

**Franche-Comté**  
Conseil régional

## ❖ **WP6 Pilot cases implementation**

Overview of implemented actions  
in the pilot sites

*Analysis of the dashboards and action sheets,  
Partners feedback*

innovating for your city

March 2011

The Franche-Comté Region has developed tools to monitor the experiments conducted by the pilot sites in the framework of the InnoCité project work package 6 (WP6). They consist of dashboards and action sheets that are used to track the progress made by each partner as it implements its strategic plan and experiments to enhance the attractiveness of those sites.

The elements collected from the completed dashboards and descriptive action sheets drawn up by the Franche-Comté Region form the basis of a comprehensive examination of the courses of action implemented by the 9 InnoCité project pilot sites. The examination takes up their structure, starting with a description of the established partnerships (components, competences), the strategic analyses parsed by applying the "SWOT analysis" method and the programming of operational lines (headings, schedule, budget).

## **I- THE PARTNERSHIP**

*The partnership is the decisive factor allowing a local development policy to truly exist. Nevertheless, we must specify the different forms and functions of the partnership triggered by the processes used by the "InnoCités".*

- *The "formal" partnership for governance and general direction initiates and sustains an action over time.*
- *The partnership is linked to the practice of dialogue, with the goal of improving the knowledge of certain users or different people, drawing suggestions from outside the realm of experts, and communicating and informing the public about the commitment to a collective action...*
- *The partnership is specific to a thematic action based on a specific group of actors.*

*The partnership as it appears in the dashboard belongs to the first category: it is a formal, political partnership and the initiator of a general policy of local development.*

## 1. The formal partnership structure

	Public actors		Private actors		Competences
① Neuville-sur-Saône	5*	Government (2) Local authority (1) Local chambers (2)	4*	Economic stakeholders	Political Technical Financial
② Lure	14*	Government, Region (2) Local authorities (3) Local chambers (2) Other (5)	8*	Economic stakeholders Retailers association Residents representatives	Political Financial Administrative Consultation Implementation of actions
③ Darfo Boario Terme	1*	Local authority (1)		Retailers association	Political Implementation of actions
④ Voghera	2*	Local authority (1) Chamber of commerce (1)	2*	Economic associations	Political Implementation of actions
⑤ Garmisch-Partenkirchen	7*	Region (1) Local authorities (5) University (1)	22*	Economic stakeholders Social stakeholders Education Health	Financial Administrative steering Implementation of actions Consultation Concertation
⑥ Plus Region	4*	Local authority (3+1)		(?)	Political Administrative
⑦ Hollabrunn	1*	Local authority (1)	1*	Retailers association	Financial Technical
⑧ Bad Vöslau	1*	Local authority (1)	1*	Retailers association	Financial Consultation Implementation of actions
⑨ Koper	4*	Local authority (1) Local chambers (3)	6*	Retailers association	Political Administrative Technical

\* Number of represented bodies

A simplified chart of the data provided serves to highlight the formal partnership constants established at each pilot site.

- The elected officials (or decision makers) of the local community are the central component in the public sphere. Partners from higher administrative levels (state, region, or district) are teamed up at certain sites. This development is important in terms of political networking and geographical expansion. This should allow for the consolidation of developmental policies (infrastructures, facilities), working together toward regional strategies, or addressing the site's relationship with the dominant city that controls it (scales of territories). Thus, the group of public actors can gain significant importance (cf. Lure, Garmisch-Partenkirchen, Neuville-sur-Saône). It should be noted that the Lombardy Region is not involved in the local governance of projects, but only in the contribution of the means given to local communities.
- The private sphere is actually more consistent: it is built around economic actors and organised by the natural institutions or by associations formed for the occasion. This dominant characteristic coincides directly with the InnoCité projects' objectives, which aim to revitalise activity via commerce and the redevelopment of city centres. When there are other objectives, other partners appear: education, health, social (Garmisch-Partenkirchen),

local residents and inhabitants (Lure), financiers (Neuville-sur-Saône), modes of travel (Straßwalchen), young inhabitants (Hollabrünn), etc.

- The public/private relations work systematically with multiple purposes: consultation with actors and users to produce initiatives (ability to propose), critical analysis of possible projects (ability to accept), and networking and sharing of initiatives from one sphere to another (search for convergence).
- The public/private limit varies according to the countries and pilot sites. For example, economic actors (chambers of commerce and trade) are considered public (Italy, France) or private (Germany, Austria).

It is important to note that the core competence of the formal partnership is to implement the general strategy as concrete public actions. It consists in steering the actions. The strategy may already be in place or be the subject of a specific development process (Darfo Boario Terme, Voghera, Garmisch-Partenkirchen, Plus Region). The same applies to feasibility studies (available property inventories, local analyses, brownfield land inventories, prospecting, tourism and cultural projects).

## **2. Establishment and development of the partnership**

The establishment of a formal partnership will allow policies to be implemented and will last the time needed for a sustainable development action. It is therefore the first level of vital action. It may be based on existing activities or be gradually put into place. Koper's approach is to make a permanent governance structure a goal in itself in order to provide a durable force to the economic revitalisation of the city centre (see corresponding action sheet).

In this regard, local kick-off meetings have a founder effect even if they are held after several months (or years) of gestation. Kick-off meetings make public the commitment to a development policy and publicise the consultation process through the free local and institutional media.

As a result of the obligation to hold these kick-off meetings, or organise the management of local projects, formulated by the InnoCité project, the format, transparency and therefore the legitimacy of these steps appear clearer and more ambitious than they might be without that framework...

The partnership takes shape and evolves in pace with the projects. As we have seen, its initial composition gets the local officials and the active entrepreneurs group to work together. However, when the project commits to actions, each local organisation calls in public bodies or private individuals to beef up the partnership. The most advanced approaches, as witnessed in Garmisch-Partenkirchen and Neuville-sur-Saône, are based on many groups offering a diverse range of competencies (political, financial, commitment to actions, expertise, consultation).

The formal partnership can still be organised into a hierarchy according to objectives. Several examples are: a group of young people in Hollabrünn, health professionals in Garmisch-Partenkirchen, participants involved in a cultural or tourist action, etc. These "subgroups" are a substitute for the public governance level as the administrators of the global policy. They also give importance to groups found outside of the usual decision channels.

The nature of the partnership is so flexible that a fixed organisational template cannot be formalised. However the actors can be regularly briefed with pointers to the general approach through working and briefing meetings.

### **3. Resources and regulation of the partnership**

The partnership draws together representative bodies of various kinds and also makes for the pooling of political decision-making, administrative supervision, expertise, project design, user consultation, communication and other competencies that would not otherwise be found. This cross-disciplinary form emerges in line with the local geometry and the revitalisation momentum track record already engaged.

This connotation brings together the "stakeholders" for the project. It should be noted that in this designation, which is ambivalent, the "stakeholders" are made up of actors in a potential 'beneficiaries' situation but who must also "pay" (give/earn). The partners all contribute knowledge and resources to defining the objectives and means through real commitment, as though they were defending their own interests. The phenomenon creates interesting synergy, and we have recorded no instance of any conflict situations or deadlocks... Another advantage of this partnership is the intersection of different specific concerns, which when joined together should lead structurally and collectively to stronger actions.

This begs the question of adjudication, independence of the actors, and the ranking of decision-making methods. It has to be concluded that politicians tend to be the decision-makers in the absence of any explicit information on this issue.

We have already mentioned the flexible nature of the partnerships and their proclivity to diversify over time. We also see – and this is clearer in the more seasoned pilot sites (Garmisch-Partenkirchen, Neuville-sur-Saône) – sequential cyclical phenomena starting with the analysis phase ("possibles" and needs analysis), information-gathering and survey phase, project design and implementation phase and assessment phase... from then on, though phases appear again.

### **4. The necessity of an informal partnership**

An informal partnership is all of the contributions coming from users or the relevant public. This wide sphere of involvement -- sometimes distant from or even indirect to the action -- is recognised as a necessity. Several commitments were made by the "InnoCités" to proceed in this direction:

- Surveys of users or groups of actors are routinely performed (Neuville-sur-Saône, Lure, Garmisch-Partenkirchen, Neumarkt, Hollabrünn).
- Communications actions, local newspaper, and website (+Region, Neuville-sur-Saône, Lure).

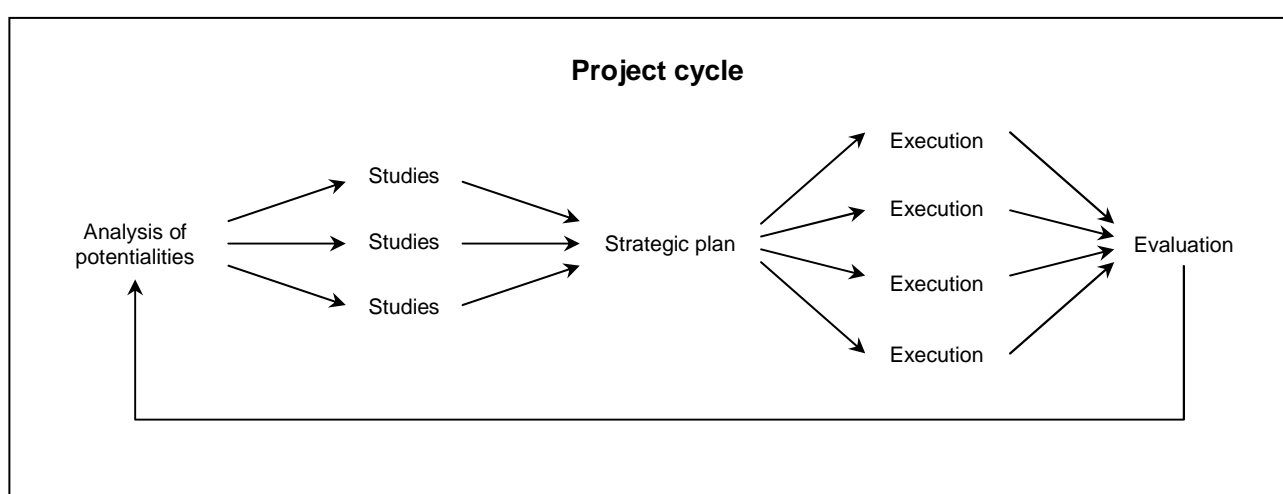
The informal partnership holds great importance because it allows for the collective appropriation of the process and represents just as many stakeholders as citizens.

## II- THE PRODUCTION AND STEERING PROCESS FOR LOCAL STRATEGIES

### *Preface*

Here, we focus on overall strategy building, which aims to resolve the somewhat profound differences in development that the "InnoCités" are subject to under their metropolitan environment. Strategy building is crucial, because it will indicate the course of and organise the actions.

We must, therefore, *build* the strategy: the "InnoCités" first conducted a preliminary analysis (local diagnosis, SWOT analysis, opportunities, and identification of targets). The testimony provided by the cities makes it possible to understand the role of the analysis in strategy building, and we can clearly sketch the iterative operation of local development as well as its limitless aspect.



### 1. Pre-eminence of local operational issues

SWOT analysis coupled with the "long-term vision" outlined by each pilot site form our starting point. The importance of operational and local issues emerges clearly from examining the SWOT analyses. The towns are plainly challenged by their own difficulties: town planning, traffic, nuisances, parking, not to mention the phenomena of abandonment, property assets being unsuitable for use, and even questions of behaviour, cleanliness, friendliness, safety, attractiveness and quality of life. It is clear that mobilisation occurs at a very specific level and the pilot sites will try to find direct solutions to these daily problems on a case-by-case-basis.

Thus the first priority is to restore a decent quality of life, as an essential basis for launching sustainable development strategy initiatives, long before regional renewal or a different relation with a regional capital or metropolis can be contemplated.

In this regard, several pilot sites are required to undertake urban redevelopment work (Neuville-sur-Saône, Lure, Darfo Boario Terme, Voghera, Straßwalchen) which, because of its scale, goes beyond a simple improvement action. The change of rationale and image is already an attractiveness action and thus a regional repositioning action.

What we need to find out is whether the towns, whose development is stunted, will be able to pull off the first phase of the task and keep up their efforts thereafter... That will call for the

injection of significant financial resources over a long drawn-out operational actions programme.

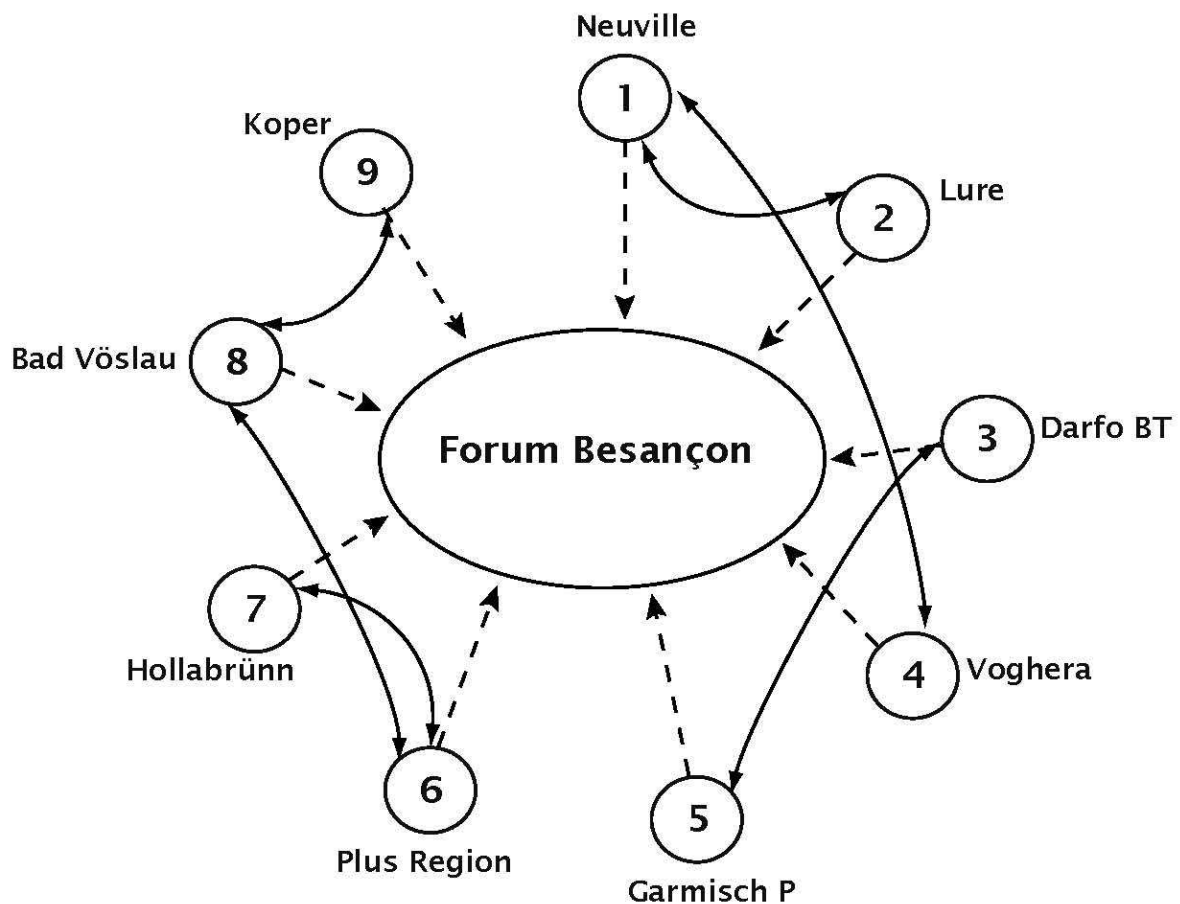
## 2. The production of the analyses (SWOT analysis)

The nature of the problems identified and the level of proposals that can be made are directly influenced by the conditions in which the analysed SWOT analyses are produced. We believe we can safely say that local diagnoses are deflected by two major factors. Firstly, *the nature of the authority instigating the process*: the steering by a chamber of commerce and industry (Koper, Lyon) differs from that of a region (Franche-Comté, Lombardy, Lower Austria, and Bavaria).

Secondly *the SWOT self-production method* which is fed by the actors' exchanges of points of view includes a high dose of subjectivity. Specific experts take part (representing specific fields) and special diagnostic studies are conducted (inquiries, surveys ... on local life, business practices), nevertheless the use of an external auditor is not dominant.

The InnoCité network can talk the sites into producing critical analyses in the sense that situations, some of which are close, can be compared. Relations based on affinities or aids (see below) keep the network going, which leaves no site isolated and furthermore, common problems were discussed at the pilot site forum organised in June 2010 in Franche-Comté.

### Experience sharing in InnoCite network



### 3. Comprehensive look at the SWOT contents

The analysis of the development potentials or the limiting factors revolves around the external factors that exert pressure on local life. These facts are identified, but there is little capacity to respond on this field and the local level appears inadequate, except for exceptional resources. We can see, therefore, a rather good reading of this difficulty in withstanding external changes.

The following areas are considered:

- Governance and cooperation: this is the ability to steer the programme or be responsible for the fields of action. Local political institutions are more or less implicated. Reference has been made to the difficulties in mobilising private partners and lack of cohesion. Strengthening governance specific to the InnoCité development project is a fervent goal for some.
- Investors: some cities have identified their lack of attractiveness for property investors, requiring extra work on promoting the territory.
- Public financing: this issue appears as a concern in cities already highly called upon for funding.
- Regional positioning: a good general location (transport intersection, coastal contact) is considered a direct benefit in the inter-regional relationship. The proximity to a large metropolitan area is also perceived by everyone as a likelihood of a hasty specialisation in housing. This is followed by a lack of services.
- Living environment and services: the cities analyse somewhat positively their capacity for common functions (services, general facilities, education, housing, natural environment, social representation) and higher functions (higher education, health, large-scale facilities). It is clear that this environment is changing -- sometimes threatening services that have become obsolete or inadequate, or are poorly located. At times, we can also see the decision on the federal level to eliminate public services is a very damaging action, often without recourse.
- Commercial activity in the city centre: this point is very perceptible in the evaluation and in the potentials analysis. We will not focus on its strengths at this time. The difficulties are just as numerous: qualitatively insufficient supply or lack of diversity, restricted land for commercial premises, desertion, customer loss caused by the commuting lifestyle of the inhabitants, direct competition from nearby superstore areas, etc.
- Tourism and culture: these sectors are often cited as having potential for creating prosperity (hotels and restaurants, holidays, market products) as well as creating an identity that may activate more overall attractiveness. They are critical for several "InnoCités" considering investing in tourist events and attractions.
- Demographic and sociological transformations: issues present in the SWOTs include aging, sometimes poverty and underemployment, and the fluctuation of residents within the metropolitan area. The improvement of sociability and quality of life for youth and students is seen as having a potential for development.
- Economic activity: the strength of a local economic fabric is a structuring factor for the autonomy of a territory. The cities that have them benefit from them, even if they are aware of their vulnerability in the event of failure. The perception of relatively sustainable

economic problems, the fragility of household revenues, or the need to develop the established models on restricted bases... are all phenomena more often than not viewed as disasters. However several projects have addressed this problem and are striving to diversify the economy, introduce or reintroduce attractors.

- General state of developed sites: urban heritage is perceived either positively (a city centre rich with monuments and well-maintained buildings) or for its problems (neglect, brownfield land, unsuitability for new activities). There may be contrasts within the same city, with a partial need for improvement.
- Land reserves: lack of space or, conversely, the possibility of mobilising land in the urban centre or other spaces influences city planning projects and development policies.
- Traffic and large infrastructures: these often generate nuisance, but we would also like to improve their performance (bypass roads, new river crossings, development of sustainable transport). The opportunity represented by a major roadway crossing unfortunately goes hand in hand with environmental degradation. Another disadvantage of traffic detours is that the elimination of a direct link with the city increases the possibility of marginalisation or of provoking competitive peri-urban sprawl.
- Public transportation: this is a true advantage for integration into the regional network -- even if it creates dependency vis-à-vis the dominant city -- with a more or less wished for phenomenon of residentialization. We also observe that public transportation is absent within the smaller areas of the panel's cities.
- Traffic in the city: a very current issue, with the classic problems related to parking (residents, working population, shoppers), security, and traffic patterns. Low impact means of travel are the main concerns. They are either established benefits or needs to be fulfilled.

## Thematic analysis of SWOT

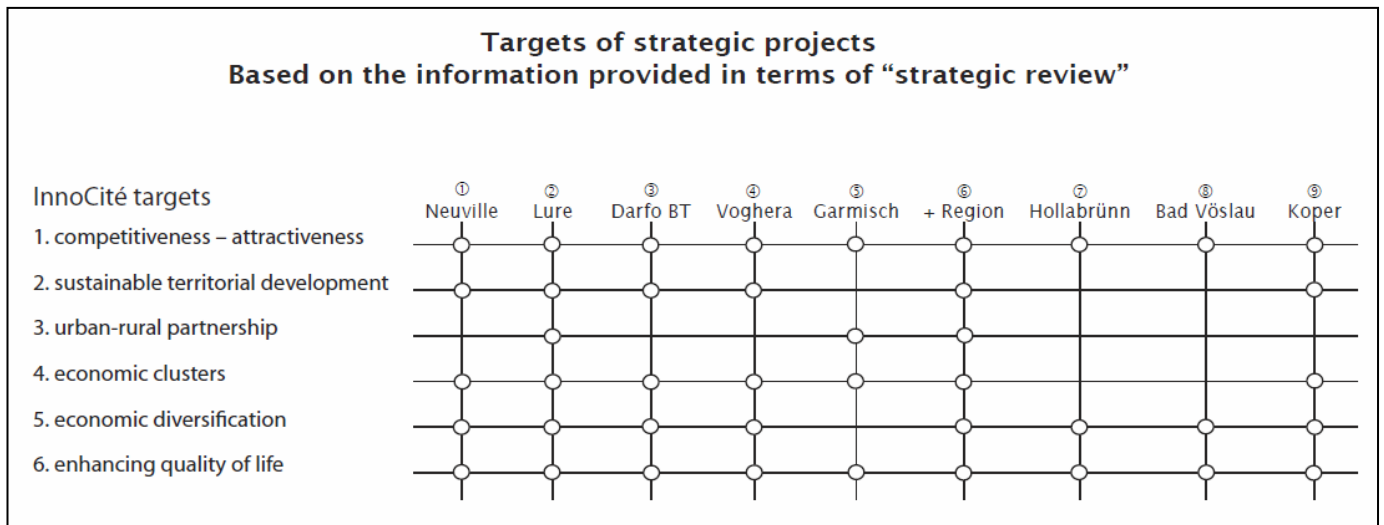
	Neuville /Saône ①	Lure ②	DBT ③	Voghera ④	GAP ⑤	+Region ⑥	Holla brünn ⑦	Bad Vöslau ⑧	Koper ⑨
Governance/ cooperation	S	S	S	O	S	S	–	SWO	W
Investors	–	–	–	W	–	WT	–	–	–
Public financing	–	T	–	–	–	T	–	–	–
Regional positioning	-	SWO	S	S	–	–	T	T	S
Living environment and services	S	ST	–	W	SWOT	SWO	SWO	S	SOT
Commercial activity in the city centre	S	ST	WO	SWOT	–	WOT	SW	SW	WOT
Tourism and culture	–	S	SO	SO	WO	W	S	SO	SO
Demographic and sociological transformations	–	SW	-	SWO	WO	S	OT	–	–
Economic activity	S	WT	T	–	–	S	W	W	–
General state of developed sites	–	SW	W	S	–	SW	S	–	–
Land reserves	SO	–	–	S	T	T	W	–	O
Traffic and large infrastructures	T	O	–	ST	–	WT	–	WO	–
Public transportation	SW	–	W	S	–	SO	–	–	–
Traffic in the city	SW	–	W	SW	–	SWO	SW	S	O

*S = Strengths, W = Weaknesses, O = Opportunities, T = Threats*

A synoptic reading of the SWOT chart puts into perspective the opposing strengths/weaknesses and opportunities/threats. In fact, the analysed subjects appear frequently as conflicting assessments, and it is the public actions that swing an issue into a positive light (voluntarism) or a negative light (passivity). Therefore, there are solutions and hope (and willpower) to deal with numerous threats, as well as for correcting a weakness.

Nevertheless, attention must be paid to major problems that remain unsolved: the lack of investors, loss of public funds, a difficult regional positioning (too close or too far), the effects of the economic crisis on businesses, employment and purchasing power, and lack of land for urban development.

#### 4. Moving from the local diagnosis to the strategic project



This is the most difficult aspect! Indeed, potentials analysis (SWOT or others) can point in several directions, which do not necessarily lead to a strategic course. The search for problems (or lack of quality) leads to finding the most direct answers and is reasonably efficient, but it does not define a *strategy*. This same search for the causes of problems can also lead towards a critique of the development pathway (positive or negative) in which we are involved. The evaluation of this model will make possible the search for fundamental alternatives, or work on formative and worthy achievements in the long term.

The strategic aspect of a development project entails going for what one does not have (or no longer has), that will call for setting up a specific organisation, with a group of stakeholders, a debate, resources and time. A strategy can plan for negotiation periods (which could involve risks) with external, allied or opposing decision-makers.

While reading SWOT analyses and long-term visions does not present explicit strategic postures – with the exception of Garmisch-Partenkirchen – it reveals the overall aspirations that have transpired, which we break down into three groups:

- diversification of the higher functions and knowledge economy (Garmisch-Partenkirchen),
- regeneration of the disused but competitive founding bases: services centre (Neuville-sur-Saône, Lure, Voghera, Koper), spa resort (Darfo Boario Terme, Bad Vöslau),
- positive repositioning within a peri-urban merging process and searching for more independence and identity (Hollabrünn, Plus Region).

#### 5. The steering and expanded level of governance for development policies

Paradoxically, the existence of dashboards does not mean that there is any actual steering. The issue is knowing whether the "InnoCités" have given themselves the means to guarantee the implementation of the action programmes as soon as they have been developed.

We have the example provided by Neuville-sur-Saône, entitled "Action Plan", presented in the form of a monitoring and general progress chart. We also have the programming mentioned in

the dashboards, but they only give elements that are rather difficult to use. We can deduce that steering will remain informal, if not fragile, at least initially.

Steering, along with feedback, is the most detailed level of governance. It appears at a certain point, when the partners become aware of the need to make their work last over time. It must not only monitor the orchestration of the proposed work, but also maintain a strategic outlook for potential adjustments.

### **III- THE SCOPE OF ACTION PLANS**

*The pilot sites were asked to describe all the tangible actions they have committed to, by using the sheets. This request was performed and provides at any given point an inventory of everything that the InnoCité project brings together as a shared experience.*

*However, we can see that the questionnaires have been structured with a necessary rationality, although they are perhaps too excessive for integrating the real implementation of the activities. For example, the supposed chronology (study-programme-implementation-evaluation) is too mechanical and does not leave room for alternative courses (evolution of ongoing goals, unsuccessful endeavours, changing deadlines, etc.). Similarly, some fields cannot be filled in because they are not yet known at time T (financial format, intervention schedule).*

#### **1. Actions of governance, objectives, and achievements**

Based on their objectives, three project levels are observable:

- Governance: actions targeting to structure or install over time groups of actors responsible for all or part of the project.
- Engineering: actions defined through a global objective, or which need a study phase (obligation of results or work on the process); these actions are likely to give rise to other more operational actions found in the next category.
- Achievements: actions implementing an achievement or linked with the management of a project (setting up means, work).

This differentiation is important and it is taken into account in the presentation of the synoptic chart.

It is also interesting to observe that the "InnoCités" often work on three project levels, with a "back-and-forth" that creates a permanent dynamic of actors. This continuous organisation is the key to the proper management of sustainable development actions, the involvement of the partnership, and the ongoing search for answers from responsive in-the-field players. Furthermore, it is important to consider the strategies as well as to implement actions in the field.

#### **2. An emerging, evolving, and necessary programming**

It is probably premature to ask for a general chart of directions and actions responding to a development plan established at each pilot site. We have seen that the definition of a strategy is a relatively long and iterative process, punctuated by periodic phases of readjusting the

objectives. Nevertheless, a verified operational organisation is needed, both to answer basic questions (how much, when, how?) and to assess the inevitable intervals between planning and realisation. Any strategy must be adjustable or be able to anticipate such situations (alternatives, phasing, negotiations).

## Synoptic of development axes

City	Action	Governance Objective Realisation	Period
① Neuville/Saône	Urban quality – Find new commercial premises	O	2010/2011
	Plan of prospecting land and activities	O	2010/2011
	Buried silos	R	2010
② Lure	Mobility study	O	2011
	Creation of pedestrian paths	R	2010
③ Darfo BT	Strategic document	O	2010/2011
	District toolkit	O	2009
④ Voghera	Strategic document	O	2010/2011
	District toolkit	O	2009
⑤ Garmisch-Partenkirchen	Strategic concept for the positioning of GAP- Kick-off meeting	G/O	2009
	Strategic concept – inventory taking of existing institutions for further education	R	2009
	Strategic concept – Location requirements – Survey	R	2010
⑥ + Region	Design of a long term development concept for the Straßwalchen's centre	O/R	2008/2009
	Photo course	R	2009
	Neumarkt – Slow mobility concept	O/R	2010/2011
	Köstendorf – Local supply	O/R	2010
	Plus Region – Homepage redesign	R	2010
⑦ Hollabrünn	Participation of juveniles	G	2009/2013
	Improving the facilities for juveniles – young people and economy	O/R	2010/2013
	Improving the quality of inner-city residence	O/R	2010-2013
	New commercial offers	O/R	2010
	Communication centre for young people	R	2010/2013
⑧ Bad Vöslau	Evaluation and improving sustainability of the garden festival 2010	R	2010
	Architectural competition to create a new city centre	O/R	2009/2010
	Autumn feast presentation	R	2009
⑨ Koper	Establishment of a partnership and governance structure	G	2009/2010

## **IV- CONCLUSION**

- The partnership is the fuel for development. It works on several formal, informal, and interactive levels. It must last over time (longer than the time of tangible achievements).
- Building a strategy and an action plan is an iterative process.
- There is a relationship between the very local urban operational issues (micro-development) and the strategic issues of regional positioning. The approach is first to become aware of this relationship and then progressively increase the level of objectives.
- The pressure on small towns remains strong, especially for those who tend to be outside of the market. All cities find it somewhat difficult to withstand economic difficulties, such as the restructuring process, which tends to favour the larger cities.
- The InnoCités' actions are animate. It is useful to sustain the network and databases: annual update of dashboards, introduction of new action sheets.