerships

The “Lyon confluence” developer has set up different partnerships with stakeholders involved in the area:

- with the railway company: Improvements on disturbance and pollution reduction, integration of trains as an urban transport facility etc.
- with energy company: Improvements on pollution reduction, implementation of new technologies etc.
- with company in charge of rivers management: Improvements on riverbank management and conservation etc.

b-First stage of the project (short term project):

1st Global approach

In order to implement a sustainable approach, the following tools have been implemented:

- An agreement on sustainable objectives: Framework document which defines the procedures to implement. It is established by the developer contractor for all the different actors that will have an action on the area (Business companies, etc...),
- Sustainable Development Specifications: document which gathers several prescriptions for the implementation of a sustainable development approach at the operational scale and which takes into consideration permanent features,
- The creation of validation entities: the creation of the Co-ordination Committee of Sustainable Development (Developer, Greater Lyon staff, coordinators) and also working groups on technical subjects.

These working groups have focussed actions on energy, storm water, and waste fields (other sectors have been assessed as less important). These working groups are essentially technical and the Developer brings the cross sector view of the project and links the several subjects involved.

2nd Urbanisation procedure

The chosen procedure for the development is called “Concerted Development Zone”.

This is a public procedure based on concerted objectives and is dependent of an area. It allows public entities to carry out the land development in order to give it up at a later date to public or private users. It allows also operating on the different sectors that create the life in the area: housing, public spaces, roads, economic development etc. It is created, controlled and carried out by the urban community (here the Greater Lyon) in partnership with the local private economic actors that will be part of the area. This approach allows ensuring the global operation of the site.

The document allows the status of Concerted Zone Development, voted by the Greater Lyon, and includes a construction programme, a public infrastructures programme and financing methods. The legal frame of the Concerted Development Zone offers opportunities to allocate to public equipments financing, money obtained from construction rights and lands sale.

The land assignment act (see appendix 2) usually includes architectural and urban specifications and will include in this development project specifications related to sustainability.

3rd HQE Process

HQE process concerns project management. It aims at limiting the environmental impacts of a construction operation while ensuring healthy and comfortable living conditions. The 14 targets of the HQE process are classified in 4 categories:

- eco construction (harmonious relation of the buildings with their immediate environment, integrated choice of the processes and products, building site with weak harmful effects)
- eco management (energy, water, waste, maintenance)
- comfort (heat, acoustic, olfactory, visual)
- health (health, air quality, water quality)

Construction actors must prioritise environmental requirements while choosing among these 14 targets, those which seem most important.

The public construction designers asked for the High Quality Environmental process to be used (see appendix 3 and Petus tool collection sheet).

4th Specification through contracts with construction companies:

Contracts with construction companies (property developer) will include environmental and social clauses like:

- green building site reducing waste, noise, etc.
- obligation to involve apprentices to the manpower employed, ...

5th CONCERTO (see appendix 4):

CONCERTO is a European program whose aim is to support local communities to implement EU energy policies. It helps urban development operations to implement ambitious policies about energy needs reduction and renewable energy use.

"Lyon-confluence" project has been the concerto prize-winner due to its High Quality Environmental process (HQE) that it required in the Land assignment act for the property developer. 3.5 M€ has been won to cover the additional money needed to implement for energy savings and renewable energy use.

Thus, the future property developer should present the following objectives:

- reduction of 40 % of the standard energy needs
- 80 % of the energy used should be renewable (solar and biomass energy).

B. Tool implementation

1. Argumentation for choosing the tool

Several different tools have been implemented in this urban renewal project. This is the interconnection of all these tools, each improved to fulfil or approach sustainability- improvements made essentially by governance and multidisciplinary approach influences- that has provided for the stakeholders a relevant toolkit that leads the project towards sustainability.

2. Barriers for the tool implementation

For the tools presented in this case study, few barriers have been encountered. Lyon Confluence developer has turned to a specific consultant to help the implementation and communication about sustainability which is why few problems related to tool implementation have been developed.

However it is regretted than more tools have not been implemented: for example, the developer association has not implemented a tool to assess the approach and the project through a set of indicators. The barriers for using the tools are essentially a lack of time required and skills sharing. It is considered that this potential evaluation procedure does not belong to the developer association competence and moreover that time needed is too important and benefits reduced.

C. Influence of the tool on the decision-making process

1. Description of the decision-making process/procedures

No Information

2. Tool in decision-making process

No information

3. Transparency of decision-making process

The promotion of this district in the heart of the Greater Lyon has created a large debate in the population. This renewal operation concerns firstly the present inhabitants of the neighbourhood but as this area will become the centre of the city, each inhabitant of the Greater Lyon has an own opinion on what it should be. This is one reason of the success of participation of the consultation action. The "Lyon-confluence" developer has involved a mediator to establish the public survey, to analyse it and to lead public meetings to encourage public involvement.

This project should be in keeping with the sustainable development, credibility and the influence of the Greater Lyon. The Head of the Greater Lyon has shown a real will to implement the concept of sustainability, to put in action its prescriptions and to involve each new project in this direction. The implementation of the sustainability has grown from a true political motivation.

D. Expert assessment/analysis/comment of the tool effectiveness

1. Assessment by tool users

No information

2. Reviewer's assessment

"Lyon Confluence" urban project is the most important project over the last years in Lyon area. As it is mentioned above it has grown up due to its central position, its potential economic impact and its influence, in a political pressure context.

The concept of sustainability is essentially due to the political will of Greater Lyon. It has not been implemented because of the need of the site (specific environmental or social pre condition) or a will of project developers. It is difficult to say if at the inception of the project, the implementation of tools and approaches that belong to the sustainability concept was to provide a kind of "labelling". Nevertheless it appears that it was for the improvement of the project communication and success.

What is particularly interesting is that even if the sustainability approach has been (at the beginning) a bit imposed, the project holders (Lyon confluence developer association) have taken advantage of the

situation. They have really chosen to use the sustainability concept as an opportunity to enhance and improve the tools, the public consultation, the vision of the project, the multidisciplinary etc. They have chosen also to engage one specific consultant for the task of "sustainability implementation" and are now winner of a European prize that will allow the future property developer to invest in environmental issues (energy savings and energy production).
 The scale of the urban operation, the choice to implement a 30 years vision, and the importance given to the public consultation, gives to the "Lyon Confluence" project a sustainable approach.

E. Additional information on the case study available

Websites	http://www.lyon-confluence.fr http://www.grandlyon.fr
References <i>concerning the case but also the key words or problem</i> (papers, articles, reports, laws, etc.)	
Other sources (Interviews, conferences, discussions, etc.)	Interviews with M.Valentin and M.Coutot the 6 th May 2003, 7 th July 2003, 5 th December 2003 and 13 th May 2004.
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