



BORDEAUX

FRANCE

KEY FEATURES OF THE CITY

Demographic Facts

- 240.000 inhabitants in the city
- 740.000 inhabitants in the Bordeaux Métropole
- 130,000 residents in the World Heritage area

Heritage

- Registered heritage: Bordeaux, Port of the Moon
- Inscription: UNESCO World Heritage List
- Date of inscription: 2007

EXISTING GOVERNANCE MECHANISMS

Development and Management Plans

- Urban Renewal Project 1996 - 2008
- Urban Renewal Project 2008-2030
- “Bordeaux les Deux Rives”

Responsible Authorities

- Bordeaux Metropole Aménagement (City Council)
- Communauté Urbaine de Bordeaux (Urban Community)

Legislation for the protection and management

- Law Malraux 4 août 1962

MAIN ISSUES TO BE ADDRESSED

- Reinterpreting derelict and underused land as potentialities
- Balancing between housing requirements and urban heritage integrity
- Transforming Bordeaux into a 1 million inhabitants city
- Reducing urban car usage and connecting the centre and the surroundings

KEY ASPECTS OF THE CULTURE-BASED REGENERATION STRATEGIES

- From wastelands to development areas
- From weakened housing units to new lakeside neighborhood
- From the city-centre tramway system to a mass transit loop around area
- From depopulation to demographic growth

OUTCOMES AND LESSONS LEARNT

- Reconnection of the city with its river
- Collective project definition and negotiated urban planning
- Flexibility and functionality of private-public partnerships



8.4 Bordeaux

Bordeaux is a port city in southwestern France, built on a plain stretching along the Garonne river. Capital of the Aquitaine region, the city's urban image reflects its wealth derived from wine and colonial trade. Over the last decade, the transformations processes of the metropolitan center — mainly focused on public spaces and urban transport system — have attracted people back into the city, representing an exemplar case study as not only as a car dominated historic cores suffering from depopulation, but above all in the framework of cultural clusters.



8.4.1 Key features of the city

Demographic facts

Capital of the largest region in France, Bordeaux is located on 4.500 hectares and has a population of about 240.000 inhabitants.

The city is the core of the wider Bordeaux Métropole which is the 6th largest centre in France, with about 740.000 inhabitants over more than 55.000 hectares. The World Heritage area includes 130,000 residents.

Urban figures

The city of Bordeaux — delineated by the river bend and the hill line — roots its identity in the harbor functions as a city of exchange and commerce.

The transformation of its urban plans — from the Roman *castrum* to the contemporary setting — reveals the complexity of the city's history, characterized by a unique assemblage of 18th and 19th centuries historic buildings and spaces. At the same time, the significant expansion of the city in the second half of the nineteenth century has affected its urban image



through a massive urban sprawl, with the increase of population by 45% while the growth of its urbanized area by 136% and its density decreased from 47.8 to 29.4 people per hectare (Diagnostic of the Bordeaux Metropolis Aquitaine town planning agency “a’urba”, 2003). The peculiar character of the historic city is thus linked to its genesis processes, made by adding subdivisions (Callais & Jeanmonod, 2014) without a preliminary plan. The 50-year expansion has resulted in a “stone city”, made of plots of terraced houses with a dense form, served by a continuous street network.

Heritage

The historic centre of Bordeaux — inscribed on the UNESCO World Heritage List in 2007 as “Bordeaux, Port of the Moon” —represents an “outstanding urban and architectural ensemble”, created in the 18th century and characterized by classical and neoclassical architectural units and outstanding urban plans. The protected area extends over 1.810 hectares and also includes a large area which became urbanized from the late eighteenth century till the 1930s, constituting the first suburb of Bordeaux made of neighborhoods of townhouses. Bordeaux is the first urban ensemble on such a large and elaborate scale to be nominated for inclusion in the UNESCO World Heritage List. The boundaries of the core zone



submitted for inscription are the Garonne and, from North to South, the outer Boulevards. This includes the Port of the Moon, namely the moon crescent formed by the river on the left and the right bank. It spreads from the quays of Bacalan in the North to the quays of Paludate in the South, including the Stone Bridge, Pont de Pierre, and the wet docks, Bassins à flot. It encompasses almost all of Bordeaux within the Boulevards, except the rail tracks located south of the Saint-Jean railway station. The buffer zone includes the whole right bank of Bordeaux, spreading over the hilltops, which constitute a remarkable natural heritage. On the left bank, the buffer zone boundaries follow the railway tracks, including a quality urban fabric and an undeniable natural heritage value. The buffer zone also includes some adjacent towns (UNESCO, 2007).

8.4.2 Existing governance mechanisms

Development and management plans

The agglomeration of Bordeaux is experimenting the merging of three plans into one, all three encompassing the same 27 municipalities (European Commission, 2013) with the aim of strengthening the link between transport and other policies with an important spatial planning component (Gaïffas & Volpilhac, 2011): a local urban planning document (“Plan



Local d'Urbanisme"); a local housing programme ("Programme Local d'Habitat"); an urban mobility plan ("Plan des Déplacements Urbains"). Additionally, two major urban renewal projects (RU) have been launched, together with a specific plan for the "two banks" area.

Urban Renewal Project 1996 - 2008. The plan addressed the development inequality between the two banks of the Garonne river and aimed at creating a new development corridor running north/south along the river. The major urban development purposes of the project concerned the tramway system, the design of public spaces and riverside areas — mainly in the east bank of the Garonne — and the maintenance of cultural legacy and historic city-centre.

Urban Renewal Project 2008-2030. The new project for urban renewal is primarily guided by the effort to revitalize the historic centre by increasing the population of the city with the aim of reaching 1 million inhabitants in 2030. According to this goal, the action-plan foresees the construction of 60.000 new housing units along the development corridor. The restored historical setting becomes the key-objective to increase social diversity, promote the economic and cultural role of the city centre, and improve the quality of urban life by offering modern living in a preserved heritage site. By the end of 2013, 2,220 housing units have been completed. A structured development programme for the city centre — acting also through the National Program for Redevelopment of Neglected Historical Areas and together with a detailed economic plan — has thus envisaged the realization of a new lakeside districts (the Ginko neighborhood), 2 new bridges (Bacalan-Bastide and Jean-Jacques Bosc bridges), and 2 new urban hubs (BAF-Brazza, Floirac-Gare Saint-Jean).

"Bordeaux les Deux Rives". The "Two Banks of Bordeaux" project focuses on the revitalization of the district along the Garonne riverbanks. The Municipality of Bordeaux appointed a local joint public and private company, "Bordeaux Métropole Aménagement" (BMA) to manage and implement the Urban Pilot Project. As part of an overall strategy for local development, the aim of the project was to improve the dilapidated industrial and port district along the Garonne river — affected with severe economic and social problem — in order to revitalize the economy and develop the area both socially and culturally. The actions include: quay-side developments (building demolition and renovation, and creation of open spaces), social and cultural/tourist events, training initiatives, the organization of events and festivals, the introduction of new social, cultural and recreational functions.

Responsible authorities

A strong partnership system between the public sector and other socio-economic actors constitutes the management team of the renewal projects for the city of Bordeaux.

Particularly, for what concerns the "Two Banks of Bordeaux", the Ville of Bordeaux — in its capacity of the responsible authority of the project — has appointed the **Bordeaux Métropole Aménagement** (BMA, Bordeaux City Council) to manage and implement the project. The BMA — as implementing agency — is a multi-disciplinary team with public and private interests, in charge of the long-term development plans for the river-side area. The project also has the support of other shareholders like the **Communauté Urbaine de Bordeaux** (Bordeaux Urban Community), together with local actors — both public and private — with a Steering Committee made up of local, regional, national and private sector representatives. Furthermore, out of a total 22 actions, 15 are co-financed by the EU.

For what concerns the World Heritage area, the creation of "The Bordeaux, Port of the Moon" Management Committee — instituted in 2007 and chaired by the mayor of Bordeaux —

pursues the mission to implement and apply the Management Plan towards inclusion the World Heritage List.

Legislation for the protection and management

For what concerns the legal framework for Urban Renewal Projects in Bordeaux, the conservation of architectural heritage is based on the **law Malraux 4 août 1962** — which defines protection zones for cultural heritage in France — through the Program for Redevelopment of Neglected Historical Areas and Declaration of Public Utility.

8.4.3 Main issues to be addresses

The main issues concerning urban renewal projects for Bordeaux can be briefly summarized in four key needed actions.

Reinterpreting derelict and underused land as potentialities. New development primarily addresses the number of dilapidated sites on the north-south axis running along the banks of the Garonne — primarily due the decline in shipping-related activities — with their “heritage” of abandoned warehouses and areas of wasteland. The potentiality of these vacant derelict places to be transformed from “weak” areas into nodes for regeneration is related not only to the economic activity and investment, but also to public works projects mainly oriented towards the cultural side, whose legacy is currently under threat.

Balancing between housing requirements and urban heritage integrity. A specific issue of urban renewal in Bordeaux is related to housing questions. Given the weakened housing market, major requirements can be found in strategic interventions able to preserve the integrity of the overall conditions in selected priority areas. According to this goal, the exceptional cultural heritage represents one of the main potentialities — together with economic and social issues, such as migration and unemployment — and becomes a core subject to respect and promote through the regeneration process.

Transforming Bordeaux into a 1 million inhabitants city. Urban regeneration in Bordeaux is guided by the dominant perspective of transforming it into a sustainable city of 1 million inhabitants. Attracting people back into the city becomes not only a purpose aimed at managing with the high rate of demographic turnover, but also at stimulating private sector interest in Bordeaux as a business city and developing labor market.

Reducing urban car usage and connecting the centre and the surroundings. The development of the tram system has substantially been successful, however the aim of spreading social inclusivity and investment also outside of the city centre is an ongoing challenge. Marginal areas in disadvantaged conditions — together with a lack of diversity in some portions of the city’s territory — becomes the elements of a question of urban conglomeration which represents a key priority for regeneration strategies.

8.4.4 Key aspects of the culture-based regeneration strategies

The waterfront renovation in Bordeaux is an outstanding example of culture based urban regeneration and creative development for the core of the city-center, together with socio-economic change and management of development inequalities.

Major aspects of the regeneration efforts between **1996 - 2008** — particularly centered on the east bank of the Garonne with the creation of a north-south development corridor — were primarily focused on the **design of public spaces and riverside areas** and the **new**

tramway system constructed to integrate with the **historic fabric of the ancient city** and make it accessible again.

Within the framework of the 'Bordeaux 2030' long term strategic vision, the regeneration strategies of the urban renewal project **2008-2030** can be synthetically described in terms of four key-transitions, directly corresponding to four main issues previously identified.

From wastelands to development areas. The transformation of derelict and neglected areas into a 21st century district is the primary strategy for extending the current city-centre of Bordeaux. The wide expanse of industrial and economic sites — a 162ha area adjacent to the historical centre and already serviced by a tram line — is thus turned into the object of a structured development plan acting through building permits and a National Program for Redevelopment of Neglected Historical Areas. In this perspective, the inclusion of the broad declining port site in the World Heritage List represents a fundamental tool for a redefinition of the dock basins based on their patrimonial and cultural identity, as consistent part of the urban project.

From weakened housing units to new lakeside neighborhood. Given the presence of too many derelict or vacant housing properties, the low rate of residential units and the high rate of demographic growth, the transformation of the declining site has been addressed through the construction of 60,000 new housing units along the development corridor. The strategies for converting the site into a urban functional and social mix renewed district mainly aim at diversifying the residential developments and maintaining the level of commitment to housing subsidies, while prospecting and promoting the existent cultural heritage and the overall integrity of the place. The regeneration of the Ginko district represents an outstanding example of this process. The main operational means introduced for this purpose are:

- a 5-year financing-plan (for the period 2003-2008, then renewed for 2011-2016), namely the *Program of Operations for Habitation Improvement (OPAH)* in urban renewal projects, which provides public subsidies to private owners engaged in housing renovation projects;
- a contract for *Public concession of urban planning (CPA)*, awarded by the City of Bordeaux to InCité (for the period 2002-2010, then extended to 2014 by amendment), which is followed by authorization for urban redevelopment.

From the city-centre tramway system to a mass transit loop around area. Directly connected to both the redevelopment of old docks area downstream from the centre and the construction of new housing units along the river, a further strategical device for the regeneration of the city is the expansion of the public transport system outwards. This aspect was already the key principle of the urban renewal projects for the period 1996 - 2008, resulted in the fundamental new tramway system. In this perspective, the link between the strategic districts for the 'Bordeaux 2030', and their integration to the centrality sector of the.

From depopulation to demographic growth. The challenge of expanding population — aimed at reaching 1 million residents by the year 2030 — finds its operative tools in a multiplicity of efforts. Apart from the aggressive economic development plan and the new housing projects built around the city, further strategical choices concerns the realization of two new urban hubs (BAF-Brazza, Floirac-Gare Saint-Jean) and 2 new major infrastructure projects (Bacalan-Bastide and Jean-Jacques Bosc bridges).

8.4.5 Outcomes and lessons learnt

The main peculiarity of the case-study stands in the mutual relationship between transformation and continuity within the historic centre. According to this overall aspect, some key-points emerges in terms of lessons learnt from the city, briefly described below.

Reconnection of the city with its river. At the urban level, both in tangible and intangible terms, the main outcome of the regeneration processes for Bordeaux concerns the of the restoring of the fragmented and partially lost relationship between the city and the Garonne, through an interweaved network of strategical devices, ranging from the new tramway to the waterfront promenade. Together with physical connection, the resulting new setting also demonstrates the rich value of the city's distinct quarters and the diversity of their heritage.

Collective project definition and negotiated urban planning. At the development and management level, one of the main outcomes of the case-study concerns the practices related to the mobilization of all the actors and the inhabitants during community workshops and public consultation workshops aiming at defining a "collective" project through "negotiated" processes of definition of the dock basins' urban project.

Flexibility and functionality of private-public partnerships. For what concerns the funding structure, the case-study shows the effects of projects that include private partners. Private involvement in financing — though subject to a wide range of contingent situations — results in the functionality of a public proposal which collaborates with private initiatives and finds its legitimacy in the flexible potential of consultations and in the quality of the architectural and urban interventions.

8.4.6 Perspectives for the future

The exceptional cultural heritage, the results gained in the field of public works and the achievements related to the development of a specific labor market represent the primary potentialities for the transformation of Bordeaux. On the other hand, a weakened housing market, together with a high rate of demographic turnover, the presence of too many vacant or derelict properties, and the lack of diversity put the cultural legacy under threat and address an open question of urban conglomeration. According to this perspective, the international acknowledgement of the cultural and heritage value of the city demonstrates its key role in the relationship between the existing heritage and the development of suitable management devices. In the case of "Bordeaux, Port of the Moon" — even though the dock basins did not belong to the neighboring districts but kept their own device — the inclusion in the World Heritage List represents a fundamental potentiality for the development of the biggest urban centre in southwest France in relation to an extended space around the complex urban systems which are listed for their urban heritage. The regeneration programmes are thus intended to further develop the urban fabric of the city, building on the architectural and urban qualities of the existing urban context. In this regard, attention should be payed to the rise of the property prices in the transformed port city, taking into account that the city's average house prices rose 1.9 per cent in 2013, compared with a 1.7 per cent fall in resale properties in France as a whole over the same period (Notaires de France, 2013).