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**Urban development project management :
Implementation of Grand Lyon's public spaces
development policy, Method and organisation of work
for Lyon's Cité International project**
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Opening remarks: <p>This study report was done for a European study group hosted by the CERTU, within the framework of the COST 9 initiative, on the subject of urban planning quality and the towns of the different countries represented. The objective was to hold an exchange of experiences at European level so as to disseminate learning and improve practices. To illustrate French examples, the CERTU arranged for 2 case studies to be presented: the Grand Lyon and the Cité Internationale development.</p> <p>The present report comprises the study of the implementation of Lyon Urban Community's public spaces development policy and the organisation of working methods around the Cité Internationale project.</p> <p>To complete the first case study, the report includes a number of descriptions of public spaces development projects in Lyon.</p>			
Summary: <p>Public spaces design has for a long time been restricted to a primarily functional approach: travel and parking have been given preferential treatment to the detriment of local life and the urban environment. Grand Lyon has managed to introduce a policy and a way of organising its departments so that public spaces are better dealt with, through a more global approach to the public and to the characteristics of the various sites, and by exerting more influence in respect of the implementation of those policies. Thus, besides the information catalogued therein, the first part of this report is dedicated to bringing to the fore the working methods and strategies that have evolved for overseeing the development of a conurbation's public spaces.</p> <p>The case of the Cité Internationale is presented with reference to the way the project was set up and organised. The particularity of the project was the creation of a special monitoring and co-ordinating structure, the SEM de la Cité Internationale, its expansion potential over a 25-year period and the large number of actors present from both the public and private sectors during the design and development phases. This study is an opportunity to present an example of a method for the completion of complex projects.</p>			
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Grand Lyon

- employment of global public space policy -



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Centre d'études sur les réseaux, les transports, l'urbanisme et les constructions publiques



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Introduction

With the extremely rapid development of towns and vehicle traffic, the design of public spaces was for a long time pegged to essentially functional criteria: travel and parking were prioritised to the detriment of local community and urban environment. With a change in attitude, today's towns are attaching greater importance to the way their open spaces are developed.

This study will allow us to discover and analyse the tools put in place by one of the biggest conurbations in France, the Greater Lyon area ("*Le Grand Lyon*") in its development of public spaces. Through it, we will see the policies its various departments have had to implement to deal with the following themes:

- Partnership, consultation between political and economic actors, professionals and citizens;
- Inter-disciplinary social, economic and technical approaches;
- The adaptability of projects to take the needs of the different actors concerned into account (inhabitants, economic actors, administrators, etc...) and the way these needs evolve over time;

Other themes which are more specific to the Greater Lyon area, such as solidarity, modernity, identity of place and coherence.

In so doing, we will be presenting a cursory overview of Lyon's local authority, the *Communauté Urbaine* (urban community), and the situation regarding its public spaces at the end the 1980s. This will afford us a better understanding of the positions it adopted and its decision to bring in a new policy.

Subsequently, we shall be looking at the foundations of and changes to the organisation of services and more particularly, the creation of the *Service Espace Public* (Public Spaces department). This will give us an opportunity to analyse the tools developed by these services, such as the introduction of more muscular commissioning of works and the attachment to consistency amongst main contractors.

Finally, we will be looking at the methodology developed to bring this policy to fruition through the projects put in place. This concerns the art of project management and the necessary interdisciplinary co-ordination, as well as consultation with the different users and professionals involved in development. Finally, we will look at some of the results of this new policy.

1. Presentation of the Communauté Urbaine de Lyon

1.1. The Communauté Urbaine de Lyon



1.1.1. A brief history

a. Why does France have *communautés urbaines*?

As the biggest country in Europe in terms of its number of communes (36,000), France set up its "urban communities" (*communautés urbaines*) with the law of December 31st 1996 to correct the void that existed between administrative structures and the geographical reality of its conurbations. The objectives was to manage public services in a rational manner based on principles of solidarity, and to think about urban development no longer on a commune-by-commune basis, but in terms of a conurbation. This meant, under a single authority, planning, financing and constructing the equipment that every commune needed, but which was too expensive for each acting alone.

b. The political organisation of *Grand Lyon*

Since January 1st 1969, when Lyon's *communauté urbaine* was created, it has been going about its business with the stated objective of developing solidarity between its communes and pooling resources and competencies. With a budget of 6,000,000,000 French Francs (FRF) in 1999 and a staff of 4,300, it is organised around a community council, an executive committee and its Chairman.

c. The community council

The community council is *Grand Lyon's* equivalent of the commune's municipal council. Chaired by Mr Raymond Barre since 1995, it is made up of 155 members who are nominated for 6 years, from 55 municipal councils at commune level that make up *Grand Lyon*.

The number of seats on the council is attributed to each commune on a *pro rata* basis as a reflection of the size of its population. Each commune does however have at least one seat. The council meets about twice per year, at which time around 100 dossiers are examined during public sessions. Each decision taken by the council is voted on a majority basis.

d. The bureau

The bureau is made up of 38 vice-chairmen who are elected by the community assembly (*assemblée communautaire*). Its task is to ensure the decisions voted by the council are put into practice. Each vice-chairman is given responsibility for a specific policy area: urban transport, finance, heritage, urban ecology, cleanliness, etc...

1.1.2. All communes concerned

The *communauté urbaine de Lyon* comprises 55 communes and covers an area of some 50,000 hectares¹ at the heart of the Rhône Alpes region, the second largest region in France with a little over 5 million inhabitants. It enjoys pride of place at the crossroads of Europe for trade between north and south, and not a day goes by without the region demonstrating its dynamism.

The population of *Grand Lyon* is 1.2 million people, or 75% of the population of the Rhône *département*, within a geographical area which covers only 15% of the *département*.



¹ 193 square miles

1.1.3. Its major missions

Each day, *Grand Lyon* equips, maintains, structures and develops its territory, with the permanent quest to develop solidarity between its communes. In order to improve the quality of life of its inhabitants, it is introducing new local services which it manages on a day-to-day basis and promotes economic development. The *communauté urbaine de Lyon* protects the local heritage and environment, performs its day-to-day duties and prepares the area for the future. *Grand Lyon* also makes a strong case for its international status through its trade routes and its relationships with other metropolitan communities in Europe.

Lyon's *communauté urbaine* has a wide range of responsibilities:

- In the area of urban planning and housing, with the master plan, the land-use plan, social housing, the creation and renovation of housing zones or business areas;
- Concerning so-called "basic" social services, namely transport, parking, roads, drinking water, waste water treatment, the collection and treatment of household waste, abattoirs, wholesale markets and the creation and expansion of cemeteries. It is worth noting that since January 1st 1999, fire-fighting has been transferred to the *Etablissement Public d'Incendie et de Secours* (EPIS), the public fire and rescue service.

Whilst *Grand Lyon* exercises most of its responsibilities directly (via community structures), it does delegate some of its services to outside contractors, including:

- Drinking water
- Social housing
- Public transport, with SYTRAL and TCL²
- Car parks
- National markets

Additionally, each member commune has its own responsibilities in the following areas:

Urban planning and housing:

- Economic operations, aid to business
- Building permits, planning permission

² *Syndicat des Transports de l'Agglomération Lyonnaise* (Lyon conurbation transport executive), and *Transport en Commun Lyonnais* (Lyon public transport)

And basic public services:

- Culture
- Social services, health, educational and sports initiatives
- Police, public order, safety, salubrity
- Existing cemeteries
- Public lighting
- Parks and gardens

1.2. The situation at the end of the 1980s

1.2.1. The situation

Further to the awareness raised at the beginning of the decade, a clear position was taken at the end of the 1980s on the general problems afflicting public spaces in the greater Lyon area and their causes. The reasons were found to be to do with renovation operations of a very poor quality both in terms of standards and form. Two points were raised in particular:

Renovation principles were primarily based on purely technical precepts, which meant that they were designed to satisfy first and foremost a set of functional needs linked to a single form of transport, and more particularly, the car. The roads department, the main technical department of the *communauté urbaine* was more concerned with the traffic using the roads they were responsible for than the other users of the public highway (pedestrians, cyclists, and so forth);

As in many other towns, the management of non-built land was shared – and not mixed – between the different technical departments and other bodies involved. For example, the organisation of the services of the Greater Lyon area were based on functional reasoning rather than reasoning of space and place. The public space was therefore the terrain of a number of different specialists:

- The highways and roads department, whose main mission was to ensure traffic flows were smooth,
- The parks and gardens department, managed by the town departments and concentrated on planted vegetation and its upkeep,
- The lighting services, whose only concern was public safety...

Very often operating within their own little worlds, these departments were there to protect a range of different – and in some cases, conflicting – interests. This often resulted in successive interventions, which could result in three successive work-sites being opened in the course of the same year. Furthermore, with these different layers of service being applied in a way which left them completely independent of each other, the result was contradictions of use, spaces which made little or no sense in the way they were used and offered no sort of support to social life.

1.2.2. New objectives

Conscious of the importance of public spaces to the quality of life in a town, *Grand Lyon* decided to embark upon a reorientation policy designed to transform a system that had become no more than a juxtaposition of functions into one which was properly organised with reasoned, practical applications in mind. This meant ensuring that not only squares, parks and public gardens, but also roads, avenues and boulevards could once again become living spaces satisfying the needs of modern life.

Thus, realising that public spaces could and should be considered tools for urban reconstruction and quality, a reorientation policy was launched in 1989 by the political team in place within *Grand Lyon*.

2. Grand Lyon's new policy

2.1. The salient principles of the policy

Further to this realisation of the poor state of the public spaces within its conurbation, the numerous inconsistencies that existed in the way they were dealt with and the methods that were used, *Grand Lyon* decided to base its policy on four major principles: **solidarity, modernity, identity and unity.**

2.1.1. Solidarity

This first objective is to do with building a town based on principles of solidarity. In terms of public spaces, this means setting up an overall policy which is common to the whole of the Greater Lyon area, and using quality working methods which are the same irrespective of which site is being worked on: prime sites (Lyon's Place des Terreaux square, the pedestrian street Rue de la République)



Architecte : Drevet, Artiste : Buren

Place des terreaux



Architecte : Sarfati

Place de la république

district-based operations (René et Madeleine Caille Garden in the 8th district of Lyon)



Paysagistes: M. Decvignes C. dalnosky



Paysagistes: M. Decvignes C. dalnosky

but also everyday spaces and major traffic routes (Quai Général de Gaulle, Rue Garibaldi, etc...)



and the major housing areas (La Duchère, Vénissieux – Les Minguettes, Décines – Le Prainet, etc...).



Photo : G. Dufresne

Quartier du Prainet

Equal attention is paid to all these districts: the same vocabulary is used, the same designers called upon. The objective being followed is to ensure that each inhabitant of *Grand Lyon* has a quality piece of public space within 500 metres of where he or she lives, regardless of place of residence.

2.1.2. Modernity

This principle of modernity is there to ensure the creation of spaces which have both a contemporary structure and close ties to the everyday lives of the districts in which they are to be found. This is therefore to do with promoting different uses which are specific to a place whilst taking the trouble to respect the aesthetic coherence of the whole by resorting to suitable landscaping practices. Modernity is therefore the fruit of a conjugation of new techniques with current living styles and new social mechanisms. The innovatory and creative contribution of the designer means that the complexity of the town and the expectations of its inhabitants can be taken into account through the process of designing living spaces which integrate the different functions co-existing therein. The systematic recourse to designers from outside the *Grand Lyon départements* is a deliberate attempt to bring new substance to past and present projects and to pave the way for a harmonious conjunction of functionality, aesthetics and practicality of use.

2.1.3. The identity and history of place

The development of the town can only be achieved with complete respect for tradition, and that means espousing a cultural vision which allows innovation in a town without compromising its identity. Taking action in a district does not mean turning it upside down, it means going with the flow of its development. Appropriate solutions which respect the site's past can be developed on the basis of detailed analysis of its history. This would include putting existing elements to the fore, by using historically authentic materials during the renovation process as were used in the past to mould the local landscape (for example: limestone, granite, *ghorre*³, etc...), or using indigenous natural elements.

³ "*Ghorre*" – pronounced [gore] – is a typically Lyonnais term referring to a pulverulent or sandy covering which can be ochre, yellow or white in colour, made from several different materials.



J. Leone

Place Antonin Poncet

Paysagiste: M. Bourne – Architecte: J.F. Grange-Chavanis

2.1.4 – Unity

So that operations affecting space are not reduced to a succession of disparate actions, it is important to pay heed to the coherence of renovation operations. This means making unity a common thread in such work. Indeed, whilst each site has its own specific characteristics, it is part of a greater urban whole. This quest for a "common thread" implies first and foremost taking stock of the errors of the past by progressively freeing that space of everything that is cluttering it up to reverse the effects of the practice of anarchic and heterogeneous space-filling that we have seen in the past. This process of "design subtraction" is intended to return the public space to its original purpose as a place of exchange and a place for living, making the street a pleasant environment to be in.

This means controlling development through the introduction of an "installations permit" (*permit d'implanter*) which dictates the way in which new objects can be erected (bollards, lights, metal cabinets, etc...) on the public highway. Given this new constraint, operations affecting space have to turn to new solutions.

In a similar spirit, street fittings providing information to the public are assembled on single units wherever possible (as is the case with the bus shelters in the Rue de la République) and work has been done to create a sort of supporting structure which can handle a range of different functions (lights, signs, litter bins, telephones, etc...) ⁴.

⁴ cf: section 2.4.1 – definition of vocabulary.

Once the space has been freed up, new developments must respect common regulations for ground and surface layout and treatment in terms of choice of materials, vegetation and furniture. These rules have therefore become both the language and the vocabulary of the town.

This language – a factor of coherence and identity which can be understood and accepted by all designers – has facilitated the introduction of a real urban culture and created a style which is specific to the Lyon conurbation in the way materials and forms are used within the town. This urban vocabulary⁵ is representative of the town's culture past and future, is based on the same fundamental values as the public spaces policy as a whole: the capacity for reproduction, simplicity, modernity, sustainability, easy management and reduced cost.

2.2. A new organisational form

Operations affecting public spaces encompass a large number of actors, all of whom can legitimately intervene in their different capacities, and all having their own objectives and remits.

As a result, in a single space, several commissioners of works⁶ can be competent to intervene depending on whether it concerns the highway and the surrounding land, lighting or areas planted with vegetation. In this category, we find in particular, the state, the county council, the urban community, the municipality, and so forth...

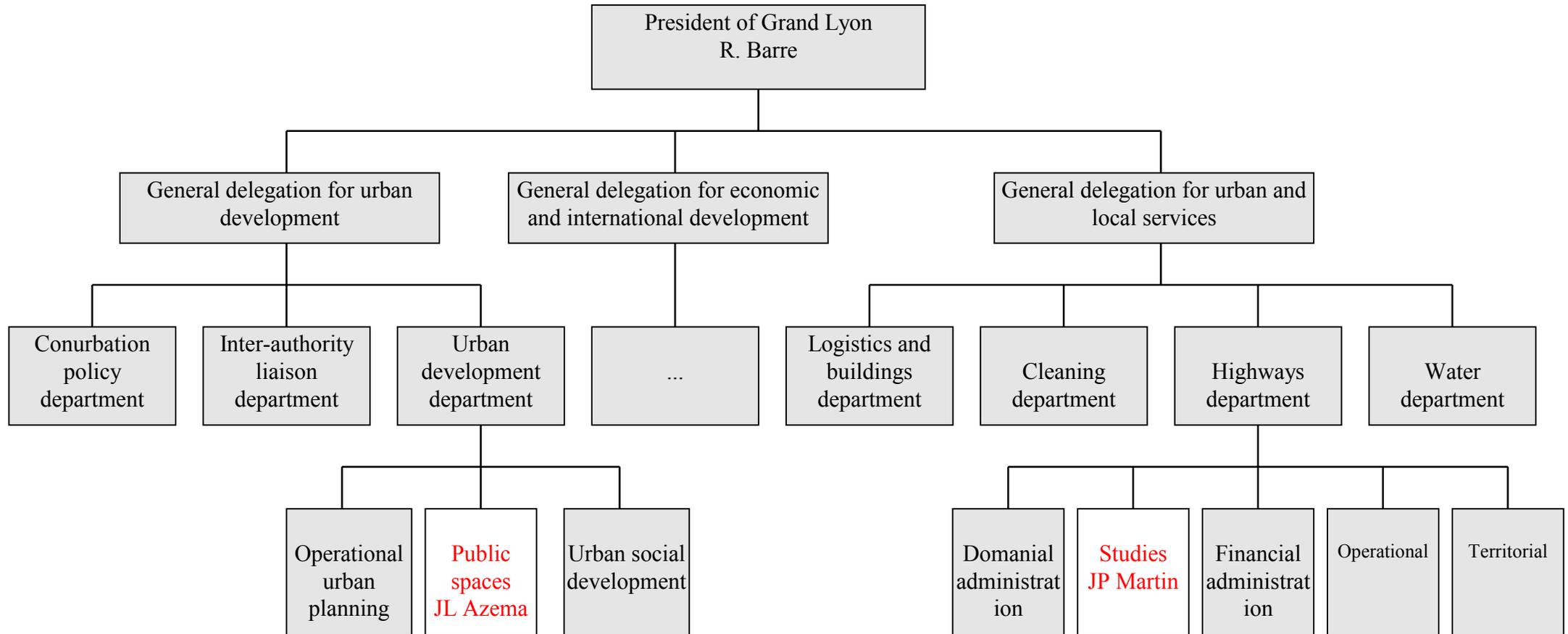
Furthermore, the interventions of the different entities holding concessions for the different utility networks have to be added to the list, each one having its own financial and management interests, without necessarily having an overall vision for the site as a whole: urban utilities (waste water treatment, lighting, water, etc...), private organisations (cable layers, France Telecom, etc...), public transport companies and so on.

Given that context, each will act according to a logic which is specific to its own sector, to provide the services that are necessary to life being sustained in a given urban district. Control over these divided, fragmented and sometimes poorly-defined commissioners of works often led in the past to inadequate co-ordination between them and the main

⁵ cf: section 2.4.1 – definition of vocabulary.

⁶ "Client" or "commissioner of works": corporate entities, institutions (states, villages, associations combining several villages, public establishments, etc...).

Grand Lyon Organisation Chart



contractors they employed⁷, and poor definition of responsibilities. To address this problem, *Grand Lyon* decided to introduce on the one hand, strong and concentrated commissioning of works by the client, which would be totally transversal in relation to traditional technical services, and on the other, an effective partnership with the different main contractors from the institutional sector (*Grand Lyon*, the county council, the state, etc...) and with the representatives of concession holders or other private bodies.

On the basis of the observation that public spaces include both squares and everything to do with the highway, *Grand Lyon* put in place two departments accounting for these two major areas. The new Public Spaces department is primarily concerned with squares and major projects, whilst the Highways Authority bureau concentrates on roads and what is on them.

2.2.1. The Public Spaces department: working towards "forceful" and transversal commissioning of works practices

a. Why create a Public Spaces department?

First of all, commissioning of works has to be transversal to avoid approaches which are overly-specialised on the one hand, but also overly-partitioned and independent from one component to the next. Such approaches can be seen both in the structures of towns' technical services – the bigger the town the more this applies – and indeed, within the technical services of *Grand Lyon*.

So as to dispense with this sectarian approach, Lyon's Urban Community chose to:

Create a specific department called the "Public Spaces department", which is positioned deliberately as part of a "general delegation for urban development", thus reinforcing the idea that action affecting public spaces is one of the tools available to urban reconstruction;

⁷ The main contractor is the designer of the project who prepares the plans for it (eg: architect, engineer, design office).

Delegate the responsibilities hitherto the domain of the Municipality to this department⁸. For each project, the Public Spaces department signs a contract with the technical services of the Municipality to take over its responsibilities in areas such as parks and gardens and public lighting.

- Partnership with other private operators involved in public spaces

So that public spaces are dealt with as an entity, and with the presence of a large number of different operators a has been set up with partnership with the commissioners of works from the private sector (France Telecom, cabling companies) and/or concession holders⁹. Much greater detail was entered into with the private operators such as France Telecom and the French electricity provider (EDF); they were invited to consider what street furniture *Grand Lyon* could install to prevent the town from becoming cluttered with the bits and pieces that the technical departments of those private operators need. The Public Spaces department thereby sought to share its culture and working methods with its leading commissioners of works.

As far as other operations affecting public spaces are concerned, joint agreement for each project prevents disunity in the installation of street furniture for the developments being planned. To satisfy this desire to maintain coherence and limit the proliferation of urban furniture, the Public Spaces department has introduced an "installation permit", which has no legal value but which formalises development culture. Currently, this competence is placed under the responsibility of the design bureau of the Highways Authority.

b. Its missions

The Public Spaces department was attributed two main missions:

- The first is to do with exercising single-entity commissioning of works for public spaces projects. The idea of this was that initially, it would be an opportunity to run a life-size test of the process and pass on innovative know-how.

⁸ The Municipality's responsibilities in the area of development of public spaces is limited to parks and gardens and public lighting.

⁹ Cf: paragraph 2.4.1 – Lexical definitions

- The second is to do with bringing in a new culture of public spaces, and the way responsibility for it can be **shared with the traditional technical services of *Grand Lyon* and its communes.**

c. When does the Public Spaces department get involved?

The department is primarily involved as a client and does no main contractor work. When the Public Spaces department exercises its responsibilities as a client, it is in fact **temporarily standing in for certain traditional technical services**, whether it be those of the Lyon Urban Community (water, waste water treatment, etc...) or of the communes (public lighting, parks and gardens, etc...). If necessary, it will work in partnership with the design bureau of the Highways department of *Grand Lyon*. It is becoming the lead department in activities associated with "major public spaces", and in most major projects.

The other operations can be undertaken either by the communes (who theoretically continue to have responsibility for parks and gardens and lighting), or by other departments within the *Grand Lyon* organisation. If this is the case, the Public Spaces department will still be there to guide the other departments via one of its "technical groups".¹⁰

d. How does it get involved?

For the Urban Community's own services, this comprehensive project management format adopted by the Public Spaces department happens in a structural way, with the creation of specific budgetary allocations and, for those attached to the communes, contracts voted on a case-by-case basis by the councils of two authorities.

In this way, the Public Spaces department is authorised to work on all the elements of the public space at the same time, and can be responsible for commissioning works, which can be placed under the supervision of a project manager selected from within the department.

Their profile must be a pluri-disciplinary one, open to innovation, having the thoroughness of approach that is necessary for effective project management, cultural sensitivity and understanding, allowing them to carry on a well-balanced dialogue with the main contractor without acting in the latter's place.

¹⁰ cf: paragraph 3.1 – The setting up of two validation groups.

From the very first stages of the project, the different technical services competent in a given area are asked for their view on the expectations and obstacles which are likely to emerge from the project site. The elements designed thus are then put into hierarchical order during meetings directed by the technical group referred to above. The contradictions and other expectations raised through this process allow the service to define the programme.

2.2.2. The design bureau within the Highways Authority

The Highways Authority design bureau was not a product of the changes described in *Grand Lyon*'s policy outlined above. It has always existed, as in every major town. However, it has moved on over time.

a. Why is it there?

First of all, to ensure that the actions led by that service are compatible with the works being carried out by the Public Spaces department, it works alongside a general delegation within the local urban services department¹¹. This service, which is both client and main contractor, is assisted by an ensemble of six subdivisions at the different levels of local authority.

The Highways Authority design bureau has been looking more recently at the idea of working with a pluri-disciplinary team and bringing outside individuals into the loop to take a role in the different projects. This would include such specialists as historians and sociologists who have areas of expertise which are specific to the major orientations of the Urban Community's policy.

b. Its missions

Although it represents 90% of public spaces, the highway has to be treated in the same way as the other elements which make up public spaces, so as to ensure overall coherence. On the basis of this requirement, the Highways Authority design bureau has fixed specific objectives for itself:

¹¹ Cf the organisation chart of Grand Lyon

- to break with the traditional conception of highways only being used for the automobile;
- **to create a better balance between developments undertaken and the needs of all users**, thus combining all means of travel whilst giving pride of place to the pedestrian in the urban context.

c. When does it get involved?

The Highways Authority design bureau has one particularity: as well as being the client, it is also the main contractor: it has put together a pluri-disciplinary group which includes architects - who are replaced every two years - engineers and sociologists. This allows the more subjective aspects of the various sites under investigation to be taken into account at the same time as *Grand Lyon's* policies.

All projects are therefore executed by the bureau using its design office, which works according to pluri-disciplinary principles using a mixture of public and private expertise.

d. How does this work?

The Highways Authority design bureau, a little like the Public Spaces department, has a remit which allows it to work on all the components of space at the same time. It also has the commissioning of works to take care of, which can be put in the hands of an individual chosen from within the department who is made responsible for the operation.

All the projects allocated to the Highways Authority design bureau or the subdivisions of the Authority at the different administrative strata are assisted by a technical department. Furthermore, the Highways Authority design bureau can be involved as a technical guidance service for the Public Services department in a certain number of projects which are connected with highways work in general.

It is thereby based on the definition of the limits of the remit in favour of a design which takes all uses of the highways into account, as well as widening, uncluttering and protecting pavements, road reductions, etc... Particular attention is paid to street-lining trees.

2.3. Coherence in the main contractor function

2.3.1. Identifying the most suitable main contractors

The Lyon Urban Community has introduced highly demanding quality requirements for main contractors so as to fulfil all the principles laid down in its new policy.

In order to choose the most pertinent and best managed solutions, *Grand Lyon* authorities felt it was crucial in the first instance to understand the potential resources that were available to it and to get a handle on their various leanings (architects, landscapers, designers, artists, etc...).

This understanding, which has to be updated continually, is gleaned through interviews, from references in publications and, as time goes by, the examination of candidates' responses to calls for tender.

2.3.2. Working with them

All the procedures available under the public contracts code have to be used, and in the most appropriate way possible¹² given the subject being dealt with and the policy put in place.

Each year, a new call for candidates is published for the completion of minor operations (20 on average), involving contracts of under 450,000 francs (around 68,000 €) including VAT. This procedure allows *Grand Lyon* to update its files on local talent and to identify new teams which could be tested on minor operations initially, on the basis of a range of specific styles being sought.

For more substantial operations, and according to the context, the full design and specification procedure (*procédure de concours*) or design solutions tender procedure (*marché de définition*)¹³ will be used. There are generally about four successful candidates in the case of the full design and specification procedure. Where possible, they will have different things to offer in terms of creativity and style, thus giving the client a bigger choice of expertise.

¹² cf: annex – Procedures for the market of public contracts

¹³ ibidem

Amongst the one-third representation of architects on the jury, two appear on the list drawn up annually. They are chosen each in turn and more particularly according to the quantity of contracts they have already won within the conurbation, so as to avoid penalising them when they participate directly in calls for tenders.

2.4. Tools for the development of Public Spaces

Two major categories of tools have been selected by *Grand Lyon* to structure their operations on public spaces which ensure overall coherence across the whole of the conurbation.

2.4.1. Definition of a common vocabulary

a. Why?

Because they are immediately visible, the materials, vegetation and furniture which make up public spaces leave their mark on the overall profile of the town and contribute to the quality of life therein. Within the framework of coherent urban development, and being careful to respect the identity which is specific to each town, *Grand Lyon* has progressively built up an urban vocabulary for itself. This has been defined thanks to the **contributions of representatives of the professions**, in particular the urban planning agency, (*Agence d'Urbanisme*), historians and politicians, so as to design products and development projects which are reliable and effective, in coherence with the uses which are required and can be reproduced throughout the town.

By introducing a common vocabulary, work is done just as carefully in the smallest communes as it is in the major centres, for major development projects and small neighbourhood projects. Urban art also has its contribution to make to achieving this aim of solidarity; it reinforces the feeling of belonging amongst the people of Lyon.

b. How?

Consultation and transversal work with the pluri-disciplinary teams has allowed the Lyon conurbation to formalise some rules regarding what is put down on paper, in the form of a “catalogue of trends” concentrating on the major components of public space.



The materials used, vegetation planted and street furniture installed. These elements define to a large extent the personality of the conurbation.

The vocabulary defined in this way is not set in stone for ever. It evolves and broadens constantly, through the contributions of designers when new projects are introduced.

c. Some principles adopted in respect of the vocabulary used

The vocabulary was defined with reference to the history and culture of the Lyon conurbation, featuring the particular tones of the Rhône and Saône rivers.

One of the main principles is to do with the search for simplicity and the adoption of a limited range of materials for surfacing and for furniture. This allowed the town to break with the somewhat banal tradition of using a multitude of surface coverings which serve to make places more complex and more difficult to “interpret”.



As part of this ambition, *Grand Lyon* organised a competition in 1990 for the design of a range of street furniture which satisfied the different sites’ needs for comfort, aesthetics and adaptability.

You would be forgiven for thinking that this formalising of vocabulary might stifle the creativity of designers. Experience shows quite the opposite, that it can even contribute to the overall credibility of the process. In any event, it is the pertinence of the project which allows the designer to make the particularities of the site acceptable in the case of a surface or of furniture being used which does not appear in the standard vocabulary.



Lamppost and bench of Wilmotte

d. Adaptability of the vocabulary

Since 1992, the year it came into force, Lyon's urban vocabulary has evolved continually. It changes to meet the needs of new uses, new expectations resulting in part from the advancement of *Grand Lyon's* policy and in part on account of the introduction of new elements of the urban space.

Indeed, the emergence of the new tramway system in Lyon has brought with it new styles of street furniture which had not been seen before (such as the supporting elements for the overhead cross-overs, for example).. Other elements, such as bins or grilles at the foot of trees, have yet to be designed.

The vocabulary evolves in tune with the technical and functional results of what exists already. Its use and sustainability over time are evaluated through studies.

The vocabulary is clearly pegged to basic principles, but it is also in a state of constant evolution.

2.4.2. Definition of planning tools

The first questions the client tends to ask concentrate on where the public space to be developed is located, what the time lines are and how it should be done.

Thus, the action led in favour of the development of public spaces was part of a **general framework of reflection to provide the basis of *Grand Lyon's* urban planning policy**. After work had been done on defining an urban skyline, the conurbation started to put in place master plans and reference documentation on different scales. They were to become the keys by which the coherence of the operations affecting the morphology of the place was to be achieved. It was also a means of better encompassing the actions of the various departments concerned.

The different plans were accompanied by more operational tools such as urban travel plans (*Plans de Déplacements Urbains* – PDUs) and charters on the use of trees in the town and the installation of urban furniture. Pedestrian traffic, cycles and mobility-impaired individuals are also organised through the PDUs.

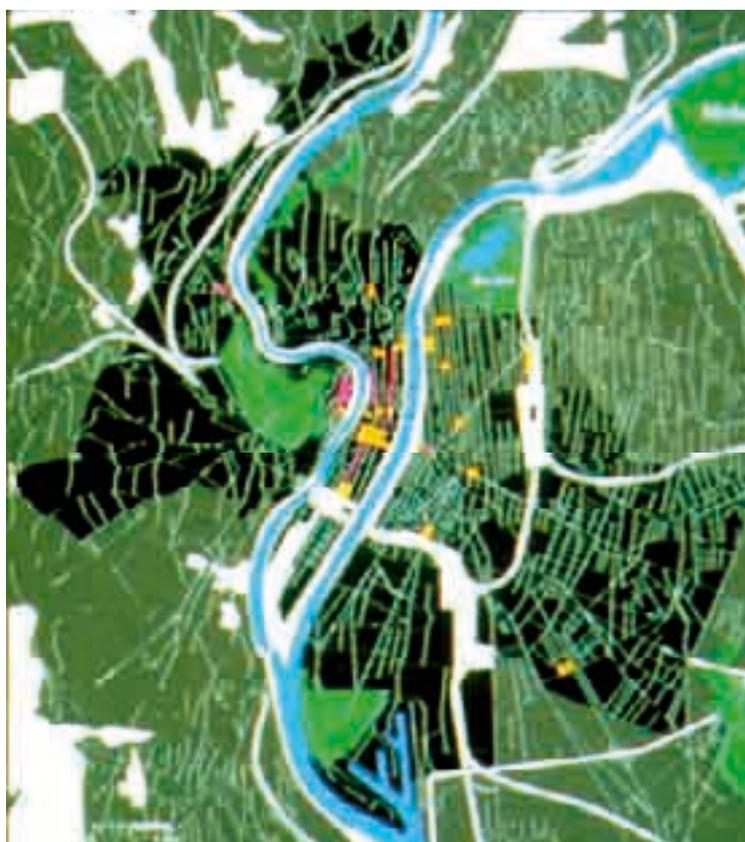
a. At conurbation level

- **The Master Plan for Urban Planning and Development** (*Schéma Directeur d'Aménagement et d'Urbanisme* – SDAU) is a plan for the whole of the conurbation which defines the main themes of urban development policy. This plan is specific to each major conurbation, and is revised every 10 to 15 years.



- **The Master Plan for Public Spaces** (*Schéma Directeur des Espaces Publics*), which is currently being drawn up for the whole of the Greater Lyon area, will be the tool used to organise public spaces policy and to define the objectives towards which that policy will be working. It is supported by a new network which encompasses the geography of Lyon, its urban skeleton and the situations of the different districts. It provides an overall local framework for all public spaces development projects and provides better co-ordination for the different actions planned. Nevertheless, it is very difficult to set up given the political issues it brings to the surface.

- **The Green Plan** (*Plan Vert*) provides for the protection of natural areas and parks and gardens within the conurbation. In time, there will be four large parks to oxygenate *Grand Lyon* and its focal points: the Parc de la Tête d'Or, the Parc de Parilly, the Parc des Hauteurs de Fourvière and the recently-created Parc du Confluent or Parc de Gerland. The preservation and development of vegetation will also provide a sort of continuity between the major wooded areas of the conurbation.



- **The Blue Plan** (*Plan Bleu*) is the mechanism for continuing the town's dialogue between itself and the water. This plan aims to maximise the effect of this crucial component of the Greater Lyon area's natural assets, and includes a plan for the development of the riverbanks and their immediate environment so that the conurbation and its inhabitants can once again enjoy their special relationship with their rivers and everything that goes on around them or connected with them (the development project for the promenade along the riverbank, the cycle track, etc...). Lyon's two rivers, the Rhône and the Saône, are dealt with in the Plan Bleu. The whole of the plan comprises a protected area of some 2,000 hectares¹⁴.



- **The Colours Plan** (*Plan Couleurs*) was drawn up on the basis of the work done to add colour to the buildings on the banks of the River Saône, the Rhône and to the city's major complexes. The colour schemes chosen will be used to valorise the different sites throughout the conurbation according to the characteristics of each.

- **The Cycle Plan** (*Plan Vélo*), prepared by the Highways Authority design bureau, provides some clear definitions of the expectations and habits of cyclists using cycle lanes.

¹⁴ 7.7 square miles

b. At city level

- **The Lighting Plan** (*Plan Lumière*) is a project for attractive lighting in the town. Going beyond the basic regulatory requirements for lighting, the plan is designed to depict a nightscape offering citizens the best possible conditions in Lyon by Night. The major principles of the project are to light the pedestrian routes, cast light on the town's monuments and generally to help people get around at night. It distinguishes the different districts more clearly, thereby increasing people's sense of security. Improvements to the quality of lighting and the design of urban furniture is also part of the approach adopted.



Hôtel Dieu



Fr. Guy

Concepteur: Jourda-Perraudin

Quai Charles De Gaulle

- **The Presqu'île Plan** (*Plan Presqu'île*) seeks to preserve the heart of the conurbation to make it into a lively city centre area. To develop and enhance the public areas of the Presqu'île¹⁵, the priority was given to public transport facilities and pedestrian comfort. So as to free up space, a number of underground car-parks have been built, in place of surface parking which had become terribly disorderly. This development meant that squares and parks could be created (Antonin Poncet, Célestins).

3. Methodology used for the development of a project

The development of a project depends on the place it occupies in the public space. Indeed, whether it is primarily to do with the highways or is a major project for the development of a square, the same logic will not apply, since it will not be managed by the same department. Despite this, they will, of course, have many projects in common.

3.1. Setting up of two validation groups

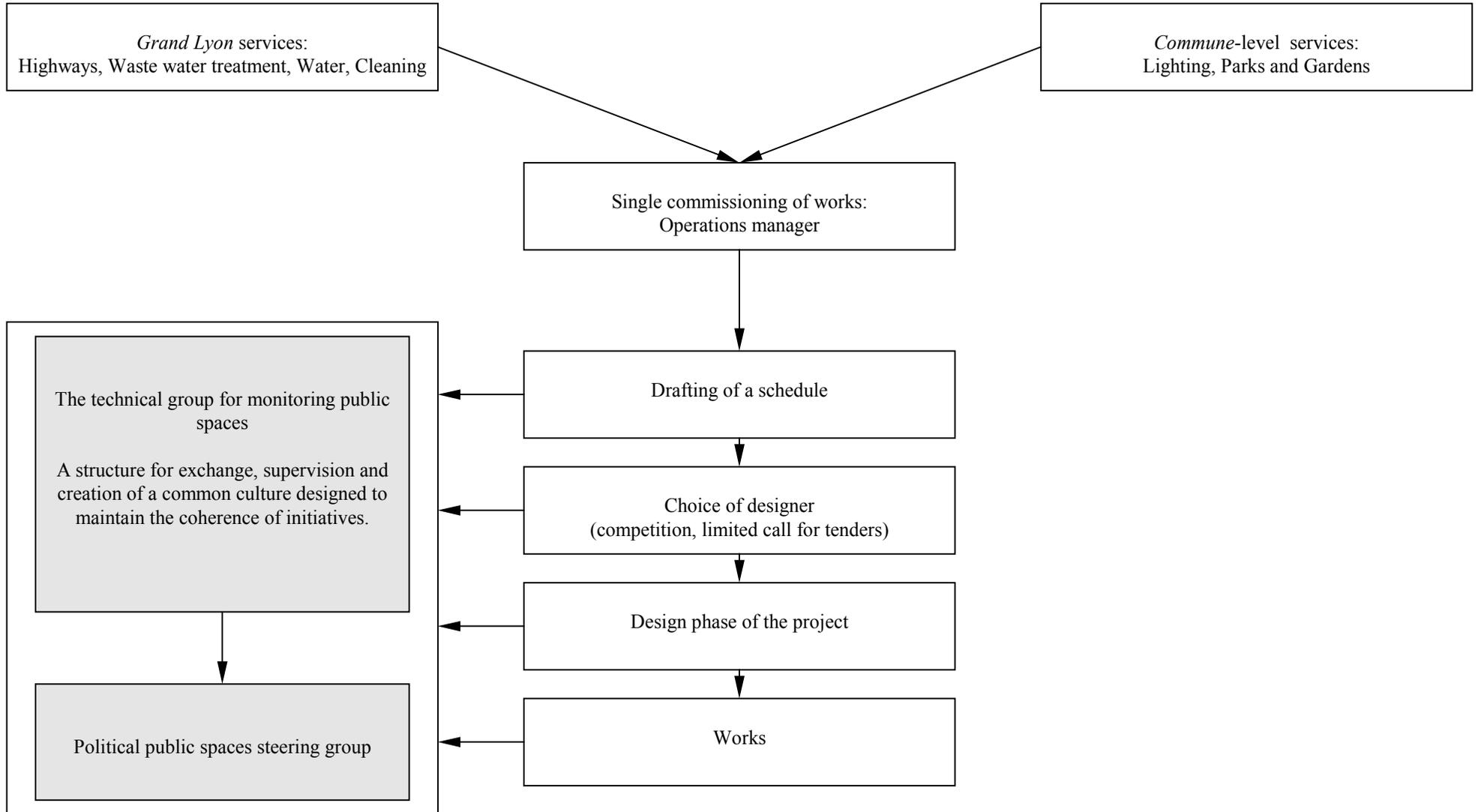
The client / main contractor pairing is guided through the qualitative development of the project and the resolving of contradictory issues by presentations before two decision-making groups: a "technical project-monitoring group" and a political group, the "urban spaces monitoring group".

The technical group is headed up by the manager of the Public Spaces department, and the political group by the vice-presidents of the Urban Community, responsible for urban development and public spaces.

¹⁵ The central part of the city located between the two rivers (the word *presqu'île* literally means "almost island").

Grand Lyon

Organisation of commissioning of works for public spaces



During the presentations made by the operations manager and the main contractor before these two groups, those technical and political actors who are particularly interested in the subject being addressed will also attend.

a. Managing contradictions

The objective is to manage complexity having previously identified possible contradictions which are processed by the technical group, then by the political group, in each instance bringing together all those involved in the project or affected by it in the same place at the same time with the project designer.

b. The quest for design quality

The second concern of the two validation groups is a permanent quest for design quality based on the best possible compromise between usage and form, on a respect for the site's identity, on the identification of an "appropriate scale for the project", all of which adheres to an overall form agreed upon for the conurbation. Thus, the dialogue with the main contractor is often to do with identifying the simplest approach, eliminating gratuitous or overly ostentatious elements and unjustified construction.

The quality of the design must also be the fruit of a search for pure technical quality in such a way as to secure developments which will last over time and are realistic from a site management point of view.

In order to achieve that, the main contractors, architects and landscapers – having been given complete responsibility for the execution of the project – are asked to link up with the people from the technical design offices.

3.2. Steering

3.2.1. Steering operations

a. Under the directions of the Public Services department

- **A single project leader**

The creation of a new department within *Grand Lyon* which is specifically responsible for public spaces has led to the setting up of a **more effective project management system**.

Once the schedule has been drawn up and the designer chosen, the work of compiling the actual project can begin, under the guidance of the head of operations and the main contractor, either from the very beginning for minor operations, or on the basis of sketches produced during the submission phases of full design and specification procedures or design solutions tender procedures.

- Its missions

The nomination of a single project leader renders that individual responsible for the whole of the construction or development programme. He will provide the interface between the different partners. He will amass wide-ranging know-how which goes well beyond the realms of basic technical knowledge, allowing him to exchange with a broad range of contacts, from architects, landscapers, engineers, politicians and residents to the men working on the construction sites representing the contractors.

After an initial consultation period, the project leader will ask the main contractor to sound off his initial development ideas against the plethora of actors concerned, from the various technical, political and end-user categories.

Theme-based meetings then take place to identify the particular reactions and expectations of the different parties involved, which can often be contradictory. The quality of design resides in the capacity to obtain a match between form and usage, and to resolve existing contradictions through the project, without compromising that project's integrity.

The project leader accompanies the designer in these meetings. He will always be there to represent the client.

b. Under the directions of the Highways Authority design bureau

The Highways Authority design bureau is both client and lead contractor for the majority of the projects it is responsible for executing. Indeed, it is easier for the bureau to steer a project when it is the main design influence behind it. Depending on the project, the bureau will employ outside resources to constitute its pluri-disciplinary teams (landscapers, public lighting specialists, etc...). In those situations, the bureau has to manage outsiders as well as the team itself.

Furthermore, it organises similar thematic meetings to those of the Public Spaces department.

3.3. The development programme itself

The client must identify the objectives being pursued through the planned development project in as much detail as possible, whether in terms of utilisation, ambience, level of service or identity of place.

It does so by drawing up the "development programme" document, used both to help designers prepare their tender (whatever procedure is adopted) and as a reference to facilitate dialogue between the client and the main contractor throughout the process during which the project is put together. **This development programme must therefore evolve on the basis of the works of the different areas of expertise involved.**

The development programme must be representative of the expectations of the population in the most detailed manner possible. It must also be able to taken into account all the environment-related aspects of the project, whether historical, sociological, cultural, functional or morphological. All this helps to identify all the actors who will need to have their say in the future development.

a. The human sciences component

The first job of the operations manager is to carry out the most detailed analysis possible of the site through the eyes of the human and social scientists. The operations manager directs this process and will, if necessary, call upon outside specialists as the characteristics of the site require it.

The objective is to place the project in the broadest possible urban context, using, as a reference, urban planning documents, urban analyses carried out by urban planners from the different strata of administrative authority of the Urban Community and the Urban Planning Agency.

Very often, a historian will be involved in the process, as will a bureau specialising in human sciences, which will carry out an investigation and make observations on the ground. This approach means that elements relating to the socio-economic context, actual practices, the expectations and representations of the local population concerned can be taken into account.

This "human sciences" component will be one of the cornerstones of the programme, and will, from the outset, put users and inhabitants at the very heart of the project.

In more detail, the following components will be present:

- an analysis of social practices
- identification and profiling of the different people frequenting the area
- an analysis of the life experience of those different population groups
- an explanation of the expectations of the different users
- an explanation of the expectations and needs of local decision-makers (politicians, technicians, etc...), shopkeepers and other professionals using the space.

Depending on the scale of the operation, the cost of this human sciences component will be somewhere between 80 and 120,000 francs including VAT (between 12 and 19,000 €).

The programme also includes a component which takes the "feelings" of the place into consideration, including its past memories, its spatial and poetic potential, and may even include the services of a writer who expresses him or herself on the place that is going to be transformed.

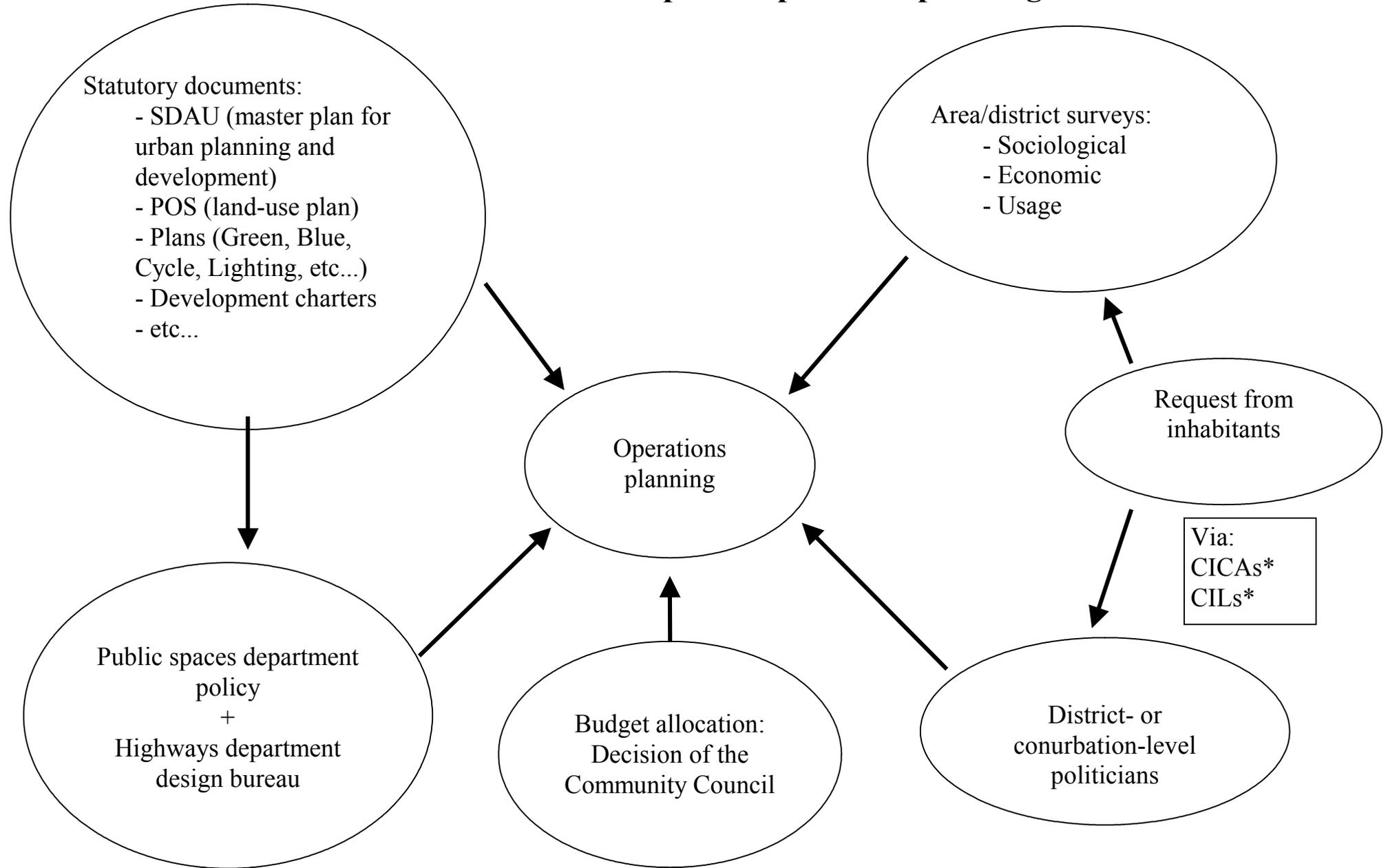
This approach contributes to the sensitivities of those involved in the project, whether clients or main contractors. Reference to the conurbation's development vocabulary is always present, even though the debate remains open throughout the preparations of the project.

b. The Technical and Functional components

The last component of the programme is one covering the more functional objectives of the project, in particular in terms of traffic, parking, catering for markets, etc.. and, of course, an objective costing of the development.

This ensemble must be as detailed as possible, adopting straightforward, common-sense approach so as to limit the risk of the project being severely compromised during the design phase, which affects the cost of the project, the creativity of the main contractor and allows a proper dialogue to be set up with the client.

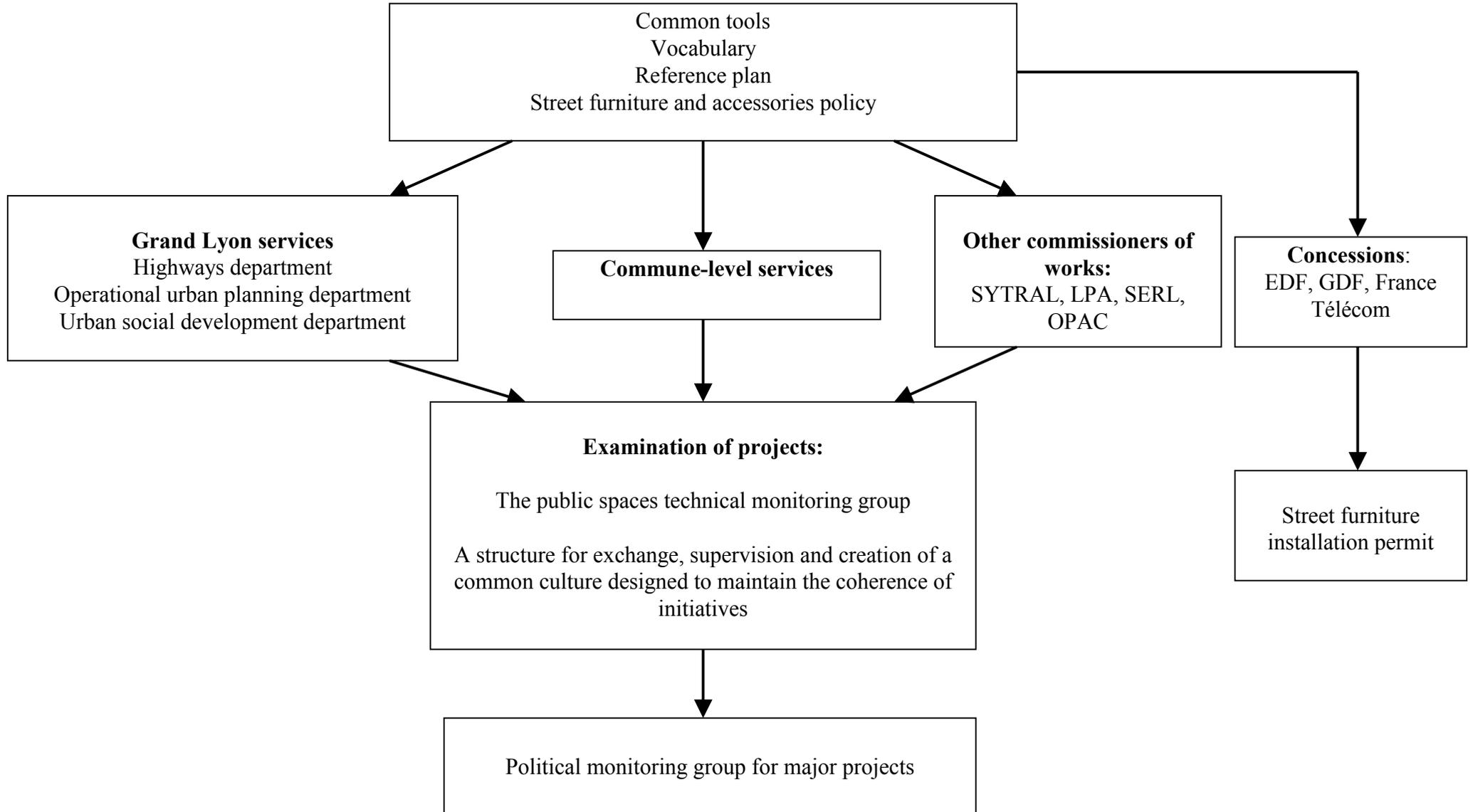
General outline of development operations planning



*CICA: Neighbourhood initiative and consultation committee

*CIL: Local interest committee

Breakdown of public spaces policy



c. Interdisciplinary work

The space being treated is studied according to both technical and cultural aspects. This inter-disciplinary approach facilitates the identification of the major players as far as the space is concerned, and is used as a basis for constructive consultation during the operation. Finally, the programme must include an initial prioritisation of contradictory uses and functions, in such a way as to give room for solving those contradictions.

3.4. Consultation

3.4.1. Consultation with the different individuals involved in the project

a. With the institutions

There are several consultation phases involving the institutions.

First of all, there has to be a programme, in order for the project to exist. This is drawn up either directly by the institution, or by the body responsible in a particular area – either Public Spaces or Highways – or through a design solutions tender procedure which comprises an initial phase for the definition of the programme. Each time, the work involves a long consultation phase.

Subsequently, when the programme has been drawn up, a new consultation phase may get under way, if the scale of the project requires it. When a development is proposed, it is always presented to the representatives of the institutions for approval. Indeed, in the event of the project resulting from a full design and specification procedure (*procedure de concours*), it is defended before a jury, made up of those representatives, amongst others. For smaller projects, the project has to be validated at each stage of its development, prior to the actual execution of the works beginning.

Finally, each project then goes automatically before a political group for validation.

b. With the professionals

Each time a project is completed or is in the process of being executed, a consultation phase is put in place at several different levels with the different professionals who are directly involved in the project.

Indeed, *Grand Lyon* involves a large number of professionals in the execution of its projects as part of the new policy being put in place. Whether it is for the development of a programme or during the execution stage, consultation always features. In the first case it will include the participation of historians, social sciences consultants and landscapers, but also the technicians competent for the development that is to take place. During the whole of the period of execution of the project, the professionals gather to validate the stages of the project and the changes each stage brings. Additionally, when the project is defined, it goes before the technical group which will either validate it or not.

3.4.2. Consultation with users

The theme of consultation with users remains to be further developed in the case of *Grand Lyon*. Since this consultation must be effective and continuous throughout the project's execution, it is compulsory and the conditions are defined by the legal texts in force¹⁶.

For *Grand Lyon*, the complexity of the public space is taken into account through debate with the user.

a. During the programme phase

This consultation is first and foremost based on sociological surveys which are carried out at the very start of the programme. These surveys, based on **observations of and interviews with users**, can be considered the first part of the consultation process, aiming to identify user expectations from the very outset, prior to any formalisation of a project. Furthermore, they lend structure to the phases coming after the consultation, during the preparation of the project, by identifying the different types of users involved – particularly those who are directly affected by the development – and the user profiles representing the different types of user.

b. During the project phase

This method of structuring consultation allows the main contractor – assisted by the operations manager from the client side – to present the initial ideas about how the project

¹⁶ Cf annex

could work to the different types of users in separate hearings. As for the technical people concerned with the project, this phase allows them all to identify the inconsistencies between the project and the expectations of the users between them.

A debate with all user profiles can then get under way, as a means of addressing this problem of inconsistencies of usage identified by the project. Once this stage has been reached, a presentation of the project can be made to a wider audience, perhaps in the form of a public meeting.

However, the experience of the representatives of *Grand Lyon* has shown that direct consultation via a public meeting is often not very well structured and can be perverted by a specific category of user who have got themselves organised specially for the occasion. It is for this reason that it is important to work with **representative profile individuals**.

The profile user is usually the president of a neighbourhood association. Given that this person is known to the services of the Town Hall concerned, he or she is used to express the points of view of the locals as a whole. In a sense, this person is a sort of "supergrass", reporting on the expectations of the public.

This type of approach has, until now, been used more in the case of public spaces developments in major complexes than in projects affecting central areas in a town.

Furthermore, the consultation process must be permanently accompanied by the provision of information in line with the advancement of the project.

In certain cases of projects presented by *Grand Lyon*, it has proved to be useful to have a "**project centre**", where the different plans illustrating the unfurling of the project can be exhibited, in a place where the **theme-based meetings with the users** can also be held (cf: example of the Montée de la Grande Côte).

These exhibitions, which can be permanently staffed, also give an opportunity to other users to express their views, for those who are less representative of have maybe been forgotten.

This type of exhibition can be opened prior to the process, in particular during the phase of consultation with the designers and during the design solutions tender procedure (*marché de définition*). The opinions of the users can thus be gathered and used as an element of choice for the jury when making its final decision.

Other methods are used to disseminate information with a whole range of **hand-outs which can be made available in public places and distributed in people's letter-boxes**. *Grand Lyon* has chosen a person from within its ranks to work on the different ways and

means of consultation to get the message across in the clearest way possible. On the basis of this principle, a graphic charter has been put together. This work on communications has resulted in the publication of a work on the art of communication on the ground, to be used by those in charge of the steering committees.

c. During the work site phase

The work site phase also requires particular attention, since even a project that has the blessing of one and all can still be a traumatic experience. **Information boards describing the work in progress and information letters to the local residents** to keep them up to date on the work are very important during that phase.

In more difficult situations, *Grand Lyon* has had to turn to the **services of mediators**. These negotiators are present on the site during visits or personalised meetings. They act as intermediaries between the users and the client, and will help to pass on grievances which need to be addressed.

At the present moment in time, *Grand Lyon* is in a phase which is seeing the consolidation of this communication structure based on the beginnings of an audit on past actions. It calls upon outsiders within the urban development delegation who specialise in communications and are used as interfaces lending support to the operations managers within the Public Spaces department.

4. Results and trends

4.1. Project evaluation

4.1.1. Evaluations of development projects completed

For the time being, only the beginnings of an audit have been seen, drawing comparisons between the objectives targeted in the programmes and the realities of how they come into use in practice once the developers have gone away. This audit should mean that the overall process put in place by the Public Spaces and Highways people can be improved.

It is the experience of the coming years that will allow us to refine and add to the know-how amassed to date.

Further, the Highways Authority design bureau has used the services of an historian to study fifteen or so projects already completed so as to identify trends and the uses that have emerged in the wake of the development operation.

4.1.2. Monitoring projects over time: sustainability, change of use...

Once the development has been completed, it will evolve according to needs planned for within the project and others besides. Thus, one of the missions of the main contractors today is to **follow up the project over a period of three years to fine-tune the details of the development if necessary**. We have seen the beginnings of an audit with the comparison between the objectives targeted in the programmes and the actual uses in practice. This audit should enable us to improve the process as a whole.

4.2. Evaluation of the policy

4.2.1. Changes made since the policy was introduced

Since it was first introduced, this public spaces policy has evolved unremittingly. Based as it was at the outset on principles of development, it initially enabled the Public Spaces department to become the major client for major projects. It has also enabled the Highways Authority design bureau to bring in more muscular methods of dealing with lead contractors. This has, on the one hand, allowed them to develop a new form of public spaces management as a whole, and on the other, has brought in working practices which give the town a more unified look.

4.2.2. Future development prospects

Since it was introduced, this tool has evolved continuously, constantly moving towards a more harmonious and more coherent use of public space and *Grand Lyon* has tried to have the communes within the conurbation adopt this new culture.

Indeed, the Public Spaces department has allowed itself to be substituted by an equivalent structure from within the municipal authority on two occasions to implement this transversal project management technique. The projects in question were the Place de la Bourse and the Place des Célestins developments. Ensuring the services of *Grand Lyon* have a

better understanding of this policy will make working on forthcoming projects a lot easier.

5. Examples illustrating Grand Lyon's policy

All the work that has been presented to you in this dossier is followed by an illustration of the sites to be visited. In annex to this document, there is a succession of files designed to familiarise you with the sites before visiting them, thus allowing the person presenting the project to go directly to the crux of the matter of the COST themes they are responsible for.

**6. Descriptive cards about different projects which were explain
during presentation day**

**PLACE DU 8
MAI 1945**
8th district of Lyon
Development in
progress

The 8 Mai 1945 square is an major location at the heart of the Etats-Unis district. It is a key site for the district and for the conurbation as a whole.

At the present time, it comprises a large, empty expanse of field, a covered market and numerous parking spaces. It can be lively, but only on an occasional basis, primarily when the market is set up. It is the principle business centre for the district.

The challenge here is to consolidate these activities but also to plan others, putting together an "active" place which can be used for different uses and changed to adapt to them.

Location



The square prior to development



Mock-up of the project



PLACE DU 8 MAI 1945

8th district of Lyon
Development in
progress



Montage of the site

The project is organised around four main themes. The field, a large open expanse, is at the heart of the square. This 4,000 m² grassed area is designed to host visiting circuses, theatres and outside shows. Below, there is water and fountains.

Mock-up of the garden



Boules tracks

The alleyways of the market located to the north and the east of the main grassy area are used for part of the manufactured goods market. The surface, made of deactivated cement with a hard covering is suitable for market stalls and for car parking when shows are on.



Fountains and waterworks

The garden, which is planted out, is a continuation of the existing Caille gardens. Between the road and the field, there are clumps of trees bordering the pedestrian walkways which are used for boules and children's play areas.

The covered market



The covered market along the side of the boulevard acts as a filter between the main road and the field, shutting out the noise of the traffic going by. It is wholly accessible at the front for easy delivery. This building, which is topped with a plate of glass, is supported by wooden posts which soften the hard edges of the structure.

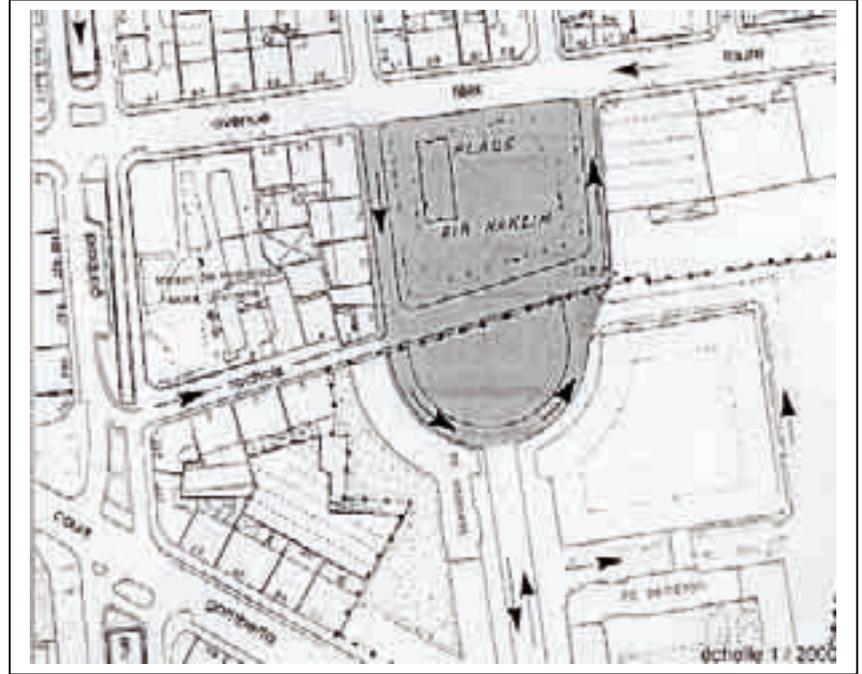
BIR HAKEIM SQUARE

3rd District of Lyon
1993

Bir Hakeim Square, covering a surface area of 8,500 m², is characterised by the association of two spaces with different uses: a rectangular square and a hemicycle.

These areas, used initially for traffic, have a special importance because they represent one of the main preoccupations of the local residents. Furthermore, the particular characteristics of the site mean that future developers have to take the residents' wishes into account: a play area for children and a boules track for the pétanque players, whilst also allowing for technical difficulties due to the presence of two adjoining streets – Rue Rachais and Avenue Félix Faure.

Location



Layout plan

Photo of square



BIR HAKEIM SQUARE

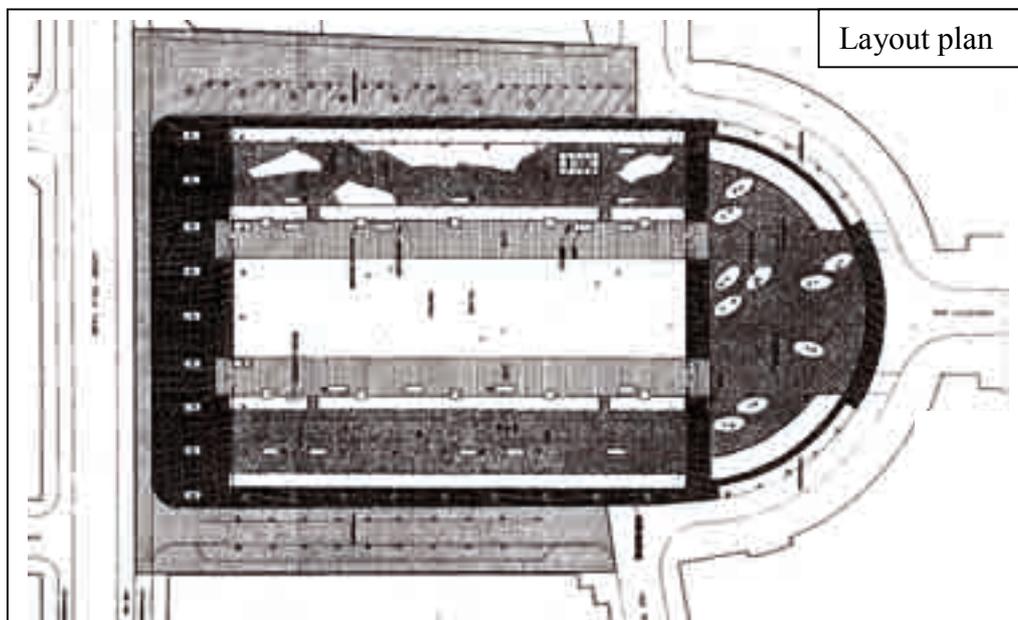
3rd District of Lyon
1993



Garden for child's play



Crossing path



The square's layout, designed very much in the traditional style by Latitude Nord – Gilles Vexlard architects, placed a large rectangle to be used as a public garden between two major routes. Dividing this rectangle into three made two lateral sections available with their trees and bushes in place. This facilitated the installation of a children's play area to the west, enclosed in a little park and protected by the overhead foliage of the plane trees, and to the east, a boules area with maximum sunlight. In the centre, on each side of a large grassy area, two routes link up the road and a hemicycle which opens onto a new housing district with clumps of trees, under which are beds of annual and hardy plants.

In the longitudinal plane, a system of high, trimmed hedges protects the different areas from the surrounding nuisances. Each space is suitable for occasional or passing visits, to satisfy the large number of different activities that go on there.

By night, the axis is lined with 2 alignments of masts which are dotted around between the hemicycle's trees, lit up by projectors fitted into the ground.

The public garden, protected by fencing, uses Wilmotte furniture for the first time in Lyon.

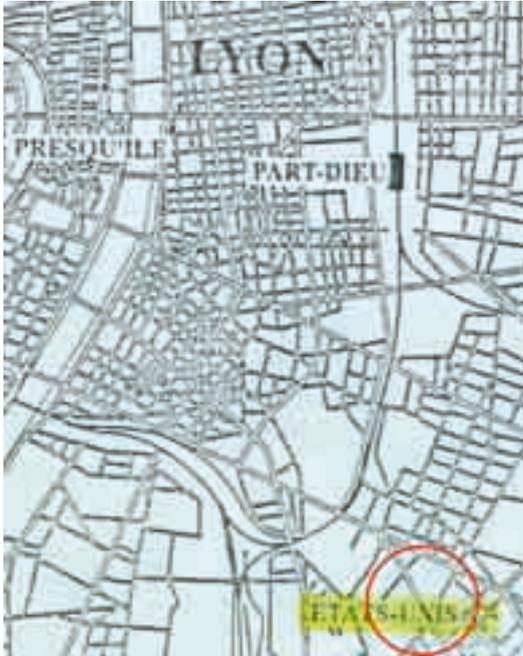
THE ETATS-UNIS DISTRICT

8th district of Lyon
1996

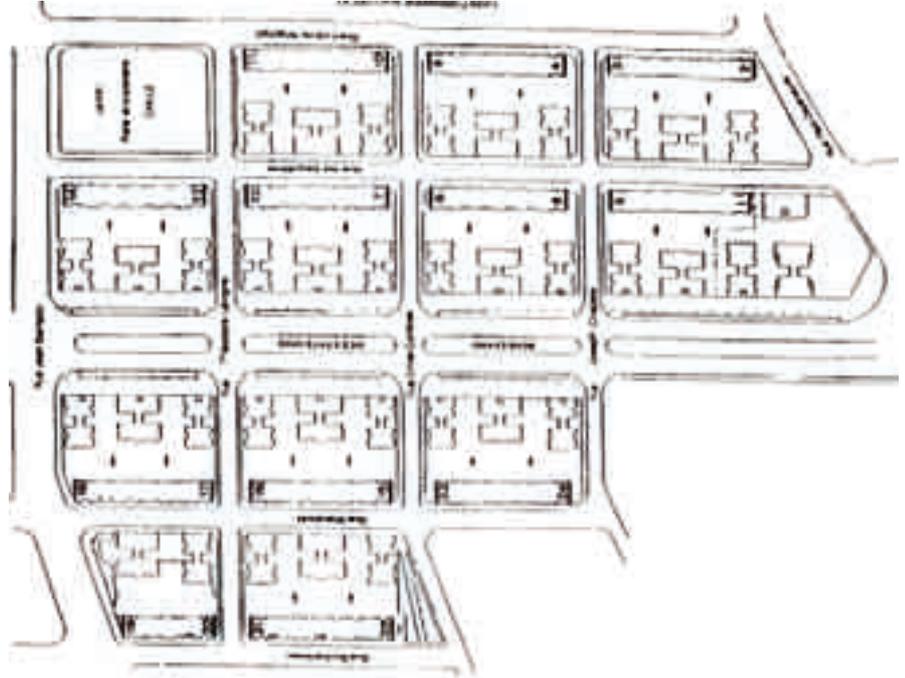
The Etats-Unis part of Lyon is a symbol of 1920s modernism. This low-cost housing neighbourhood designed by Tony Garnier in 1933 at the request of Edouard Herriot, erstwhile mayor of Lyon, was one of the major collective housing complexes built in France between the wars.

Given the advanced age of the neighbourhood, an initial operation was carried out to create the Tony Garnier "Urban Museum", which included painting all the gables. However, the decrepit appearance, the absence of maintenance and the total lack of parks and gardens were seen as a barrier to the appropriation of the premises.

Location



Layout plan

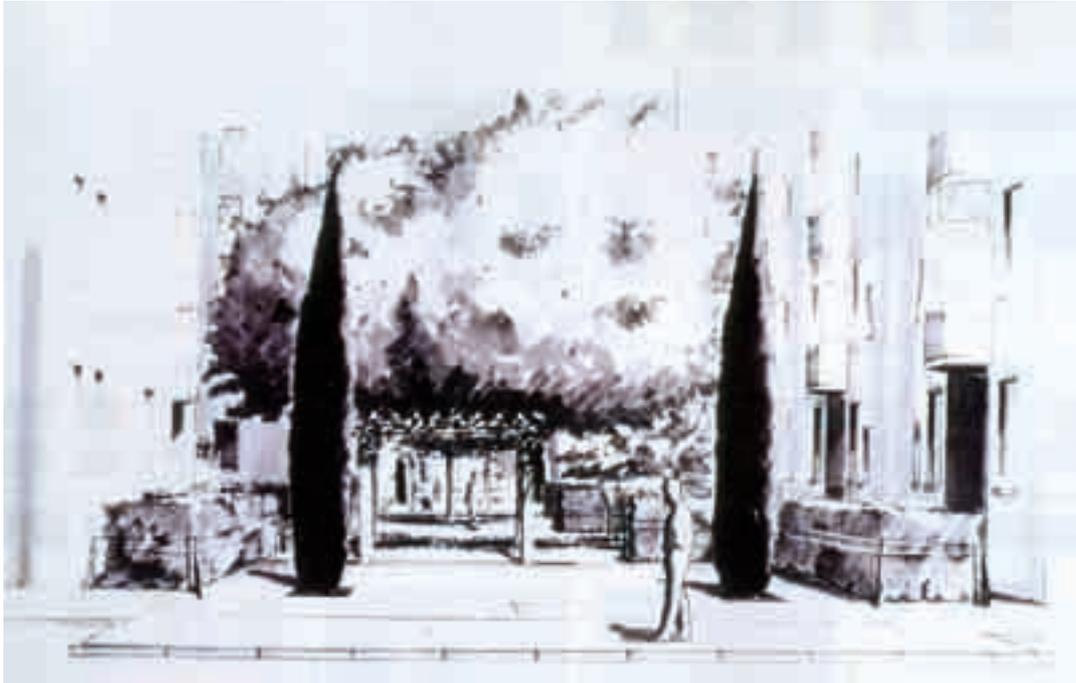


Interior courtyard



The painted walls of the "urban museum"





Sketch of the interior of a revamped block



Interior courtyard after redevelopment



THE ETATS-UNIS DISTRICT

8th district of Lyon
1996

The development of the Tony Garnier housing neighbourhood required an approach which took into account not only the architectural qualities of the site, but also the "Urban Museum" project as a whole.

As a result, all the inside areas of the blocks of flats firstly had to be planted. The work concentrated on the choice of vegetation in terms of type: quickset hedges, tall trees; in terms of function: shade, transparency of foliage; and species: plane tree, cypress, etc...

In the courtyards of the blocks there are hedges around the buildings, as well as tall trees and sometimes lawn. At the entrances, the pergolas have been renovated and have been given a new lease of life with their cypress sentries.

The courtyards have been landscaped in the same way, by combining vegetation with gravel and borders showing the part-public, part-private uses of the interior spaces and squares.

A lighting plan provides the whole of the neighbourhood with indirect lighting in the form of projectors in the ground and at the corners of buildings, paying tribute to the architectural beauty of these historic buildings and the spaces between them.

**PLACE ET RUE
DE LA
RÉPUBLIQUE**
2nd District of Lyon
1996

Lyon's Place de la République square and Rue de la République street follow the continuity of the town's two rivers. Being so central, they have become prime locations of the area between the rivers – the *Presqu'île*.

The street is one kilometre long and has been pedestrianised for 15 years. It is characterised by Empire facades and a bustling shopping and services atmosphere. The square, which boasts similar architectural attributes, serves as a link between Rhône and Saône.

Prior to its development, the street offered no unity; parts were used by vehicles to get across the Presqu'île whilst others were used by pedestrians and for parking.

Location

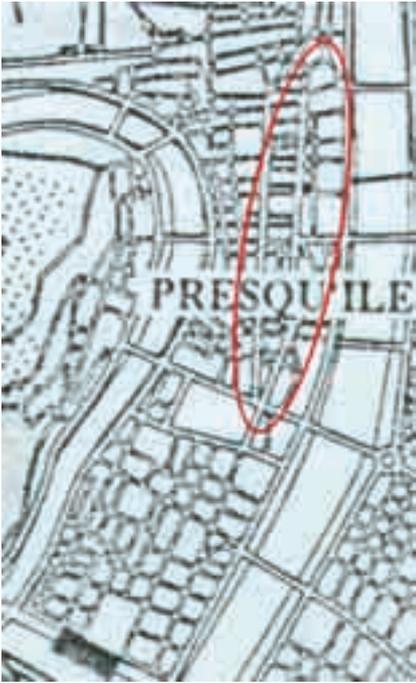


Photo from before the Great



1993



1990



1996

The Northern by-pass



Place de la République – 1996



1990



1996



1992



1996



Central section



Southern section

PLACE ET RUE
DE LA
RÉPUBLIQUE
2nd District of Lyon
1996

The development project for the Rue de la République over an area of 7 ½ acres was completed in 3 sections, with a central square.

The winning tender was Alain Sarfati in association with Wilmotte for the supply of street furniture. It had to comply with the following objectives:

- The street had to be kept pedestrian;
- The overall unity of the site had to be assured and through high-quality work, given pride of place amongst Lyon's urban developments;
- The road had to continue to express the strength and nobility of an historic centre whilst ensuring the comfort, quality, and suitability of the project for different activities and the sustainability of the development over time.

This resulted in the choice of granite surfacing the whole width of the street, attention being paid to the junctions of transversal roads to prepare the pedestrian for the site, specific and sparing use of urban furniture, the creation of intervals along the route between the different plateaux with squares, offering breaks in the existing flow.

ROUTE DE VIENNE
8th district of Lyon
1993

The Route de Vienne is the backbone of the Grand Trou district giving road access to the south of the conurbation and a busy pedestrian area on account with extensive shopping facilities.

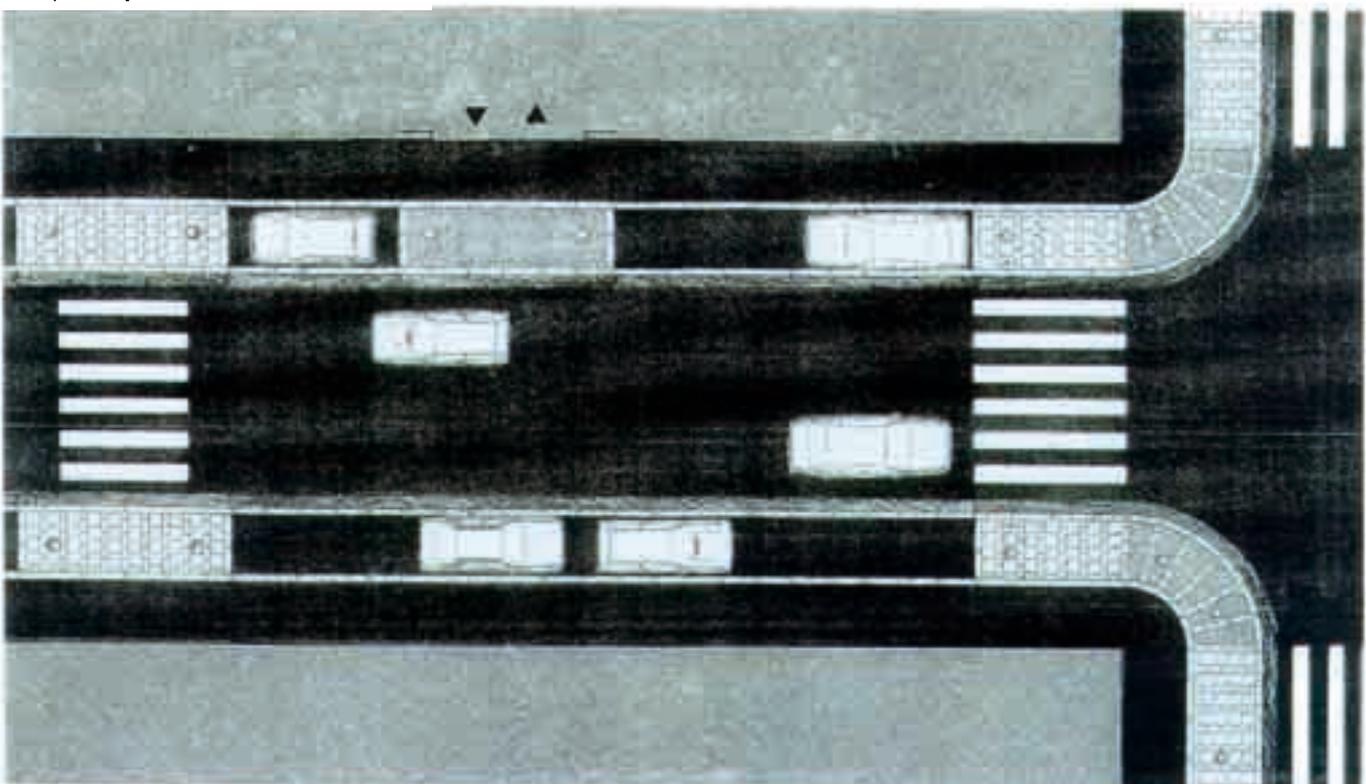
The road, a traffic route and main street with a busy shopping centre, is about 15 metres wide. The objective of the operation was to improve traffic flows, provide good pedestrian facilities and provide access to the shops. All this with the idea of making the route the communal artery of the district.

Location



Place Belleville

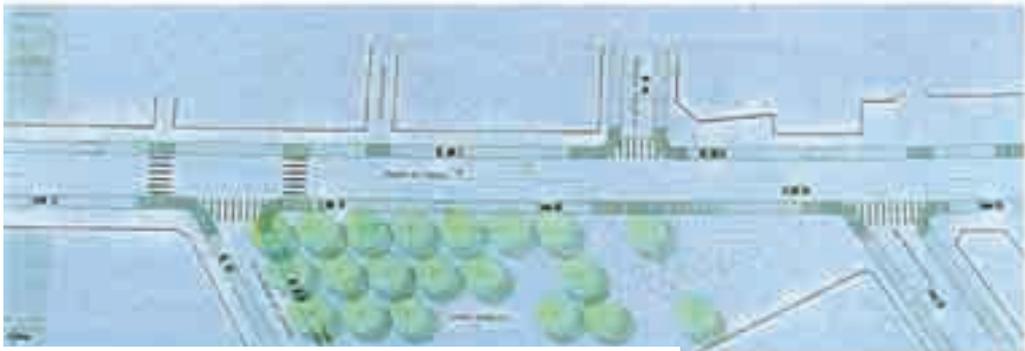
Layout plan



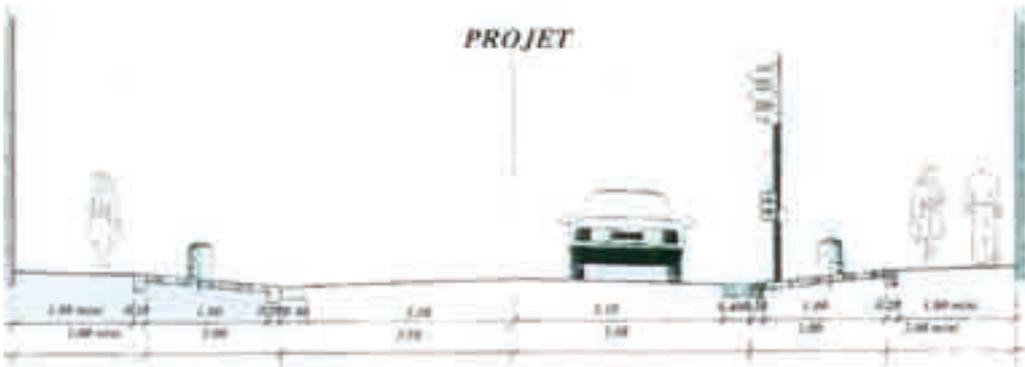
ROUTE DE VIENNE
8th district of Lyon
1993



Urban plan of rue Fonlupt through place Joseph Lebret



Urban layout plan (place Belleville)



Crossroads (route de Vienne/rue du Dr Carrier)



The area between the two rows of buildings lining the Route de Vienne is made up of three distinct zones:

- car traffic, reduced to two, 3.5m wide lanes, including a 40cm concrete gutter on each side;
- a 1.8m wide pavement for pedestrians;
- additional uses for the highway: car parking, carriage access, pedestrian crossing and bus stops.

These specific functions are expressed by a continuous strip 2m wide which absorbs the lowering of the kerb and makes a clear distinction between the areas used for pedestrians, those used for cars and those with mixed usage.

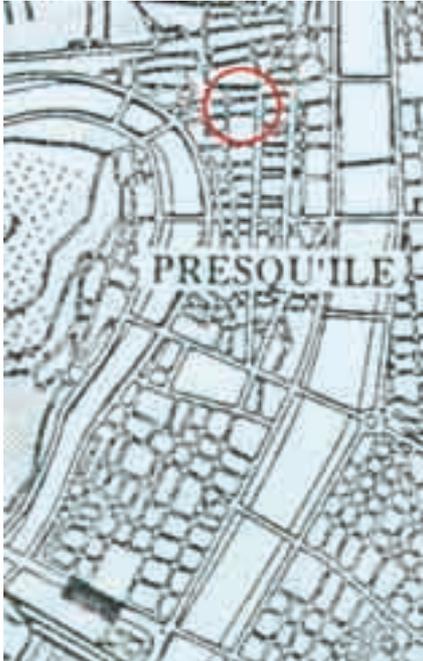
Two granite borders delimit this strip, one higher up on the pavement side, and one lower, on the road side. It is formalised with a similarity of application and unity of materials: the granite paving laid in peacock-tail design divided up by granite borders.

**PLACE DES
TERREAUX**
1st district of Lyon
1994

Lyon's Place des Terreaux square is an integral part of Lyon's history. At the foot of the ancient fortifications of the Roman town – now the Croix Rouse district – at a time when the confluent between Rhône and Saône was partially swamp-land (hence the reference to compost in the name "Terreaux"), it was the theatre for the town's history. It features some major buildings such as the Town Hall and Saint Pierre Palace, the scenes of many gatherings.

The call for tenders to develop the square was launched in 1991, with the primary objective of giving back some meaning to one of Lyon's most important squares.

Location

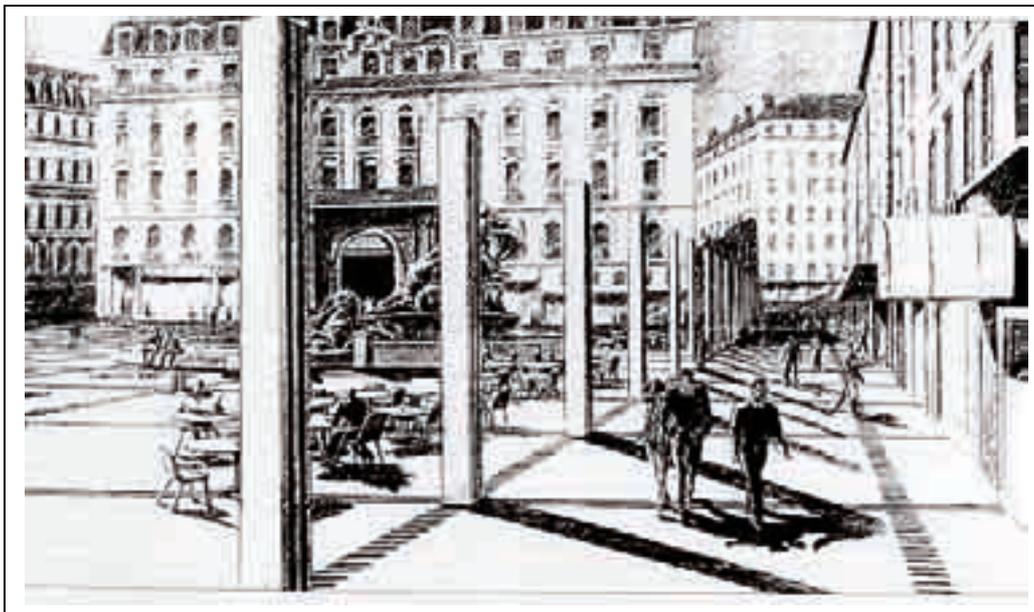


Previously



Next

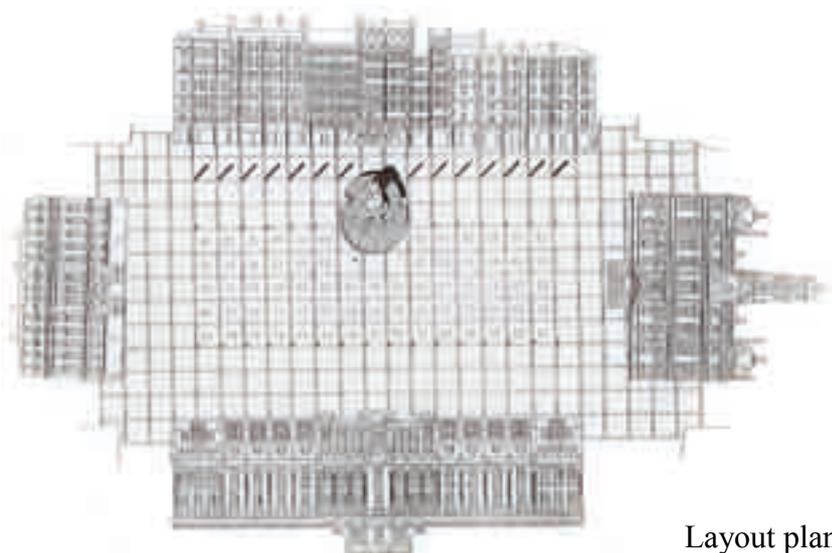




Perspective



General night-scape: the fountain show.



Layout plan

PLACE DES TERREAUX

1st district of Lyon
1994

« *Déplacement/Jaillissement*

D'une fontaine, les autres travail in situ. »

The Place des Terreaux development, designed by the artist Daniel Buren and the architect Christian Drevet, involved revamping what was there already.

It involved laying a grid over the whole of the surface, introducing static, three-dimensional elements, displacing Bartholdi's fountain and installing 69 fountains.

Major operations were carried out on a number of themes:

Water: 69 columns of cascading, dancing, illuminated water jets; 69 water pools creating a mirror effect;

Light: 69 stars, lighting projected on the buildings;

Urban furniture: absence of lighting equipment, access to underground car-parking...

Moving the Bartholdi fountain allowed the designers to emphasise the importance of water by illustrating its source at the foot of the Croix Rousse, following the flow of the two rivers.

7. Abbreviations

APS / APD	Preliminary design / definitive design
CDM	Public market laws
CICA	Neighbourhood initiative and consultation committee ¹⁷
CIL	Local interest committee ¹⁸
EDF – GDF	French electricity and gas providers
EPCI	Public establishment for inter-commune co-operation
EPIS	Public fire and safety establishment
PAZ	Area development plan
PEP	Public facilities programme
PDU	Urban transport plan
POS	Land-use plan
SDEP	Public spaces master plan
SDAU	Urban planning and development plan
SEM	Semi-public company
SEP	Public Spaces department
SYTRAL	Urban transport syndicate for the Lyon conurbation
TCL	Lyon's public transport operator
ZAC	Mixed housing development zone
ZUP	Priority development area

¹⁷ CICAs are specific to Paris, Lyon and Marseilles. It provides associations with a platform for debate with the conurbation's council

¹⁸ Ibidem

Mention Obligatoire

Place du 8 mai 1945

*Maquette du projet
Maquette du jardin*

FOCALYS
Images de projets
48 chemin du vieux Moulin
69160 TASSIN LA DEMI LUNE
Tel : (04) 78 33 54 54 Fax : (04) 78 43 36 47

*Photo montage du site
Jeux de boules
Fontaines et jeux d'eau
Les halles*

François ROBIN©00

Place des Terreaux

Artiste : Daniel Buren
Architecte : Christian Drevet

Avant

©Fr. GUY

*Après
Vue générale de nuit : jeux des fontaines*

©Erick SAILLET
(04) 78 47 14 43.

Quartier des Etats-Unis

Architecte : Tony Garnier

Croquis d'intérieur d'ilot réaménagé

Cabinet ILEX 92

Route de Vienne

Réalisation de la fiche

Service Voirie études

Place Bir Hakeim

Cabinet Latitude Nord : Gilles Vexlard

*Vue générale du square
Jardin pour jeux d'enfant
Allée traversante*

©Dufresne

COST C9

The Cité Internationale of Lyon

- Manadgment & works methods about an involved project -

*This document has been written by
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in collaboration with M. Philippe GRAZIANI (Certu)
with co-opération of Neil Draper for translation.*

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Introduction

In the logical sequence of the presentation of Grand Lyon's public spaces policy, it seems appropriate that we should present the case of the Cité Internationale of Lyon.

Indeed, as a major urban project (covering a surface area of some 10 hectares¹), a case study of the Cité Internationale can provide some interesting information in direct association with the expectations of the COST C9 European initiative, and more particularly :

- concerning **partnerships and working methods** which can be put in place between politicians, economic players and representatives of the professions, the project is characterised by an atypical steering and co-ordination structure which is certainly worth examining: the semi-public company, Cité Internationale ;
- concerning the **adaptability** of the project over time, since its beginnings in 1985 and expected completion before the year 2007. It has seen many changes and adaptations, but the whole of the Cité Internationale of Lyon project will have been designed by a single main contractor over the 22 year life-span of its development and implementation ;
- and finally, concerning the **inter-disciplinary** character of the project, which has been omnipresent throughout both the design phases and the implementation stages...

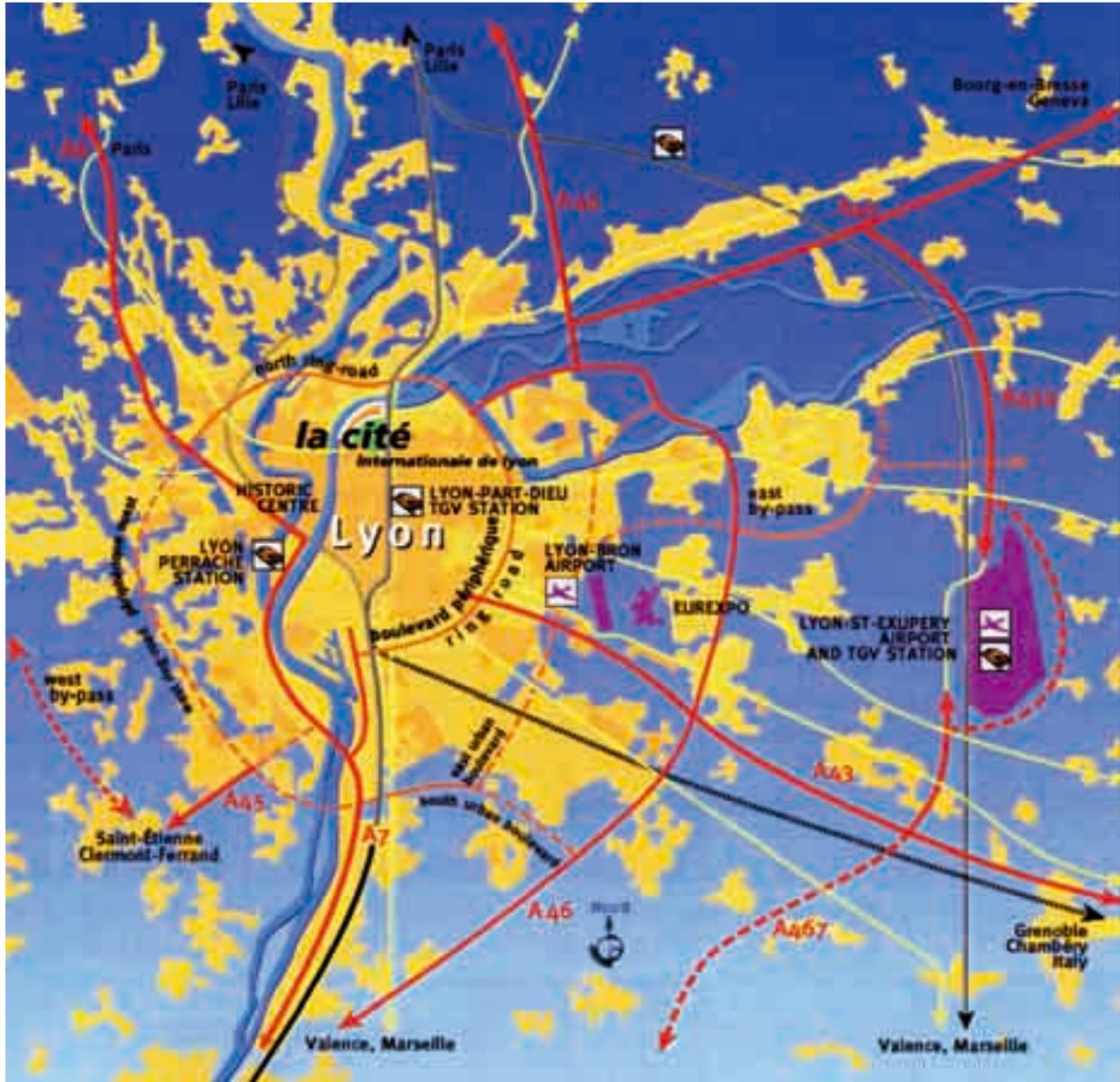
¹ 25 acres

I. Overall presentation of the project

I.1. The geographical situation

I.1.1. In terms of the conurbation of Lyon

The site of the Cité Internationale is in the northern part of the commune of Lyon, very near to the city centre :



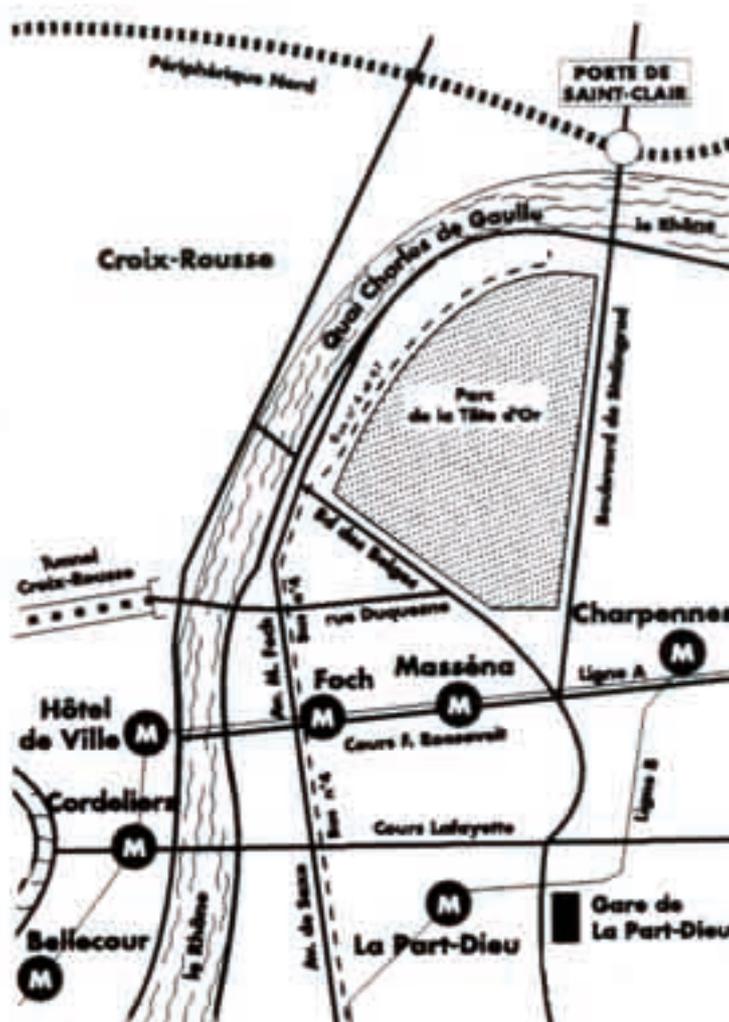
Source : SEM of the Cité Internationale de Lyon

The Cité Internationale is at the heart of the Lyon conurbation and enjoys very good access, primarily by road, but also has good river access with the Rhône River close by which can now be used right up to the Cité Internationale itself.

1.1.2. In terms of the site itself

The site of the Cité Internationale also offers an attractive outside environment since it is located between two leading natural features of the Lyon conurbation:

- **The Parc de la Tête d’Or**, which welcomes something in the region of 2 million visitors per year. It is the biggest park in Lyon and right in the town centre. It extends over 105 hectares², including a 7-hectare³ botanic garden, a zoo with 800 animals, a 5-hectare⁴ rose garden with 30,000 roses and 350 different varieties, and over 8,000 trees.
- **The Rhône River**, whose banks have been renovated as part of a revamping process, with, in particular, a pedestrian and cycle path and the ‘*Bretillod*’ which is an educational trail on the theme of “the flora and fauna of the Rhône River bank”.



Source : SEM of the Cité Internationale of Lyon

² 260 acres

³ 17 acres

⁴ 12 acres

I.2. The history of the site

The history of the Cité Internationale site is intimately linked to that of the Rhône.

Mid-way through the 19th century, flooding led the town to build a dike. The city of Lyon then acquired land to construct the Parc de la Tête d’Or and to host on two occasions (**1872 and 1894**) the “Universal and Colonial” exhibition.



Panorama of the 1894 universal exhibition
Source : SEM of the Cité Internationale of Lyon

With the city of Lyon finding its feet as an international town, the site was soon to become home to the *Foire de Lyon* and from **1918** onwards, buildings for hosting these events were constructed. The architect Charles Meysson then designed a general layout plan for a modular site with covered areas of pavilions set out either side of a main central covered avenue.



Charles Meysson's pavilions in 1930
Source : SEM of the Cité Internationale of Lyon

Between **1918 and 1928**, one or more pavilions were then built each year. The project was to become a long term solution, with the extension of this ‘backbone’ of the site with construction of 7 exhibition halls between **1934 and 1955** and the *Palais des Congrès* (conference centre) in **1961**.



The *Foire de Lyon* with its *Palais des congrès* in 1985.

Source : SEM of the Cité Internationale of Lyon.



The main central covered avenue - outer view -
Source : SEM of the Cité Internationale of Lyon



The main central covered avenue - inner view -
Source : SEM of the Cité Internationale of Lyon

In 1984, space was at a premium and since the configuration of the site was no longer suitable for the purposes to which it was initially designed, the *Foire* (exhibition site) was transferred to Chassieu⁵ and christened "Eurexpo". The space freed up through this operation was then ready to host a new development programme...

I.3. The objectives of the Cité Internationale

The idea of the founders of the project (the city of Lyon) saw the Cité Internationale as a means of ensuring that this, the second biggest conurbation in France, could join the leading group of 'Eurocities'⁶ with Barcelona, Frankfurt, Birmingham, Turin, Lisbon and Rotterdam.

⁵ A commune in the suburbs of Lyon.

⁶ This notion has no precise definition. However, the term "Eurocity" refers to a city which hosts activities attracting a European audience.

Inheriting a well-established tradition of international trade (under the Roman name of "Lugdunum"), Lyon was the capital of the Gauls. It was attempting, through this major project, to wake itself up from its provincial slumbers and move to the centre of the European stage so as to revive the memories of its former glory.

At a local level, the facilities provided by the new Cité Internationale was a way of supplementing the existing possibilities for exhibitions and major events provided by the Eurexpo park on the outskirts of Lyon, and the Tony Garnier Hall in the city centre.

I.4. The beginnings of project

I.4.1. Prior reflection on how the site could be re-used

In 1984, at the request of the city of Lyon, a work group was given the task of analysing the site and proposing the way or ways in which it could be re-used while remaining faithful to the City of Lyon's idea of developing the town's international role.

The work group was made up of representatives of the **Municipality of Lyon**, **Lyon Urban Community**, the **Urban Planning Agency** (*Agence d'Urbanisme*), and the **Chamber of Commerce and Industry of Lyon**.

The group's analysis of the site included :

- A physical study of the site with in particular a topographical survey, a geological survey and a hydrological survey which was necessary because of the site's proximity to the Rhône River,
- An analysis of the land-use plan (*Plan d'Occupation des Sols*),
- A landscaping and architectural survey of the site,
- A study of site access.

Numerous development objectives came out of the analysis, including, in particular :

- creating an autonomous unit by putting to best use the attributes of the Parc de la Tête d'Or and the Rhône River,
- giving the site a new brand image
- reserving the site for high-level functions beyond the capacities of a municipal context,
- focusing on a dominant function for the site...

COST C9 – the Cité Internationale of Lyon

- ...but with a possibility of bringing in complementary facilities,
- maintaining car parking facilities within the park,
- adapting traffic flows to suit the chosen development plan,
- leaving room for manoeuvre and possible changes of use at a later date in order to be able to host new activities which could not be planned for at the time,
- using the phasing possibilities offered by the configuration of the available premises (ie: proceeding with the development by stages) without detriment to the development of the project as a whole,
- balancing the operation financially for the authorities and for private investors.

Two development hypotheses emerged :

- **Creation of housing**

This hypothesis was not adopted on account of the numerous disadvantages that it presented: a small, non-autonomous district, difficult parking facilities, not particularly attractive on the road side, absence of flexibility (it would have been impossible to introduce transformations during the development and difficult to bring in change once the development had been completed).

- **Creation of major facilities**

Three types of major facilities were put forward as possibilities: a university and research complex, a centre for leisure, sport and culture or a complex for international functions.

Whilst the first two options were not taken as possible uses of the site, the international functions complex was chosen to be the dominant attribution on condition that attractive activities which would also bring in the people of Lyon could also be developed alongside.

The white paper prepared at the request of Lyon's mayor provided suggestions for the way or ways in which the site could be re-utilised. It was then used as a basis for a specification with a view to holding an architectural and engineering competition for the development of the site.

Clearly, then, the project was not intended as a regeneration project for the district, especially as the site is in the most sought-after part of Lyon, and near to the finest park in the

COST C9 – the Cité Internationale of Lyon

conurbation. The objective was to prevent a highly prestigious site from falling into disrepair, given its substantial potential in urban development terms on account of its external environment and the excellent access to it.

1.4.2. Setting up an international call for tenders

In 1985, the municipal authorities of Lyon decided to launch an international architecture and engineering call for tenders⁷...

• Objectives

By 1985, then, the city of Lyon had settled on the specific objectives for its operation: to contribute to the development of international functions in Lyon.

Rolling out this objective meant providing the functions a high quality urban area requires whilst at the same time maintaining a level of flexibility which would allow it progressively to host the desired activities.

Given these parameters, the consultation had to be done in such a way as to select a specialist from the profession on the basis of his approach, methodology and overall ideas on the realisation of the objectives sought.

The mission entrusted to the co-ordinating architect was therefore a complex one, involving :

- participating in the preparation of a development programme in collaboration with the Lyon urban community who was responsible for the project,
- developing an urban composition plan for the Cité Internationale and managing it over time,
- providing architectural co-ordination,
- designing public spaces,
- constructing at least one substantial component of the project.

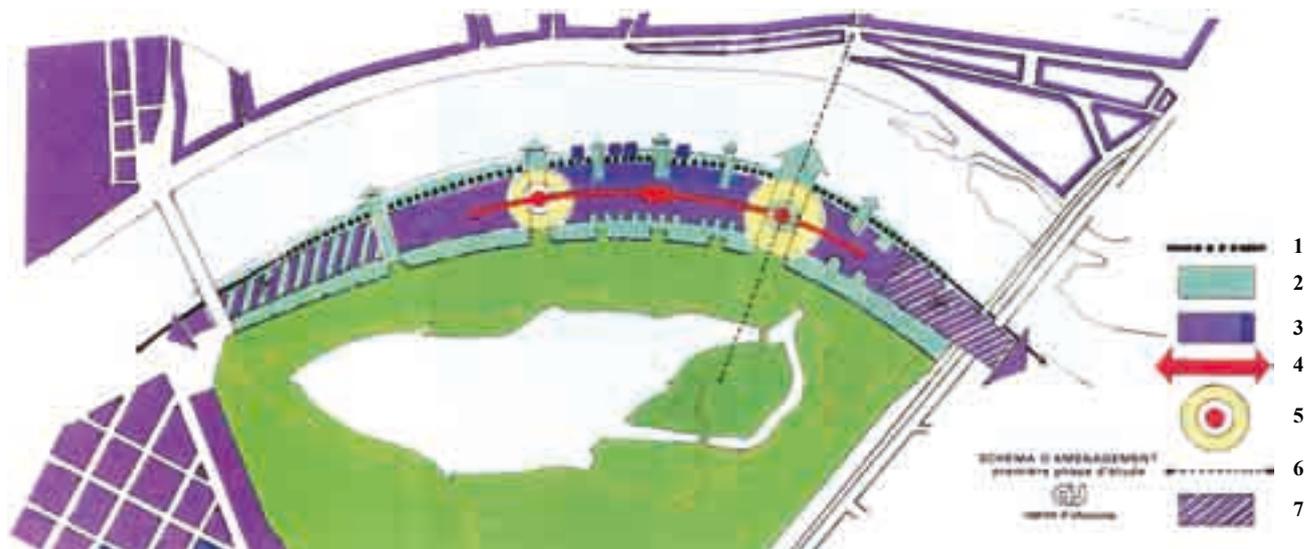
⁷ In 1985, there was no compulsory procedure in France for the launch of a programme such as that described for the ci; authorities could freely choose the contractors they wanted. However, the city of Lyon decided to organise an international architecture competition.

Today, when the value of a commission contract is worth more than 1.3 million francs ex-VAT, there has to be a negotiated bidding process after the completion of an 'architectural and engineering competition'.

- **Development principles**

The consultation procedure soliciting the submissions of candidate architects was carried out on the basis of principles formulated in the first study of the development programme, and notably, to :

1. eliminate nuisances linked to quayside transit and improve access to the site,
2. make the most of the Parc de la Tête d'Or and Rhône River sites,
3. introduce an overall urban design and restructure the *Grand Palais*⁸,
4. construct a road within a site,
5. create urban complexes on both sides of the *Grand Palais*,
6. organise a link-up between the Parc de la Tête d'Or and the Rhône River,
7. develop the site's continuity in relation to the rest of the town,
8. create a strong urban image for the site and put the emphasis on integrating the site into the



1985 development principle
Source : SEM of the Cité Internationale of Lyon

- **Procedure**

The procedure put in place by the city of Lyon and the Lyon urban community (COURLY) involved a two-stage consultation⁹ process with a call for tenders.

This procedure had to allow the following :

- the nomination of a professional already having experience of a complex operation of the sort;
- the selection an architect / urban planner who would be able to commit personally to guaranteeing the design and monitoring of the urban composition plan in terms of both quality and coherence. It was for this reason that urban planning architects living outside Europe were not invited to tender;
- the completion of the consultation phase within a short space of time without having to rely on cumbersome and costly procedures.

The people invited were divided up into three groups:

- Twelve architects from the region
- Ten architects from the rest of France
- Eight foreign architects.

Each was then invited to submit :

- A 15-page document indicating how the problem would tackled and the method proposed
- A sketch expressing the main ideas put forward.

- **The jury**

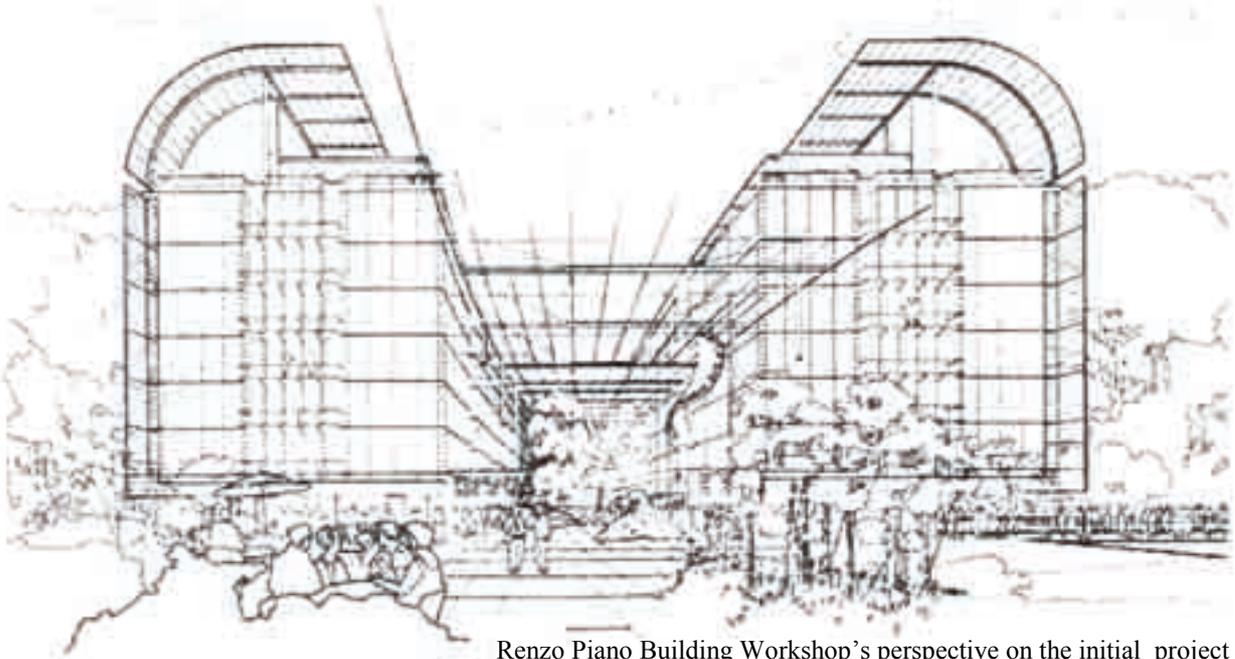
The total number of members on the jury was deliberately limited, with equal representation of elected politicians and representatives of the profession.

Given the international objectives and, more importantly, the guarantee for fairness *vis-à-vis* non-French participants, international architecture and urban planning associations were also represented on the jury.

⁸ This was the ensemble of pavilions which previously hosted the Lyon Fair (*Foire de Lyon*).

⁹ This two-phase procedure is similar to the current procedure used for apportioning contracts.

1.4.3. An initial project which was subsequently large modified

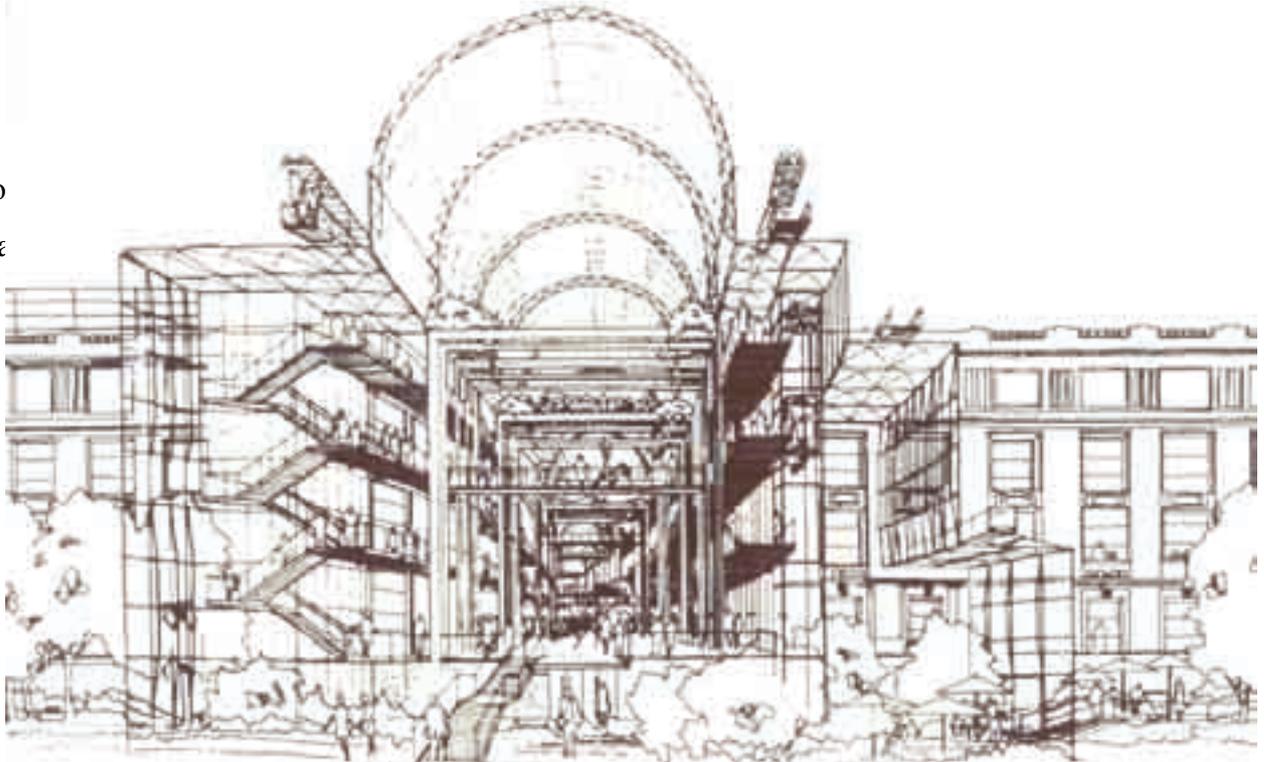


Renzo Piano Building Workshop's perspective on the initial project
Source : SEM of the Cité Internationale of Lyon

But the project took on a very new direction at the end of 1988, with the launch of consultation procedures directed at construction companies on the basis of a demolition / reconstruction operation. At that point, Renzo Piano suggested eliminating the existing buildings for three reasons :

- The form of the existing building did not offer sufficient potential to host the proposed functions;
- The spaces between the pavilions of the former *Foire de Lyon* were not large enough to allow real public spaces to be developed;
- It was very difficult to create a car park under the existing buildings.

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Renzo Piano's Building Workshop's perspective - View of the central avenue -
Source : SEM of the Cité Internationale of Lyon

This long period of gestation and definition of the project resulted in the design of a new Cité Internationale which was intimately linked to the history of the site and its changes over the years, while at the same time bearing the stamp of contemporary design...

In this respect, one of the major ideas of the Renzo Piano project was to integrate the future Cité Internationale of Lyon very much as part of its outside environment, creating a transition between the ornamental park of the Tête d'Or and the river.

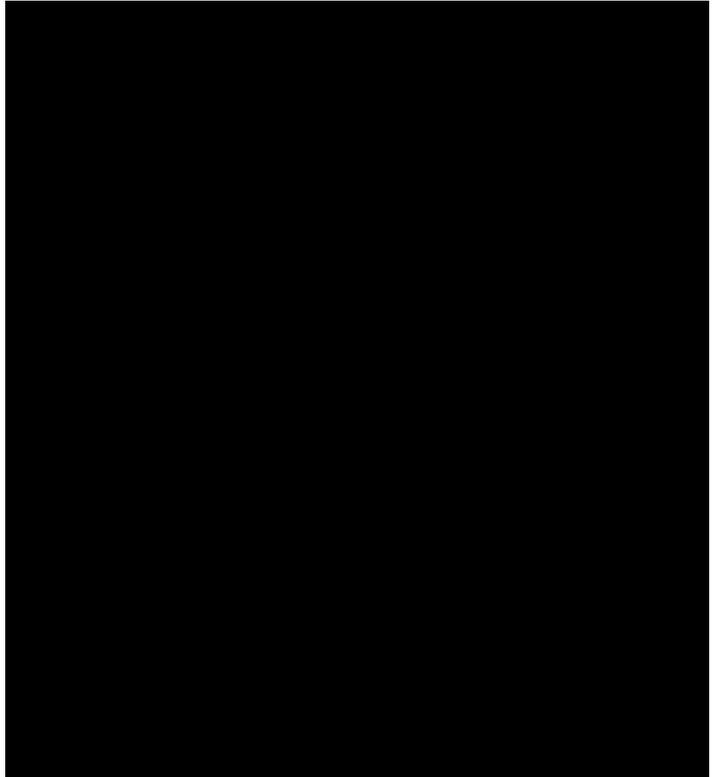
Thus the pavilions making up the Cité Internationale had to be light, transparent and based on the design of the 19th century greenhouses which feature prominently in the Parc de la Tête d'Or.

The greenhouses in the Parc de la Tête d'Or
Source : SEM of the Cité Internationale of Lyon



The use of ochre brick was a solution to the requirement to give the place a Latin feel which was so important to t' city of Lyon.

Photo of the pavilions in the Cité Internationale
Source : SEM of the Cité Internationale of Lyon



I.5. The programme and associated renovation work linked to the Cité Internationale

I.5.1. The Cité Internationale's progress



Elements already completed :

1. The *Palais des Congrès* (conference centre): this area is dedicated to business traffic and is designed to cater for economic and scientific events in particular;
2. Hilton Lyon: the international hotel and catering chain occupies two blocks opposite each other. Amongst other things, there is an '*intra muros*' casino;
3. UGC Ciné Cité: this cinema complex has 14 screens with complementary services such as a bar, a fast food restaurant, an exhibition area and temporary above-ground parking which has been freed up just next to the structure using land which is reserved for a future office block development;
4. Lyon's museum of contemporary art;
5. Offices: two buildings opposite each other are wholly occupied and are located between the Hilton Lyon and the conference centre.

Elements in the process of being built :

6. The first of the housing blocks is currently under construction down-river from the site

Planned elements :

7. Four new housing blocks;
8. Two office blocks opposite each other next to the UGC Ciné Cité Cinema and the museum;
9. A set of two office blocks in line, upstream from the conference centre;
10. An extension to the conference centre which has been the subject of a design solutions tender procedure (*marché de définition*)¹⁰

The case of the Cité Internationale is therefore a programme which provides great insight into planning possibilities with, as we can observe, 'provisional' allocations of land which is to be used for future applications.

1.5.2. Complementary developments linked to the Cité Internationale

The development of the Cité Internationale is not limited to the construction of the different blocks designed by Renzo Piano. There are also several complementary developments with, in particular:

- The reorganisation of traffic with the Quai Charles de Gaulle redevelopment

The traffic system along the banks of the Rhône River has indeed been modified substantially.

A dual carriageway previously ran past the Cité Internationale on the Parc de la Tête d'Or side, constituting a real barrier between the park and the banks of the Rhône. This was eliminated and transformed into a long grassy section with a bus-only route, with the rest of the traffic being switched to the Rhône side of the complex.

Even though public reaction to the new Quayside road is divided (some people believe that the changes have fallen short of what was needed), it has taken on a more urban dimension: whilst a substantial part of the traffic was switched to the north link road, several changes have been brought in, with, in particular, the planting of a lot of vegetation, resurfacing using specific coverings to reduce traffic speed and transversal pedestrian walkways between the Cité Internationale and the banks of the Rhône creating a sense of continuity between the Parc de la



Général de Gaulle
quayside.

Source : SEM of the Cité
Internationale of Lyon.

¹⁰ Cf paragraph V.2 – Launch of design tender for the extension project for the existing conference centre.
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- Additional developments of the Rhône river bank

The development to the Quai Charles de Gaulle has come at the same time as the development of the banks of the Rhône with the creation of a vast pedestrian and cycle track. Thus, the sprawl of the Cité Internationale development stretches right the way from Miribel Jonage to the north-east to Gerland to the south.

- Creation of a landing stage for the Cité Internationale

A landing stage was created to allow access to the Cité Internationale from the river. Whilst taxi boats have run for quite a while, this embarkation point is only used for business traffic at the moment. This development was coupled with the dredging of the Rhône River so as to make it navigable and the development of a turning area of 100 metres in diameter upstream from the embarkation point.

Landing stage of the Cité
Internationale of Lyon

Source : SEM of the Cité
Internationale of Lyon.



- Installation of public transport traffic lanes

An electrified site which is reserved for public transport has been installed along the whole length of the project, from the entrance for the Parc de la Tête d'Or right through to the conference centre. Two trolley bus lines link the Cité Internationale up with the key districts of Lyon :

- The Part-Dieu district which is home to Lyon’s leading shopping centre, a business district, the national administration complex and the multi-modal TGV station at the Part-Dieu¹¹,
- The multi-modal station at Perrache,
- The city centre, via underground train stops which service the whole of the city.

¹¹ Train, taxi, bus, tram, metro and private car.

II. Overall organisation and financing

II.1. The different actors involved in the project and their respective roles

This large-scale project brings together a substantial number of actors and partners having very different agendas and levels of responsibility.

They can be put into three major categories according to their level of involvement and level of responsibility within the project.

II.1.1. Decision-makers at project level for the Cité Internationale

This category of actors groups together a large number of partners having different responsibilities and in particular:

- **The municipality of Lyon** which took back management of the site in 1984. In so doing, it became the **owner of the land** and rented it to the SPAICIL¹²;
- **The Lyon urban community** which decided with the municipality of Lyon to set up a joint development plan to complete the Cité Internationale¹³;
- Partners contributing to running the joint development action¹⁴: **the Rhône Alpes region, the Rhône département, the regional council, Rhône county council, the regional chamber of commerce and industry of the Rhône Alpes region¹⁵, the Chamber of Commerce and Industry of Lyon¹⁶ and the major financial organisations¹⁷.**

¹² *Société Privée Aménagement et d'Investissement de la Cité Internationale de Lyon* (see overleaf) – Private development and investment company for the *Cité Internationale de Lyon*.

¹³ *Grand Lyon* controls urban planning via a ZAC structure (mixed housing development zone).

¹⁴ These are the partners of the SEM de la Cité Internationale. Cf: paragraph II.2 – The SEM de la Cité Internationale

¹⁵ It is concerned by all the activities planned for the site.

¹⁶ *ibidem*

¹⁷ Banks: the state savings bank (*Caisse des dépôts et des consignations*), Credit Lyonnais Développement Economique, Crédit Agricole Centre-Est and Solycrédit.

II.1.2. The professional actors involved

These are people working on the design and completion of the project. The following are part of this category:

- **The project designers:**

In this category there are the following:

- **Renzo Piano Building Workshop** which won the architectural competition for the Cité Internationale in 1985 and also submitted the winning tender for the extension to the current conference centre;
- **Michel Corajoud**, a landscaper involved with Renzo Piano. Their association is organised around the objectives established by Renzo Piano: to integrate the Cité Internationale into the natural continuity of the site by prolonging the Parc de la Tête d'Or right through to the Rhône River.

- **The developers on the ground:**

Two successive developers have been involved:

- **The SPAICIL**¹⁸ which fulfilled the dual role of investor and approved developer from 1983 until 1999. Indeed :
 - . In **1992** it set up an approved ZAC with the Lyon urban community on the site of the Cité Internationale and was named developer for it ;
 - . In **July 1993** it signed a construction lease¹⁹ with the city of Lyon and thereby became the major investor in the operation.

This operation made the SPAICIL responsible for the development of the Cité Internationale site and for the completion of certain elements of the programme;

- **The municipality of Lyon** which, until last July, continued with the development of the ZAC directly.

¹⁸ This company emanates from the SARI group chosen in 1990 by the city of Lyon and the Lyon urban community to complete the operation. Its capital is distributed as follows: 66% SARI, 33% CGE (Compagnie Générale des Eaux). However, in 1992, the SARI group went into receivership and SPAICIL became 100% CGE.

¹⁹ See annex

- **Private constructors:**

These were companies who were involved only as constructors. There were three major private constructors involved:

- **The SPAICIL** which, as well as the developer role, also had a construction role through the lease it had signed with the municipality of Lyon.
 - It built the conference centre, four office blocks, outside spaces, car parks, was involved in the construction of the contemporary art museum and is preparing to put up two additional office blocks on the site²⁰;
- **UGC Ciné Cité** multi-screen cinema, which paid for the construction of the cinema complex itself;
- **Hilton and Partouche** which also financed the construction of the Hilton Lyon and its *intra muros* casino directly;
- **George V** which was part of the same group as SPAICIL (Compagnie Générale des Eaux) and responsible for completing the final phase of the programme with the construction of housing and hotel residences, offices and services²¹.

II.1.3. Decision-making for associated developments

Certain outside partners were involved as main contractors in the completion of additional developments linked to the Cité Internationale of Lyon. Amongst others there have been :

- **The Rhône département** for the rejuvenation of the Quai Charles de Gaulle and the recalibration of the Rhône (100 million French Francs);
- **Sytral**²², which was involved in the installation of the two bus lanes development programme (2 to 3 million FRF).

²⁰ See Paragraph 1.5.1 – The Cité Internationale's progress

²¹ Ibidem.

II.2. SEM de la Cité Internationale de Lyon

II.2.1. Why a semi-public company?

Given the multitude of actors presented above and the decisional problems that they were going to have to face up to, the different strata of local government chose to group together within a **semi-public company** in 1987. The resulting entity was the SEM de la Cité Internationale de Lyon.

Its initial role was to be the classical one of developer. The city of Lyon transferred land to it which was then equipped and sold off.

But in 1990, the municipality chose to revert to a private development model on account of the very buoyant property market, for financial reasons and in keeping with the political philosophy of the time which was leaning towards privatisation. The semi-public company remained in existence but its role was re-examined.

II.2.2. The role of the Cité Internationale semi-public company

The role of SEM Cité Internationale is three fold :

- **Steering the project**: it is involved in the definition of the project, discussing its scheduling, employing the different professional parties involved, organising the decision making process and monitoring the execution of the programme;
- **Co-ordinating the actions of the authorities and those of their partners**: organising the dialogue and safeguarding the interests of the local authorities (the urban community of Lyon and the city of Lyon) throughout the execution process;
- **Assuring the continuity of the project and at the same time it's adaptability** in relation to changes in the context and in needs throughout all the completion phases, over a period of 25 years.

It has therefore become a place where the project was nurtured, a sort of workshop for project development where the major decisions are taken jointly²³. It has a general vision of the project and will defend its interests.

²² SYndicat mixte des TRansports de l'Agglomération Lyonnaise (Lyon conurbation transport authority).

²³ See paragraph III.1.3 – The decision-making process

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Even though it was an emanation of the public authorities, it does represent a neutral working instrument which seeks to reconcile the different parties and to identify the best solutions for the Cité Internationale. It also ensures that architectural quality norms are respected and that landscaping and urban planning prerequisites are adhered to.

Finally, it is interesting to note that the mission of the SEM has broadened somewhat. In July 2000, through a development concession signed with Grand Lyon, it was asked to continue with the **development of the Cité Internationale ZAC** (mixed housing development). In this respect, it now is responsible for the **commercialisation of land** still available²⁴.

II.2.3. The distribution of its capital

The capital of the Cité Internationale semi-public company (SEM) is divided up as follows²⁵ :

The city of Lyon	32 %
Lyon urban community	32 %
The Rhône <i>département</i>	8 %
The Rhône-Alpes region	8 %
Total for local authorities	80 %
The Chamber of Commerce and Industry of Lyon	8 %
The Regional Chamber of Commerce and Industry	2 %
Total for consulate chambers	10 %
The government savings bank (<i>Caisse des Dépôts et Consignations</i>)	2.5 %
Crédit Lyonnais Développement Economique	2.5 %
Credit Agricole Centre Est	2.5 %
Solycrédit	2.5 %
Total banks	10 %
TOTAL	100 %

²⁴ See paragraph IV.3 – the mechanisms for the continuation of the ZAC

²⁵ 1998 data. The semi-public company's capital is today divided out as follows: 69.33% for the local authorities, 1.66% for the consulate chambers and 29% for the banks.

II.2.4. SEM Cité Internationale's structure

The semi-public company Cité Internationale is a small structure. In 1990 there were 2 members of staff and today there are 4. However, as a private company, it has **board of directors** made up of representatives of the different shareholders.

In this respect **two groups of directors** of clearly discernible :

- the first group represented by the members of the different authorities (the municipality of Lyon, the urban community, the *département* and the region);
- the second group represented by the other partners (chambers of commerce and industry, the banks etc.).

II.3. Funding

II.3.1. The various investors involved over the two phases of the programme

Numerous investors have been involved in the Cité Internationale project.

- **For the first stage of the programme²⁶ :**

- The main investor has been the **SPAICIL** with a financial contribution amounting to some 63% of the total cost of elements already completed.

Chosen by the city of Lyon in 1992, it was given responsibility for the completion of the conference centre, the four office blocks, outside areas, car parks and two additional office blocks for which the first delivery date is planned for the end of the year 2000. It was also involved in funding the contemporary art museum with the help of the **municipality of Lyon** and the **state** ;

- Leading private companies (**Hilton & Partouche** for Hilton Lyon and **UGC** for Ciné Cité) with a presence on the site of the Cité Internationale financed completely the construction of their buildings ;
- **Grand Lyon** for the refurbishment of the banks of the Rhône River and the work done on the Quai Charles de Gaulle, with the participation of the *département* of the Rhône for its competencies in the roads and highways domain.

²⁶ See paragraph I.5.1 – The Cité Internationale's progress

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- **For the rest of the programme yet to be completed:**

- The **SPAICIL** is not moving out completely, because it has signed a second construction lease for the completion of around 20,000 m² of accommodation²⁷;
- **George V**, from the same group as SPAICIL, is involved for the completion of a housing complex and hotel residences, offices and services,
- The **Municipality of Lyon, Grand Lyon** and **private investors** are involved in the funding of the extension to the conference centre (a 3,000-seater hall).

II.3.2. Financial equilibrium of the operation

- **The initial motivation of investors**

In 1985, with the price of land at its very lowest, France found itself in a period of property boom.

Several private investors came forward. Amongst them, there was the SARI²⁸ group, which had previously led an excellent operation in the La Défense district of Paris by investing in land whose price doubled every month.

Finally, the services offered by the future Cité Internationale of Lyon attracted investors who could foresee the success of the grouping of activities around the tertiary sector with, in particular the hotel and restaurant trade.

- **The deal proposed by the municipality of Lyon**

In 1990, the municipality of Lyon decided to put in place a consultation procedure inviting private operators who were interested in the Cité Internationale programme to come forward.

It proposed making land available (through construction leases) to complete a programme over 220,000 m² with certain guarantees attached, and in particular :

- guarantees in the areas of development and scheduling;

²⁷ See paragraph I.5.1 – The Cité Internationale's progress – point 6

²⁸ This is the group that the SPAICIL belongs to. SPAICIL was created especially for the Cité Internationale project in Lyon. At the time of creation, its capital was divided up as follows: two thirds SARI and one third CGE (Compagnie Générale des Eaux) which stood as guarantor for the SARI group.

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- funding the construction of the conference centre;
- the signing of a construction lease for a period of 99 years so as to avoid alienating one of the finest sites in Lyon.

Further to this consultation procedure, the SARI group was chosen for a proposal which went beyond the guarantees the municipality was looking for: not only did it commit to funding the conference centre but also to maintaining and managing it. This was of particular interest to the municipality of Lyon since the management of a conference centre of this sort is not generally a profitable business.

The rent on the lease was covered by the completion of public facilities by the SPAICIL on the site for a total value of 367 million francs.

- **Major controversies...**

The bankruptcy of the SARI group

Whilst the investors had judged right in thinking that the operation would be a success, they could not have predicted the property crisis which hit at the beginning of the 1990s. The SARI group went into receivership in 1992 and the CGE (the guarantor of the SARI group) took over the operations from there²⁹.

The partial withdrawal of the SPAICIL

For reasons of poor profitability (there are three hypothesis to explain this: the poor profitability of the conference centre; static land prices which froze the value of construction rights; difficulties in selling what had already been built), the SPAICIL decided to abandon its first lease at the end of 1998. But the guarantees previously fixed by the municipal authorities of Lyon resulted in the following :

- the “donation” of the conference centre to the city of Lyon for only 50% of the cost of construction ;

²⁹ The SPAICIL then became a 100% owned subsidiary of the CGE
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- the payment of 6 million Francs to the urban community of Lyon which became the new developer for the site. This sum was considered as representing compensation for the public facilities which had yet to be completed to finish the programme.

Thus, further to a succession of financial controversies, renegeing on leases with guarantees which allowed the municipality of Lyon to get through the property crisis and the management difficulties it faced without actually losing any money, the development of the site was taken over by the urban community of Lyon in 1999...

The Cité Internationale project is a long-term project. Begun in 1984, it should be completed by somewhere between 2005 and 2010. The project has revolved around two distinct phases:

- **1985 – 1999** : definition, design and completion of the first phase of the programme ;
- **2000 – 2010** : the evaluation of the first phase and continuation of the programme.

III. 1985 to 1999 : definition, design and completion of the first stage of the programme

III.1. Working methods and partnership

III.1.1. Steering the operation

As was outlined in paragraph II.2 – The SEM de la Cité Internationale – the latter had a three fold-function:

- steering the project,
- co-ordinating the actions of the local authorities and those of their partners,
- ensuring the continuity of the project and at the same time maintaining the potential for adaptation.

III.1.2. Collaboration

- **Between those involved in the project :**

Collaboration between those involved in the project was the responsibility of the semi-public company, SEM de la Cité Internationale.

Indeed it was responsible **for co-ordinating the actions of the local authorities as well as those of their partners**: it organised discussions with all actors involved (financiers, politicians, main contractors, property managers and technicians) and safeguarding the interest of the local authorities (the urban community of Lyon and the municipality of Lyon) all the way through the execution process.

It therefore had a management role to play in the project since it was responsible for passing information between the different actors who gravitated around the project and would seek to second-guess or even resolve any conflicts that may have arisen.

- **With the public :**

Two ‘informative’ consultation phases were put in place to present plans to the general public :

- in July 1989, for the adoption for the final urban composition plan by the SEM de la Cité Internationale, the municipal council of Lyon and the urban community ;
- in June 1990, with the organisation of an open, public exhibition

For the Cité Internationale project, consultation was not really synonymous with public participation.

However, given the geographical location of the programme (between the Parc de la Tête d’Or and the river), the lack of buildings around and the developments being proposed (high-quality public facilities and non-disruptive activities), reaction against the project was very unlikely. Thus, consultation primarily through information was certainly not badly received by public opinion.

III.1.3. The decision-making process

The semi-public company of the Cité Internationale makes decisions through its steering committee which comprises elected politicians (the president and the vice president of the semi-public company), technicians concerned with the project and Renzo Piano and Michel Corajoud.

The major points raised by the steering committee and requiring decisions as a result are transmitted to the municipality of Lyon (via the municipal council) or through the urban community (via the urban community council).

The decisional power therefore comes systematically to the mayor of Lyon who is also president of the urban community of Lyon.

III.2. Interdisciplinarity

Interdisciplinarity can be found at every level of the project:

- **for the definition of the content and design of the project**, the urban community of Lyon drew up the major development principles of the site of the Cité Internationale upon which the 30 candidatures for the main contractor role were based for the initial project³⁰. The jury was made up of political representatives and representatives of the professions; this multi-disciplinary arrangement was intended to facilitate precise decision-making in respect of the different proposals made.
- **for the completion of the first phase of the programme**, numerous meetings took place, bringing together all the actors involved in the project: financiers, politicians, main contractors, property managers and technicians.
It should also be noted that a partnership approach involving biological engineering companies was initiated for the development of the Rhone River bank as part of the refurbishment of the Quai Charles de Gaulle. The educational trail (called the ‘*Bretillod*’) was created by the Rhône Alpes ornithological centre and the Rhône Alpes association for the protection of nature under the watchful co-ordination of the semi-public company of the Cité Internationale.
- **for the extension to the conference centre**, inter-professions co-ordination (*interdisciplinarity*) was strongly marked by the procedure put in place by the city of Lyon: the *marchés de définition*³¹.

It should be noted that this project, which brought together so many different trades, a multitude of activities and several investors could not have been successful without the close collaboration that prevailed between all those gravitating around the project.

³⁰ Ibidem.

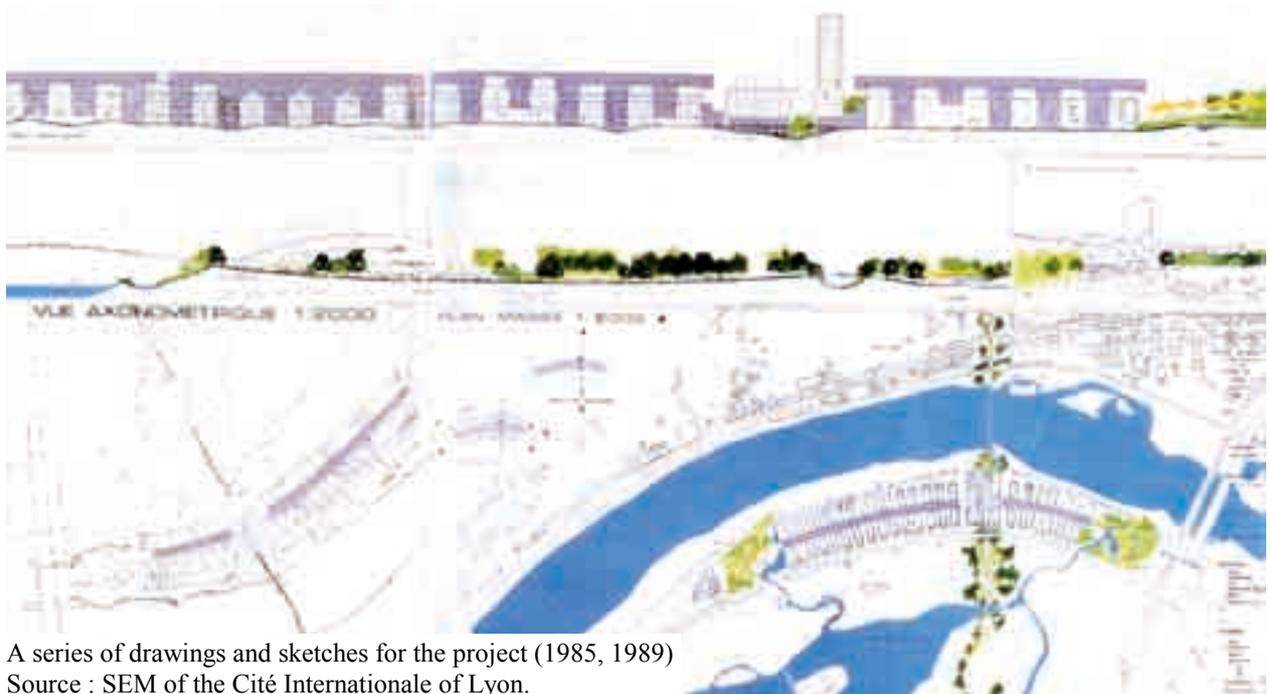
³¹ See paragraph IV.2 – Launch of the design solutions tender procedures (*marchés de définition*) for the extension project to the existing conference centre.

III.3. Adaptability

III.3.1. A succession of modifications to the project

As outlined in paragraph I.4. **The beginnings of the project**, a plethora of changes had to be brought in over a period of 5 years.

Initially based on the idea of renovating the buildings which had once hosted the *Foire de Lyon*, the project was pointed in a different direction in **1989** with the launch of a consultation procedure on the basis of a demolition / reconstruction programme.



A series of drawings and sketches for the project (1985, 1989)
Source : SEM of the Cité Internationale of Lyon.



Projet on the basis of a demolition / reconstruction programme in 1989
Source : SEM of the Cité Internationale of Lyon.

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But the “new” project defined by Renzo Piano also went through several modifications.

If we look at the case of the Hilton Lyon hotel, the design principle of the public street going through the grounds of the hotel was the subject of several consultation phases between the Hilton company, the main contractor (Renzo Piano) and the semi-public company of the Cité Internationale, responsible for ensuring that the basic principles of the programme were being respected³².

Also, high rise blocks were initially planned in the development programme as if to put a strong marker on the town. But these were never to be constructed.

Finally, the programme is in perpetual evolution and seems to depend strongly on the success of the elements already in place.

In this respect, the idea of a 3,000-seater hall for the extension to the conference centre was unthinkable just 10 years ago. The success of the existing conference centre and the notoriety gained through a succession of major international events (the European G7 summit, etc...), has encouraged politicians to set their sights higher with a high capacity hall which could further contribute to Lyon’s international vision³³.

III.3.2. Modifications brought to the organisational structure

The organisational structure itself has seen several changes.

Between 1985 and 1989, the organisation was structured along the lines of a traditional development programme :

- The local authority transferred the land rights to the semi-public company ;
- The semi-public company completed works on the public spaces and the construction works, and then resold the land to a pool of developers ;
- The co-ordinating architect supervised the works.

³² The SEM de la Cité Internationale once again had tricky roles to play: ensuring that the fundamental principles of the programme were being respected whilst remaining flexible on certain points so as to allow agreements to be reached between the different protagonists.

³³ See paragraph IV.2.4 – Results obtained regarding the extension to the conference centre.

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In 1989, the city of Lyon launched a consultation process for the completion of the operation and chose the SARI group in 1990³⁴. It then created the SPAICIL which was charged with developing the Cité Internationale site using a construction lease signed with the city of Lyon in 1993.

In parallel, the semi-public company assumed fully its role of steering the operation and acting as co-ordinator between the different actors involved.

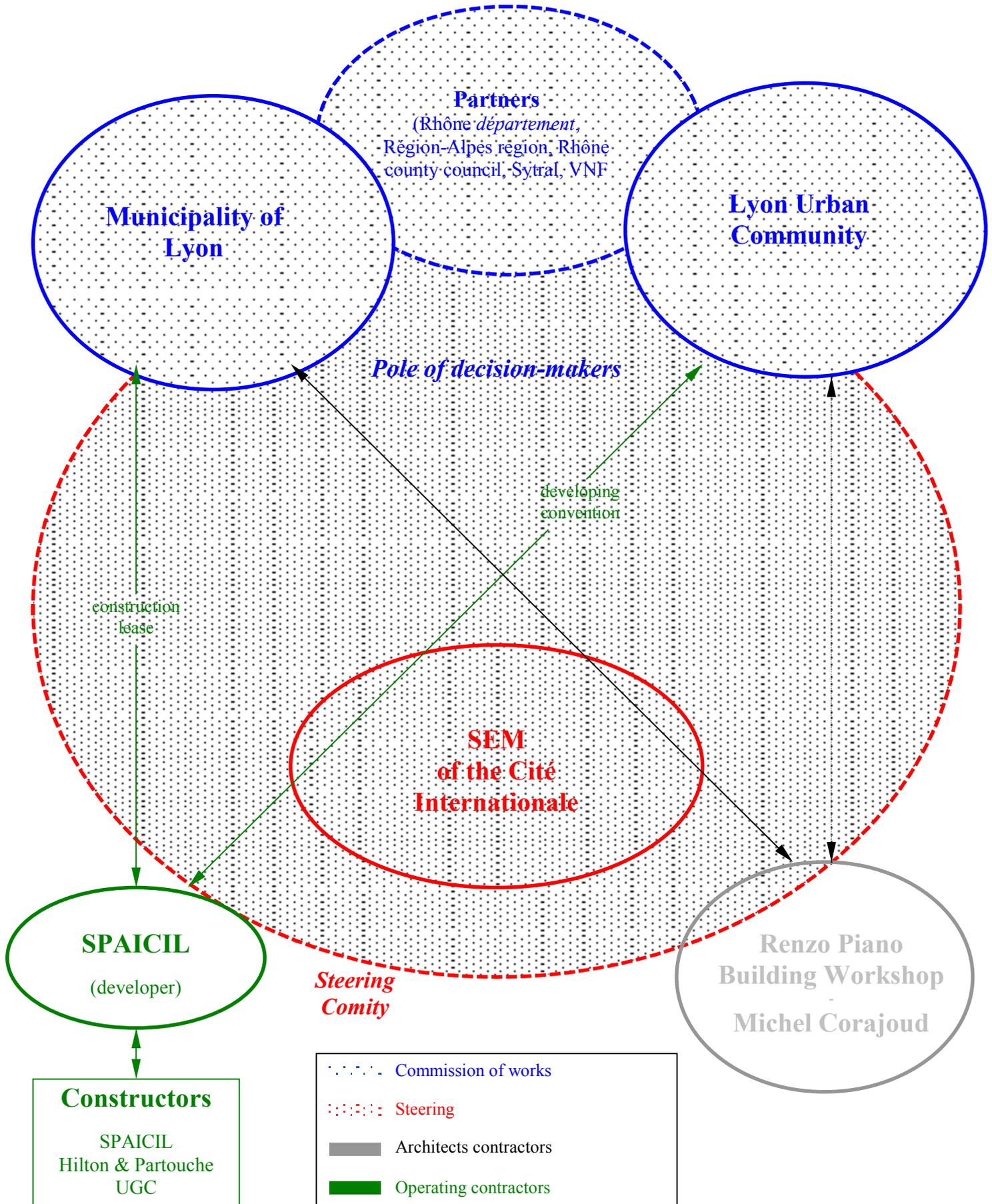
In 1998, the SPAICIL decided to renege on its first lease and the urban community of Lyon became the developer for the site.

The company then continued its involvement as a builder only, at the same level as George V which belonged to the same group as the SPAICIL³⁵.

³⁴ See paragraph II.3.2 – Financial equilibrium of the operation.

³⁵ In fact this was the Compagnie Générale des Eaux.

Organisation of the different actors in 1998



IV. 1999 to 2010: evaluation of the first phase and continuation of the programme

IV.1. Evaluation of the first phase of the programme

IV.1.1. A promising intermediary audit

The different activity sectors which have been involved in the first tranche of works for the construction of blocks for the Cité Internationale report largely satisfactory results in relation to the objectives at the outset :

- the conference centre reported a 34% increase in turnover in 1998 over the previous financial year of which one quarter was accounted for by international type events ;
- the cinema complex reports ever-increasing numbers, with a total of 1.1million cinema-goers in 1998 ;
- the four office blocks already in place are fully occupied.

IV.1.2. Evaluation of the working method

This atypical and complex project organisation seems to have born fruit to the extent that the guarantees initially made by the municipality of Lyon and the major development principles linked to the programme have been respected.

However, no evaluation of the working methods used has to date been carried out.

IV.1.3. Difficulties encountered and the lessons learned

The completion of the Cité Internationale of Lyon has been a continuous series of conflicting obstacles to overcome (regarding the interests of the different investors), which can be linked to the economic climate and financial issues, each at any given moment having its impact on the development of the project, whether in relation to the programme itself or in the relation to the overall organisation of those involved.

IV.2. Launch of the design solutions tender procedures (*marchés de définition*) for the extension project to the existing conference centre

IV.2.1. Objectives of the marché de définition

The *marché de définition* must allow the organisers to :

- ensure urban continuity, between the tranche upstream of the Cité Internationale and the existing part ;
- verify compatibility between the objectives to be achieved and the constraints to be respected in terms of technical performance, architectural originality and urban and landscape integration.

The studies carried out prior to the project concentrated on:

- the nature, hierarchy and localisation of the different facilities planned as a function of needs, existing buildings and the area available,
- possible synergies in the management of existing and future facilities,
- access, traffic and parking for the new facilities,
- choices of technologies,
- flexibility of the facilities,
- how the project fits into its environment,
- the cost of such a programme once it has been decided upon and a study of its feasibility over time.

IV.2.2. The scope of the initiative

The use of the *marché de définition* mechanism only concerns the area reserved to the extension of the conference centre³⁶.

IV.2.3. Organisation

For the extension to the conference centre and in agreement with city of Lyon, the SEM de la Cité Internationale took it upon itself to channel the ideas of potential candidates. So that it was well suited to Lyon and the market targeted, the centre had to be of an amphitheatre type in the Gallo Roman tradition, using cutting-edge technologies whilst combining simplicity, modernity, conviviality and performance.

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Thus, several teams began to work together on different themes: landscape, public spaces, transport, conferences, international symposia and associated services. This type of approach fitted the bill in terms of the synergies the municipality of Lyon and the semi-public company of the Cité Internationale were striving for.

Following this brainstorming of ideas, a committee made up of a jury and elected representatives, a panel of individuals competent to rule in these matters representatives of the client examined the elements of the *marché de définition*. The municipal council then chose the following the candidates for the deal :

- Renzo Piano Building Workshop,
- the Viguiet team
- the Tschumi team,
- the Scali-Domingo team.

Over a period of 5 months, these four teams of architects, landscapers and programmers were pitched against each other for the preparation of proposals for the development of the conference concept.

IV.2.4. Results obtained regarding the extension to the conference centre

Fifteen years after carrying of the first architectural, Renzo Piano was once again the victor of the *marché de définition* bidding process, with an extension project which respected the continuity of the site from a landscaping point of view.



layout plan of the extension project - Photos of the Renzo Piano mock-up
Source : SEM of the Cité Internationale of Lyon.

³⁶ See plan in paragraph I.5.1 – The Cité Internationale's progress
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Model of the extension project - Renzo Piano Building Workshop.

Source : SEM of the Cité Internationale of Lyon.



Even though the main contractor can be the same for an extension project as for the initial project,³⁷ without there having to be a further bidding process, the competitive tendering route was adopted.

The effect of this was to oblige the winner of the initial project to **review his position and allow his own project to evolve over time.**

IV.3. The conditions under which the ZAC was continued

1999 to 2000 is a key period for the development of the Cité Internationale site.

Whilst in 1993, the municipality of Grand Lyon had decided to entrust the completion of the ZAC of the Cité Internationale to the SPAICIL, the latter chose to limit its involvement in the operation.

From 1999 to July 2000, the development of the Cité Internationale site was carried out directly by Grand Lyon in liaison with the SEM de la Cité Internationale which maintained its steering role for the project and was already responsible for the promotion of the land available.

But from the **beginning of July 2000**, the urban community of Lyon was no longer to act as developer; from that time forward, the SEM de la Cité Internationale was to take on this additional role. Hence, having acted as the developer's supervisor of works, it now finds itself at the helm as far as development is concerned.

It will now be responsible for both steering the project, co-ordinating the different actors and guaranteeing that the fundamental principles of the project are adhered to, as well as developing and taking responsibility for the commercial promotion of the land still available.

However the SPAICIL has not completely withdrawn from the programme, since it has signed a new construction lease for a programme of 20,000 m² of housing, and is also to complete two office blocks of around 16,500 m² as part of the first construction lease dated August 6th 1993.

IV.4. A public service delegation

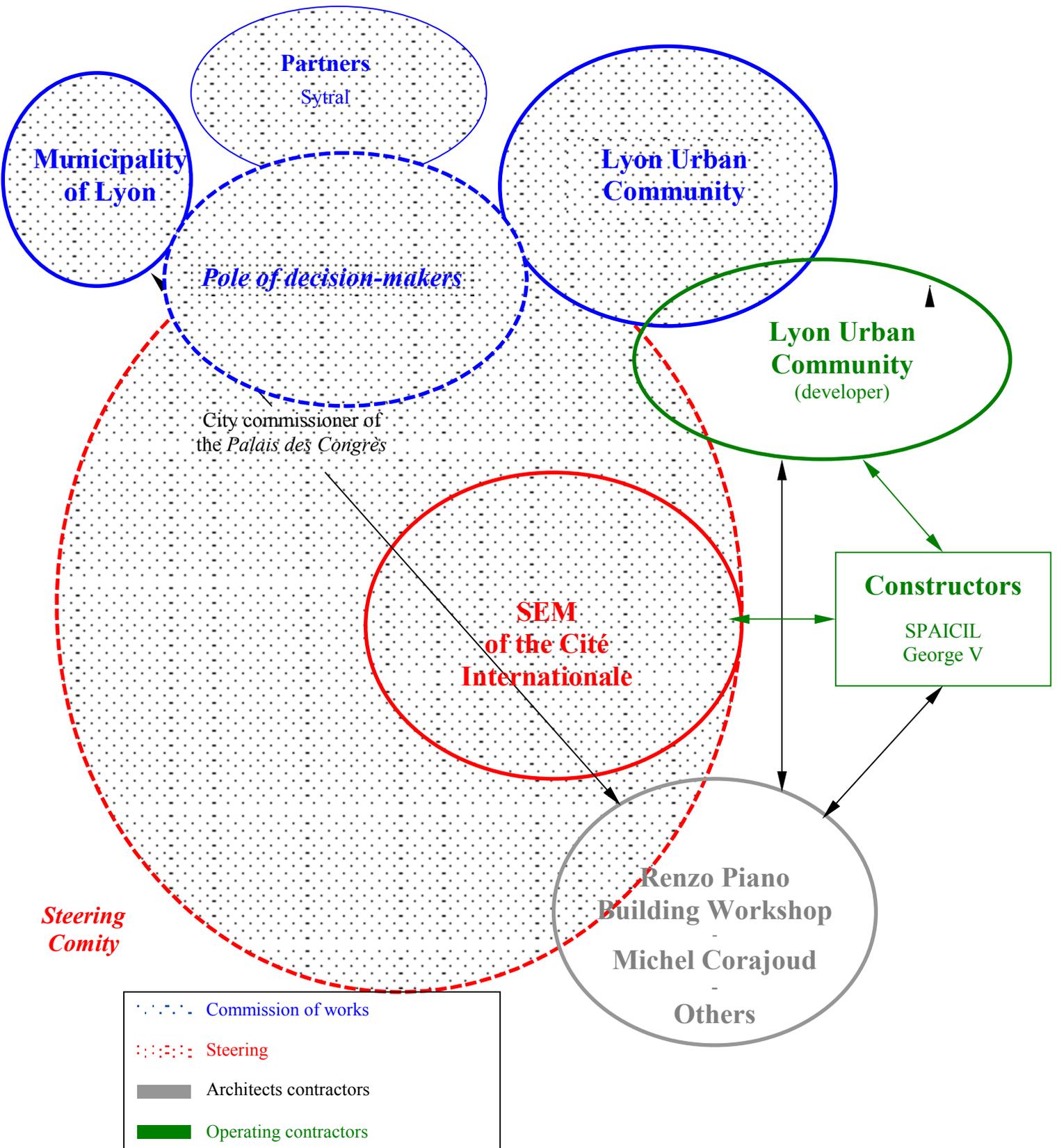
The ownership of the present conference centre having been transferred from SPAICIL, the latter has designated a private company (SECIL³⁸ SA) for the use of existing and future facilities according to a public service delegation imposed by law³⁹.

³⁷ See paragraph IV.2.2 – The scope of the initiative

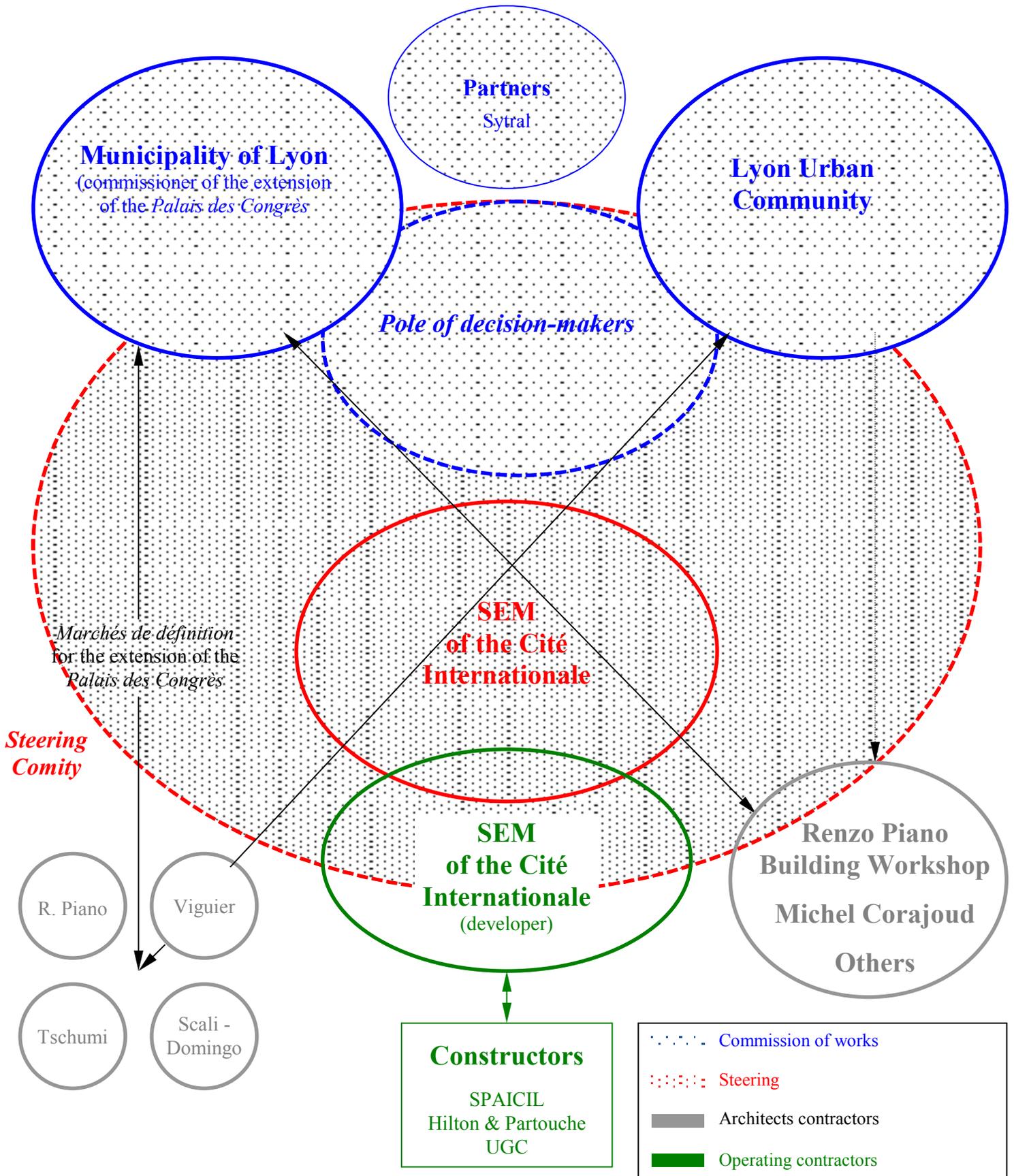
³⁸ Société d'Exploitation de la Cité Internationale (Cité Internationale operating company).

³⁹ See annexes.

Organisation of the different actors in 1999 - 2000



Organisation of the different actors in july 2000



V. Some major dates

1984	Installation de la Foire Internationale à Eurexpo. La ville de Lyon reprend la gestion du site.
1985	Concours pour le choix d'un architecte coordonnateur : Renzo piano est lauréat à partir d'une hypothèse de réhabilitation partielle du Grand Palais.
1987	Création de la SEM de la Cité Internationale.
1987 / 1988	Tests de faisabilité et consultation des promoteurs.
End of 1988	Etude d'une option de reconstruction totale
April 1989	Demande d'un nouveau parti améliorant l'animation et assurant le financement des équipements publics.
July 1989	Adoption du dernier plan de composition urbaine par la SEM de la Cité Internationale, le Conseil Municipal de Lyon et la Communauté Urbaine. Lancement d'une consultation pour la réalisation de l'opération. Information du public lyonnais.
Dec. 1989	Examen des propositions présentées par les groupes BOUYGUES, DUMEZ-OGER, C3D, SARI et SODECIL. Présélection de SARI et BOUYGUES pour affinement de leur dossier.
Feb. 1990	Choix du groupe SARI par la commission ad hoc.
June 1990	L'atelier du projet, exposition ouverte au public
Dec. 1991	Dépôt de la première demande de permis de construire.
Sept 1992	Obtention du premier permis de construire
Nov. 1992	Reprise des engagements de SARI par la SPAICIL (Groupe CGE) et mise au point d'une première phase de réalisation
Aug 1993	Signature notariée du premier bail à construction entre la Ville de Lyon et la SPAICIL
Sept. 1993	Ouverture du chantier comprenant le Palais des Congrès, le premier ensemble de bureaux et le parking
Nov. 1993	Ouverture du chantier du Quai Charles de Gaulle.
Sept 1994	Début des travaux du Musé d'Art Contemporain.
Oct. 1994	Inauguration de la première demi-chaussée du Quai Charles de Gaulle.
Dec. 1994	Fin du gros œuvre du "PC 5"
April 1995	Ouverture de la deuxième demi-chaussée du Quai Charles de Gaulle et fermeture du



Conclusion

Even though the Cité Internationale de Lyon project has seen numerous controversies in its time, it has always enjoyed substantial political backing which has produced the success story which seems to be assured today as demonstrated by the different types of activity that have chosen to take up residence on the site.

The SEM de la Cité Internationale has played a leading and crucial role in the completion and success of the Cité Internationale of Lyon and seems, as a structure, to be intimately linked to the image that the Cité Internationale can project to Europe.

As the body responsible for steering the development and co-ordinating the different actors involved, it has overseen the development of the project since 1987 and has acted as guarantor of the fundamental principals laid down at the outset. Without the presence of a structure such as theirs, the project would certainly have been completed but would undoubtedly have had a quite different appearance by the end. Its involvement over a period of more than two years has resulted in unmitigated success in terms of architectural and urban continuity.

Finally, the scope of competence of the SEM de la Cité Internationale has increased since it took on the development of the site. It now has a major role to play in the next phase of the operation: that of a steering, co-ordinating and developing body. It is also responsible for the commercial promotion of the land still available.

But what could the future of a semi-public company such as the SEM de la Cité Internationale be ? Would be possible to adapt such a structure to other projects operating on a smaller scale ?