International workshop of Planning and Urban Design
DUNKIRK, France, from July 3rd to 17th, 2010

International call for applications on the occasion of reciprocal works between Vitoria and Dunkirk, so as to shortlist 21 professional participants, working in three teams on the theme:

Dunkirk
a transborder coastal city involved in metropolitan expansion.

CITY-BRANDING, all-conquering past, multimodal platforms, transborder logic, North-South exchanges, HINTERLAND CONSOLIDE, river Seine-North Europe watercourse, railway logistics, harbours and their territories, METROPOLITAIN dynamics, pleasure, logic of coproduction, national infrastructures, prompting to skim through the landscape, climatic hazards, ENVIRONMENTAL FORESIGHT, urban link, SOLIDARITIES.
PREAMBULE

In 2008, the President of the urban community in Dunkirk, France and Vitoria’s mayor in Brazil, have called upon the French association «Les Ateliers - International Workshops of Planning and Urban Design» to schedule a double session based on the theme of regional solidarities and urban development. A first session occurred on that occasion in Vitoria, Brazil at the fall 2009, and was followed by a participation in the worldwide urban forum held in Rio in March 2010. The second one will be held this summer in Dunkirk, in the logic of the considerations carried out on the theme of a balanced development for harbour cities and their future, especially in the perspective of harbour economic evolution, initiating wealth and unsteadiness on the territory.

The synergies Harbour-City, triggering off local wealth, indeed scope a wide range of investigations to be explored in more qualitative perspectives: international business relationships, cultural exchanges, migratory phenomena, synergy with the hinterland (territory of mining passageways located in the metropolis of Lille), the maritime imaginary....

This document introduces the subject of the atelier. It is sent to our partners as well as to the whole international network of Les Ateliers, in order to summon applications from professionals.

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Rereading and page setting: Nicolas Détrie

This document exists in different versions: French, English and Portuguese. A free-access download is also available at: www.ateliers.org

Issued on April 6th 2010

Presentation of the workgroup urban project management in Cergy-Pontoise, France.

Les ateliers is a non-governmental organization that gathers universities, decision makers and professionals dedicated to planning, development and urban design. Since 1982, les ateliers has been organizing international workshops on topics defined together with local authorities for city or regional planning. The method consists in gathering students or professionals of different nationalities and different specializations (landscape designers, architects, engineers, economists...), and make them work in different teams that finally present their proposals to an international jury composed of local authorities and international experts. Each workshop offers to local authorities new and innovative urban development proposals, assessed by the members of the jury and transcribed into a synthesis delivered 2 months after the workshop. These workshops are also a source of training for all the participants, whether they be local or international experts. At the beginning, les ateliers focused on planning issues for the Paris Ile de France Region. Then, they developed a very high knowledge in Asia (we held 10 workshops there: Tokyo, Doi Tung, Canton, Shanghai, Ho Chi Minh, An Giang, Can Gio, Phnom Penh, Bangkok) and recently diversified their fruitful work combining workshops along the Mediterranean Sea (Casablanca, Marseille and Alexandria of Egypt) and in Africa and South America (Benin, Senegal and Brasil).
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Dunkirk on an international perspective

Though the debate on the project « Grand Paris » has given a new perspective to the marine frontage thanks to the cities of Rouen and Le Havre, a wider north-east marine frontage appears likely to be tackled on an international scale. It faces England, designs the banks of a diabolo and marks the boundary of the insula of Cotentin in the south, the island of the Frise in the north, Dunkirk being located at the very centre of this wide-scope network, 1’30 hour from the most important maritime passageway, in the north of the French territory and in the south of northern Europe situated in the centre the Triangle London-Brussels-Paris.

In this competitive context linked to port and post-industrial economy, Dunkirk has remained in a pivotal situation and has developed a synergy with Vitoria, a booming Brazilian harbour located northern Sao Paulo and Rio, and beyond economic matters, Dunkirk has tackled the issue of territorial solidarities, on a Franco-Belgian transborder maritime axis, as well as the relationship between land and sea to be straightened with the city of Lille, London, Brussels and Paris, therefore promoting the Hinterland development.
Dunkirk at the crossroads of a transborder maritime axis and a promoted hinterland

Though Dunkirk is located at the very centre of a world scale prosperity triangle, it paradoxically and noticeably appears lagging behind neighbouring territorial dynamics.

Two incompletely-detailed themes are reported:

- Socio-economic: How to escape “the storm centre”?

Beyond the tracks linked to local assets (beach and wind, Thalassotherapy, Côte d’Azur of Eastern Europe…),

- Entrepreneurial: How to set up a real dynamism of investments in the city? Would it be worth being on the look-out somewhere else?

The participants will endeavour to find out harbour logistical tracks (the battle of harbours has to be won ashore), agree to complement the cities of BOULOGNE and CALAIS (regional harbour) and to act jointly with channels and railways.

Besides, having a short-term viewpoint, how to perpetuate the “excess” related to the Olympic Games in London, as a catalyst for energy?

Nonetheless, the international city of Dunkirk nowadays needs to reattach to its hinterland, spatially speaking as well as on the economic and social level.

Dunkirk develops various cooperations on a transborder and international level, yet such an extensive outlook is limited to institutions and does not target either the population or the territory that would deserve to be questioned in this federative revitalized project. What are the necessary driving forces leading to a new broadening development, revitalizing the city resources and those of the territory?

Various tracks can actually be explored, in a logic by which the city-centre has to be pepped up and made more attractive, in accordance with current functions, relevant perimeters to question, and anticipating infrastructure projects planned on the long run.

How could the northern seacoast of France become the northern Europe “Côte d’Azur” and benefit from the attraction of seacoasts (which is not currently the case of the French North-West quadrant)?

How can this seacoast be attached to both close and far-off, rural and economic hinterland: the Flanders at less than half an hour from it, Lille, Dourges and Lesquin (hardly one hour), or even England and the cities of the so-called “blue banana” - Brussels, Antwerp, Rotterdam - served by ecological means of transportation such as the railways or the channel river Seine-North Europe?

How to turn the image of a coast dedicated to the industry into a coast bathing in pleasure, health and sustainable development and regain residential attraction? How to turn from a centralized to an entrepreneurial economy? How to connect everything despite a historically and spatially divided and scattered territory?

How to anticipate the consequences of global warming and Dunkirk’s adaptation to a possible rise in the water level?
2a- Economic and industrial context

The sea as an economic resource, driving force of the economy in Dunkirk

Harbour economy (sea and land: what hinterland, what necessary means, what networks?) “The battle of harbours has to be won ashore. “

Dunkirk took advantage of an important growth during the industrial era, as a communication gateway of the mining passageway, Dunkirk is nowadays the third harbour in France, then comes Le Havre and Marseille, 6th European harbour ; southern gateway of the North Sea (most attractive strait in the world). It is located on the coast Channel-North Sea, which is one of the most concentrated in the world: 800 kilometres from the Havre to Hamburg, sharing 1200 Mt (number dated 2008), to be confronted with the Mediterranean frontage, the global traffic of which has been inferior to 700 Mt the same year.

Dunkerque Lille Amsterdam

Map of navigable waterways in Europe

However, this traffic is unequally shared between the harbours neighbouring the Channel-North Sea, Rotterdam and Antwerp, for they benefit from a vast hinterland through a direct accessibility to the navigable network of the rivers Rhine and Danube. The harbours already share half of this traffic (Rotterdam, 4th harbour in the world provides itself 421 Mt in 2008 and Antwerp, 15th harbour in the world, 189 Mt in 2008).
Dunkirk’s harbour indeed takes advantage of a favoured place on the maritime frontage, being located extremely next to the most important worldwide maritime passageway (less than 1 hour and a half). It is linked to England and the suburbs of Paris by high-performance railway (freight and passengers: cf. railway chrono-distance map vs. Road at the end of the document) as well as Lille and its mining passageway (railway and waterway first created during the industrial era (cf. historical context). Another major asset is the vast accommodation capacity of logistical and industrial installations (3,000 acres of land available over 7,000 acres devoted to business parks).

Assets or liabilities of channel Seine-Northern Europe?
Regarding the competition between French harbours, how will Dunkirk take advantage of the widened connection to the suburbs of Paris through the channel Seine-Northern Europe? In addition, considering the competition with Belgian and Dutch harbours, how will Dunkirk manage to take a stand so as to avoid that the so-called channel, works as a “GDP vacuum cleaner” of the suburbs of Paris by disservicing harbours of Antwerp, Rotterdam and Hamburg?

Railway service: a major asset with regard to the East-West railway passageway
Railway service has nowadays become one of the assets emphasized and obviously maintained by Dunkirk’s harbour, 1st French railway harbour: 51.5% of the traffic is carried out via railways and only 11% via navigable waterways. In order to enable to increase and strengthen the preeminence of railway, and so as to get parts of the traffic from the important railway passageways – while improving local servicing – studies have been led to discuss the electrification of the axis Calais-Dunkirk, to put the axis Dunkirk-Adinkerque again into service for travelers (and to a greater extent, Muizen and Antwerp). A new track for freight towards Belgium could also enable to develop a transborder railway axis, on a local and international scale.

Deploying a digital network
The urban community of Dunkirk has been willing to set up a voluntary policy inherent to the « digital development » of its territory. Anxious to provide its territory with all the necessary assets to keep and implement new economic activities, the CUD made the choice to create a Telecom setup with fibre-optic cable over a vast perimeter. This political will, materialized at the beginning of 2009 for a service agreement, was signed with the firm DGL Network (subsidiary of COVAGE, belonging itself to Vinci.
Networks and Axia). The aim of the delegation is to design, build and operate a long network of 170 kilometers, engineered to meet the needs of firms, public administrations and individuals. Law has effectively permitted local authorities to practice the activity of telecom operator since 2004 by setting-up infrastructures that have to be “neutral, open and possible to mutualize”.

Thus, launched in the beginning of 2009, the network made by DGL Networks will be able to serve 45 business parks, 5 accommodations for companies and 300 sites belonging to public services over the whole city for the summer 2010. The implementation of this policy aims at promoting the arrival of new service providers by sparing them the burden of the conception and deployment of their own telecom network. Though this, the CUD wishes to enable firms and administrations to get access to services that were so far insufficiently developed, such as hosting websites, the voice on IP, video and Visio conference, very high-speed access to the Internet, and VPN (virtual private network).

The sea as a well-being resource: sports, leisure and health.

The connection with the sea in collective representations is not dealt with in the document, as is the case in most of seaside resorts, as a real alternative regarding pleasure and touristic destinations, on an economic scale: Dunkirk’s beach is not to be a place for leisure, the same goes for Belgian beaches or those located on the Côte d’Opale. However, natural spaces bordered by dunes as well as the eastern part of the city’s seashore are particularly preserved and brought out par associations and regional authorities. Besides, since they are wind-exposed, these spaces offer quality spots for surfing and sailing addicts and for the locals who foster a peculiar relation to work and effort. That is the way the city counts a vast number of Olympic champions and sport is usually practised on the occasion of competitions. What is here at stake is to position the sea as a source of energy for human beings and the territory: producer of energy, being alternative or fossil, place of cultural intermingling and worldwide opening, resource of the functional rehabilitation…

Dunkirk’s position regarding high-level environmental quality

At the heart of France and European industry, Dunkirk has revealed its will to combine industry and environment. Dunkirk thus appears among the precursors as far as industrial ecology is concerned. The implantation of steel industry in the sixties, then the creation of a platform linked to industrial and port activities have very rapidly precipitated people locally involved into a definition of the exemplary industrial project with regard to the respect of environment, wage earners and populations. It is transposed by the creation of tools and the implementation of various means (diversification, training and promotion): creation of an exploration site and transfer of technologies in partnership with the university and the industrial groups, creation of a permanent Office in charge of the Prevention of Industrial Pollutions. But this is particularly the elaboration of an Industrial Environmental Chart in 1993 which conveys such a conciliation industry/environment and the pursuit of excellence. This partnership planning document resulting from a necessity for the city and the needs of industry is more the outcome of cooperation between public authorities and private manufacturers than a unilateral regulation.

Energy: centres of energies

With a particular concern for this research of environmental high quality, Dunkirk has become one of the major European energetic platforms. Every sort of energy is represented on Dunkirk’s territory: nuclear (1st European nuclear power plant), fossil (oil workstations, oil refinery, gas pipelines, coal…), Aeolian windmill, thermal (plant of thermal production). It is also the variety of activities which makes Dunkirk rank among European energetic platforms: production, consumption, transformation and importation: centre of energetic promotion of Dunkirk’s urban community (55GWh a year), urban heating network through the recovery of unavoidable industrial heat, soiled-inserted gas pipeline (16 billion cubic meters a year), project to build a gas burner station, fuel cell under experimentation…
Dunkirk, a tense job market

This energetic and industrial situation staunchly strikes Dunkirk’s job market and economic network. Dunkirk therefore takes the best of it through a huge wage system – mainly thanks to men – and an important dependency to big international groups that intervene in the harbour sectors, steel industry, chemistry or food industry. Temporary work concerns almost half of the wage earners in the firms providing services.

This structuring industrial context presents as many assets as vulnerable sources for the territory: tensions between the job offer market and the available workforce, tensions between the offer about training and the job market. The unemployment rate testifies the situation by coming close to 12.7% (slightly inferior to the average of the region Nord Pas de Calais) while it hardly reaches 6% in some districts of western Flanders in Belgium. Among the job seekers, women and young people from Dunkirk are particularly touched by unemployment. Precarious situations affect more women than men. Here is the reason why a struggle against work exclusion has become a major concern in Dunkirk. It is difficult to have a precise overview of the people on the verge of re-entering the job market. Yet, the proportion of women as well as the percentage linked to hiring, in insertion workgroups, is exceptionally high in Dunkirk’s vicinity, compared with Nord-Pas-de-Calais.

Regarding job creation, the service sector constitutes the major source of job creations. Public structures occupy a prominent place among the most important employers in Dunkirk (the general hospital, Dunkirk town centre and the CUD). But the reform of local tax is going to radically modify this economic model. If creating one’s own has not already become customary and popular in Dunkirk, the current demographic evolutions (the population getting older, feminization of the working force…) triggers opportunities to be picked up. In effect, the sector of personal caring services could be particularly dynamic in Dunkirk’s labour pool. The transfer of companies is also part of these opportunities (in the sectors of trade, car mending and domestic items). The management of social and solidarity-oriented organizations supported by public institutions also represents a leverage to be taken into account to develop entrepreneurship.
2b- Geopolitical and historical context

Dunkirk, a territory won over the sea

Around the seventh century, Dunkirk emerged in the form of a fishing organization which settled on the bank of a small cove sheltered by dunes. From that moment on, the locals built the first chapel that left its name to the locality: dunes’ church (Dyyn Kerke in Flemish). Marshy lands in the eleventh century, human polderization developed thanks to cloistered institutions. That period enabled the territory to organise through a maritime and agricultural frontage, leaving geographical layouts that are still apparent such as the stabilized cord made of dunes, Aa’s bank, a very meshed water system, pumps and outlet channels permitting to the land to be cultivated.
Mainly fishing harbour until the first half of the fourteenth century, Dunkirk’s harbour rapidly developed an activity revolving around massive import and export [(the Netherlands (cervoise), European northern countries (wood), iron from Sweden, wine from Bordeaux)] and the belfry was testimonial of it all. Dunkirk very rapidly became the home port for privateers at the service of Spain, in a country in the grip of wars between England, France, Holland and Spain. Raking the seas, the population from Dunkirk quickly forged a reputation on the maritime history the city would remain based on. Lusted after by great powers, a remarkable amount of suzerains succeeded one another: Flemish, Burgundians, Austrians, Spaniards, English and French. Ultimately French in 1662, the city made the most of the period of respite thanks to Louis XIV’s interest, a radical transformation which would rank it at the same level than other big cities of the kingdom.

In the seventeenth century, Vauban bought Dunkirk’s harbour back from the English, endowed it with a board of trade in 1700 and a citadel, strengthening it as an outer military and commercial harbour within its network of fortified cities. Flanders’ coastal cities on both sides of the current border (Calais, Gravelines, Petite Synthe, Mardyck, Dunkirk, Bergues, and Ypres...strongholds or fortified cities surrounded by gaps) were consequently fortified.

Map by Cassini

**A port life submitted to political hazards**

In the eighteenth century, Louis XIV allowed the digging of Mardyck’s channel, fated to become a substitute harbour linked to the sea through “the most beautiful lock in Europe “, but the international diplomatic agreements of The Hague entailed a destruction of Dunkirk’s stronghold. Louis XVI restored Dunkirk’s harbour activities and confirmed the exemptions and privileges granted to the harbour in March 1784. It actually permitted to revive the trading activities of the harbour.
The economic boom

The eighteenth century revealed less favorable for the Flemish harbour, except considering the development of cod fishing in Iceland which would permit occupying the national first rank in the nineteenth century. In the beginning of the nineteenth century, Napoleon I neglected Dunkirk but placed a bet on Antwerp that had become a French city, after being conquered. The harbour was indeed in bad condition. The downfall of the Empire and the sequentially loss of Antwerp by France, soon gave a new start to Dunkirk’s harbour. In 1848, the arrival of the railway in Dunkirk was decisive and followed by significant heavy work regarding the future of the harbour thanks to the digging of the western harbour, simultaneously causing the first seaside resort to vanish. In 1868, Dunkirk’s seaside resort funded a casino, a convention centre (Kursaal), hotels, a seawall and beach huts. In accordance with Plan Freycinet, harbour basins were built. Finally, in 1879 a radical transformation of the harbour was under way and it would permit to compete with its neighbors and to become the main way leading to the North Sea in the country.

Dunkirk on the threshold of the mining passageway

In 1891, Dunkirk at last became the 3rd French harbour thanks to its commercial impulse. At the end of the nineteenth century, Dunkirk was the way out of the mining passageway, interfacing with maritime links and the exploration of iron ore, and progressively of manufactured goods (metalworking industry and steel industry) from the ironworks located in Denain (1834), Anzin(1849), Trith saint-Léger(1911), and eventually Dunkirk-Mardyck(1956), Dunkirk’s harbour having a significant role in the development of the steel industry in Nord Pas de Calais, contrary to the Lorrain basin, not properly connected to the infrastructures. In fact, important infrastructures, the channel linking Dunkirk-Denain-Valenciennes and the railway Valenciennes-Thionville, strengthened the attraction of Nord-Pas de Calais to the detriment of the Lorrain basin. The same went for the suburbs of Dunkirk to the detriment of suburban Valenciennes.
Dunkirk bombed out during the two worldwide conflicts

1914: World War I broke out. Dunkirk is under siege. The city was ready for war and the hinterland podlers are once more flooded, by the way 7,000 acres were used as a “preventive flood “ from August 1914 to May 1915. The German army, aware of its essential role, severely bombed Dunkirk. The population remaining in the city is involved in National Defense; dockyards launched the biggest freighter of the French fleet. Dunkirk is very active regarding its role as a backfront city: the harbour enabled to receive supplies for the forefront. At that stage of the war, 20,000 soldiers of all ally nations passed through Dunkirk.

During World War II in June 1940, the French and English armies found themselves surrounded in Dunkirk. One of the most tremendous evacuation operations in the military history, operation “Dynamo “ permitted to bring more than 300,000 Englishmen and 100,000 French back to Great-Britain. In the aftermath of the war, more than 70% of Dunkirk was destroyed because of the bombing from the German nation and the allies. The harbour had remained inaccessible until June 1646. The rebuilding of the urban network was carried out by Théodore Leveau.

The architect Jean Niemans would be in charge of housing rebuilding (red islets). In the area of “Glacis “, hundreds of American cabins would be built and were still inhabited in the beginning of the seventies. In 1957, the steel group Usinor decided to implement a steel production plant. Following its opening in 1963, the city very rapidly increased from 70,000 to 200,000 inhabitants.

Dunkirk became a major industrial city. Since 1989, just after the closing down the French shipyards, the city as well as the Dunkirk Urban Community have involved in a wide-scope urban project aiming at reconquering wild lands: Neptune project.

Those periods of destruction and reconquest have effectively built-up the territory’s urban shapes and the relation individual-territory.
2c- Urban context

Infrastructures and networks

Water system networks, anti-urban highway and the harbour, all constitute disconnections administered by state organizations, isolating each city from its neighbouring one. As a consequence, it appears that the Urban Community is the most relevant to support a federative project repeated to the State and is therefore able to make good use of the skills related to these fields, which actually divide the territory instead of taking its control. In this perspective, the scale of the pedestrian does not exist outside Dunkirk city centre and still, cars remain prominent because of the difficulty to shift from one enclave to another one - traditional house estate, council housing and companies – and to get over “national networks” - highways, speedway, channels, waterways – without leaving aside northern European climatic conditions. Everything thus compels to use the car despite a developed, yet under-achieved bus network because the latter serves a vast territory devoid of significant centers. How to value these infrastructures for a new future and a new perception of the territory?

It will be necessary to consider the evolution of this territory with regard to scheduled infrastructures (deviation towards the south of A16 and extension of the western harbour to the south, in the direction of Bourbourg- Port sec, and the multimodal area). It will besides be important to integrate telecommunications as network infrastructures and to consider them in the urban project. The recent decision taken by CUD to engage in the construction of a metropolitan network results in a political vision about these networks’ economic and spatial roles.
Cities composed of juxtaposed enclaves: industrial zones, housing estate and huge blocks of Council housing

This city which has endlessly been rebuilt by highly identifiable sectors – yet divided by networks – results in juxtaposed urban logics. The architects and their backers marked the territory to such an extent that it has become easy to recognize the district of the city in which you are. “A deeply-rooted identity” as well as unmarked fragmented zoning devoid of «cachet » are evidently missing in Dunkirk.

The different stages of urbanization and industrial transformation have indeed been made clear, distinguishing sectors of projects: working-class garden cities in the twenties in Saint-Pol sur mer, seaside housing estate in Malo, construction of HBM (low-cost housing) instead of the Lainières on Dunkirk following the downfall of the textile industry, postwar reconstruction of the city centre, housing estate and council estate built in the seventies in Grande Synthe and St-Pol, especially, the Open Ocean district built on the former shipyards as well as “National Agency for Urban Renovation” sites of Courghain (Grande Synthe) and Jeu de Mail district in Dunkirk. They all provide a new urban perspective to the city, breaking away from paved urban planning in the seventies and triggering off a brand new overview of the city. All in all, 16 different typologies characterize the urban network: fishermen villages, seaside cottages, working class estates, large complexes, estates…

All these actions linked to planning have nonetheless remained deeply divided into sectors. The only way to link these districts is the use of cars since short and easy displacements lack ambitious projects and the urban network seems faltering. A joint work giving value to these districts appears essential.

Unbalanced territories

The apparent wealth of certain territories linked to harbour and industrial activities must not conceal precarious situations and the hopelessness of executives who decide to have a house built farther away in the hinterland, far from Seveso hazards, or they settle in Lille, Paris or another region. This issue cannot only be tackled without specifying the image the population is willing to give to the city (city-branding). Economic matters should not conceal the social perspective of the studies as well as the balancing of the territories which requires to be aware of urban shapes' typologies and to propose a diversified housing offer.
Demographic and urban development: Dunkirk, an endless rebuilt territory

Throughout history (cf. § “historical context”), Dunkirk was demolished and rebuilt and its economic power endlessly questioned. It longs for rebuilding the city centre thanks to projects supported by renowned architects and city planners (cf. § “scale interlocking”) inherent to ruins left in the aftermath of wars and also industrial wasteland progressively freed from Malo to the eastern harbour. The first stage of urban and commercial strengthening (1991-2007) lies in project “Neptune” aiming at reconquering wasteland from shipyards.

One of the stakes in the reconstruction process is to stabilize declining demography and to consolidate the city centre, making it more attractive and adapted to innovative housing typologies.

Despite such a philosophy of will, numerous projects led in the city centre and significant actions carried out by the National Agency for Urban Renovation in the cities of Saint-Pol sur Mer and Grande-Synthe especially, Dunkirk urban community has fallen below the threshold of 200,000 inhabitants this year. Yet it has remained difficult to realize whether the numerous projects in urban process will succeed to stop the population from moving out. The current Construction and Green Development Plan aims at developing a most attractive city, improving the quality of environment and lifestyle and diversifying the port economic network, mainly about logistic and industry. To what conditions will these aims contribute to housing, economic and touristic attraction of the territory?
2d – Environmental context

The territory is characterized both by a significant innervation by Wateringues network operated by an inter-agency and partly by industrial activity which, even under control, still generates pollution.

This land is also partly under sea level and may need to adapt to climate change, particularly the possible rise in sea level. On the map below are shown in blue the areas that could be flooded if the sea level rises 50 cm and if the protections of the shore were taken. This is only a theoretical simulation.

In the current planning documents, the environment is an important part. Below is an excerpt from SCoT document with the schematic representation of the green belt of the city.
2e - Social and cultural context

Like other coastal territories in Nord Pas de Calais, the suburbs of Dunkirk are not geographically increasing. Decennial increases recorded after the war and during the Thirty Glorious Years belong to the past. The city has been particularly touched by this decline (fewer than 200,000 inhabitants) whereas the population from the suburban rings has increased. On the one hand, the urban increase is directly linked to employment; on the other hand, the suburban areas dynamic is based on the residential function. Natural increase does not succeed to compensate the negative net migration, which contrasts with the situation of our Belgian neighbours.

This situation results from the housing and job offers. On the one hand, the decrease of the household size and the increase of their numbers have not been taken into account yet by the housing offer (insufficient level of building constructions up to now). On the other hand, employment increased, but two times less compared with the national level. The scattering of wage-earners by type of posts shows that Dunkirk’s employment area is an industrial territory. It is precisely in industry that the number of wage-earners has been highly decreasing. What is at stake is questioning the economic model with regard to attraction strategies?

Dunkirk, a land of solidarity facing difficulties

Notwithstanding unemployment, education and precarious job situations, Dunkirk shares several liabilities with maritime or mining industrial territories, especially with regard to healthcare. Even if Dunkirk is not the territory where high death rate is the highest in Region Nord Pas de Calais (but high death rate in Region Nord Pas de Calais with regard to national statistics), the situation with regard to cardio-vascular illness (inherent to life and food conditions), breathing illness (inherent to work conditions, asbestos…) is a matter of concern. Moreover, healthcare offer, far to be up to the needs, is quite lower than the national average, especially concerning specialized health service. The attraction of specialists is therefore a real issue for public services.

However, Dunkirk is not only a land of hard work and pain. On the contrary, Dunkirk population is aware of such difficulties and knows how to federate and to make day-to-day life more festive. The network of associations is an actual proof: mutual aid, environment protection, sportive and cultural activities over the whole city.

Equipments, sportive and cultural activities are also characterized by their quality and their “high level”. How to combine poles of excellence and innovation with some unusual patrimony (urban, industrial, natural, artistic…) in order to transform them into vectors of image and identity?

A territory with large public equipments – here the LAAC of Dunkerque, place for contemporary Art and Action
A superposition and link inherent to regional logics

Forward planning and territorial prospection, heritage of the French State action as soon as 1945, has persisted so far at every administrative and institutional level, and Dunkirk is no exception to the rule. Therefore, the metropolitan territory is involved in a region counting more than 2 million inhabitants on the Channel and the North Sea frontage. The territory is also involved in European and French instructions, which favours a metropolitan and inter-territorial approach of the territories. Cooperation, contractualization and planification axes spread over the whole transborder frontage of the region. They also spread over a "continental" way with supra-regional partners.

The frontage scale is represented by the Syndicat Mixte de la Côte d'Opale, the European Group of Territorial Authority (Groupement Européen de Collectivité Territoriale) and the European Group of Territorial Authorities (Groupement européen des collectivités territoriales) (GECT), aiming at creating a first rank euro-region, able to be heard at the European level. The Syndicat Mixte de la Côte d’Opale is known as a structure where debates take place, and also as a coordination and action structure. Gathering the cities and city communities of the Frontage, Chambers of Commerce and Industry, Chambers of Agriculture and the North and Pas-de-Calais Country Councils, the Syndicat Mixte de la Côte d'Opale are exchange structures with Western Belgian Flanders, Kent and Medway in Great Britain. The GECT is also showed as a frontage metropolitan cooperation, with its institutional, technical and financial power, and its involvement on the European level, as a pioneer of the transborder cooperation.

Beyond this frontage and transborder cooperation, Dunkirk, which engineering is at the cutting edge, is the representative of supra-territorial partners such as the State, the Region and the Department. Strategies brought by such institutions are negotiated, shared and scattered all through the territory: Health Territorial Program (with Department), Local Economic Development Plan (with Region), and Urban Social Cohesion Contract (with cities and State).

As an intercity cooperation organization, Dunkirk Urban Community is the most incorporated form of cooperation. Dunkirk Urban Community leads and coordinates territorial strategy. First urban community voluntarily created in 1969 as an answer to the over-investment from the State, the responsibilities of Dunkirk Urban Community with regard to the territories have always been reinforced.
A purposeful territory on a strategic scale

Dunkirk Urban Community (CUD) action has been distinguished by two characteristics over the last 15 years: a stepped-up consideration of green development in all fields of action of the CUD, as well as a strengthening of its responsibility to properly unify and design the territory.

The consideration of green development in EU policies, as a strong political choice 15 years ago, was reinforced, environmentally speaking and also with regard to other fields of this concept. It favours a green development definition which surpasses environmental preoccupations. Getting involved in green development in Dunkirk means to take into account both economy, social cohesion, environment and cooperation. All the EU policies somehow integrate green development: actions aiming at developing industrial development and environment (implementation of waste separation, development of the heat network, building energy saving policy (community centres, social housing…), purchase of natural gas-runned bus engines, implementation of social price settings, implementation of huge grassy and leisure areas policies and natural areas’ protection policy, the “green district” on the Neptune site, social housing building, consideration of the HQE norm in building or rehabilitation operations. Green development has also been reinforced in its practices and its daily functioning: incorporation of insertion clauses in public work contracts, use of recycled paper, and integrated management of green spaces. CUD agents’ awareness has often increased with regard to green development. Therefore, the CUD implements a territorial plan against global warming (Plan Climat Energie Territorial).

Being eventually involved in European and international movements, the CUD makes its choice for green development clear. In 2010, the latter will greet the 6th European Conference of Green Cities. In conjunction with this consideration of green development in all its dimensions, the CUD has committed and strengthened other public fields of action. Issues over industrial, economic, port and touristic development, stakes linked to health and well-being, addressed issues over education and graduate studies, the stake of integration through economy, are all subjected to acknowledged and legitimized by European community policies hardly by the whole population. The involvement of the CUD in these public fields of action has also been transposed by the creation and management of touristic and cultural facilities that are accessible to almost everyone (zoological park, Port Museum, Golf, Universe Centre…).

Such an extension of the action fields necessarily goes hand in hand with an evolution of its means of intervention.

Managing public services (especially for abilities linked to history, transportation, sanitation, energy, waste, green areas, city planning …), it has nowadays turned to deal with the responsibility of territory coordination by uniting leaders around common projects. The CUD does not only manage, for it is led to schedule and make contracts in many fields. These three functions as a leader, a master builder and a process owner are to be found at different levels in each of its action field. Waste sorting management goes hand in hand with an animation policy over the whole territory, aiming at improving the quality of sorting (waste ambassadors, waste charter). The Urban Displacement Plan is subjected to an involvement process by all the involved people. Housing is also a sector for which the CUD cannot fully intervene but its role is nonetheless to prompt and federate (coordination of the local housing program). This coordinating and federative role has undoubtedly revealed essential to the other public action fields managed by the CUD. Quite rightly, the CUD attempts to gather companies and universities for instance, or even to manage the working-out of touristic and cultural strategy.

Other evolutions have strengthened the artistic designing role of the territory as well as political leadership: enforcement of partnerships with cities (conferences of mayors and deputy mayors), with institutions and with other people involved on the territory.

The draft of « a common viewpoint of the territory » has also been tackled (city project 2000) with local and supra-territorial in the territory (cities, the CCD, the PAD, the State, the Region and the Department) .partners. The operational, contractual and financial declension of this common viewpoint (« city contracts ») has been submitted by the CUD.

The community interest has been strengthened thanks to the implement of the Unique Business Tax (dynamic tax permitting the CUD to collect the yield of business taxes) as well as financial solidarity between the CUD and the cities in 2000. These mechanisms are supposed to lower the inequalities
between cities and to strengthen the local governance over strategic investments on the territory, on the occasion of conferences targeting mayors and financial-oriented debates. The territory went into top gear by creating a Sustainable Development Council in 2003: as the CUD’s privileged partner, it gathers the main financial leaders on the territory.

Nowadays, these strategic constructions, the audacious political choices and the significant investments made by the CUD which contributed to the reconstruction and reparation of the territory, have to be questioned once more, regarding new political situations: are the demographic rise on the territory and the choice of industrial development, which engenders an economic model highly dependent towards industrial groups, foreseeable? Have we sufficiently identified the vulnerable sources on the territory concerning tax incomes, a prominent wage situation and natural hazards? Dunkirk territory has already made a start regarding the consideration of sustainable development, be it environment, social cohesion or local governance. Still, what about today? Coping with the risks of pauperization, is the breakthrough carried out sufficient? How to explain the situation of poverty in accordance with tax wealth yielded by the CUD?
3- The topic of the workshop

THE PARADOXES OF THIS TERRITORY

A state-designed territory, source of discrepancies.

The full growth of this territory related to strategic reflections led stands out in the numerous and successfully completed planning (SCOT, PLUC, PADD, PLH, PLDE…). Yet, geographically and demographically speaking, the system manifests loss of impetus’ signs. The planning and strategic reflection is quite advanced on the territory but missing links are obvious between the territory and the outskirts. Not any identified strategy is made clear with the hinterland and the suburbs of Lille.

Public analysis and development agencies are not to be counted, which somehow create a discrepancy between an acute theoretical viewpoint over the territorial strategy and the reality of a working-class city. The territory consequently appears economically and institutionally wide open to Europe, but not yet culturally speaking (for instance, the inhabitants can scarcely speak the languages of adjacent countries and no bilingual descriptive boards are present. The internal high level of expertise of territorial authorities enables to implement advanced engineering which does not naturally associates private or individual initiative, the latter still remaining on the margins of local economy.

Contrasting with neighbouring Flanders, enriched by a network of prosperous family-related middle size companies, Dunkirk’s industrial economy is characterized by the presence of leading industrial groups as well as a working-class job market, being very little reactive and therefore enormously exposed to industrial withdrawal. This territory is marked by some wait-and-see attitude regarding “providential” decisions, be it from the State or private industrial business leaders, by a fragile entrepreneurial state of mind whereas low signs linked to activity rise can be: leisure, tourism, logistics.

Built 40 years ago as a local response to State over-investment over Dunkirk territory, the CUD did not stop strengthening its public service missions and its federative role of the territory, gradually substituting to a State in charge of insurance. It is clearly thanks to tax fallout of this economy which has so far provided the different local elected officials the capacity to invest and therefore to bestow quality employment and facilities to the population.

Taking on its role as a guarantor of territorial coherence, Dunkirk Urban Community has deeply involved in the issues of green development for more than 15 years, particularly willing to intermingle environmental, economic, social and governing matters. From now on, such a transverse approach has been pointed out in every strategic document, and a proof of it is to be found in the community project which constitutes “Agenda 21”. However, the federative role of the CUD reinforced by its “all-embracing” viewpoint and transverse about green development, has not yet permitted to “have the spirits out of the steeple” and to build a genuine “city citizenship”.

Numerous infrastructures characterize the territory which undoubtedly represents an asset for transportation services; they also represent urban splits that have to be smoothed (railway and road infrastructures, channels and hazardous areas…). The water-system network, anti-urban highways and the harbour constitute so many splits managed by State organizations, isolating each city from its neighbouring one. As a matter of fact, it appears that the Urban Community is the most concerned so as to keep on bringing a federative project to fruition before State and to reinvest the abilities about these subjects which part the territory instead of meshing it.

A city centre designed by renowned city planners permits to communicate on the city dynamism and to welcome expatriate executives – with a microcosm whose consequence is an occasional improvement which is not reinvested and above all, prohibitive prices not entitling the resident population to settle – triggers an urban spread.
The end of the “supply circle”

Nowadays, a drastic viewpoint change is under way, therefore probably marking the end of the « supply circle » founded on an internal and self-centered expertise in which the elected locals had to means and found a solution in public investment.

2008 economic crisis brought to light that the worldwide market’s fluctuations (with regard to current rules) have been unfavourable to maintain industrial activities. The territory cannot afford providing jobs for the young. The current business tax reform will limit public resources as soon as 2011, potentially creating an impression of economic decrease (“better before”) and despite the efforts made by public agencies, the census already displays a negative demographic and net migration.

In this context, participants will have to wonder about the nature of Dunkirk’s future (cf. WORKGROUP’S EXPECTANCIES, What happens next? Dunkirk 2.0)
THE ATELIERS’S EXPECTANCIES

What happens next? “Dunkerque 2.0”

Dunkirk, in the bosom of Colbertism, is to be overtaken by the reality of liberal and decentralized world. At present, what are its new driving forces and what about tomorrow? Where is gas located? What is the nature inherent to the blood influx of this frontage and industrial city at the very heart of the European wealth zone opened onto other continents?

How to take up this demographic challenge: How to keep and attract? How to keep this batch of retired people? It also implies to wonder about the acceptability level linked to industrial hazards as well as industrial pollution from the population. How to implement coproduction protocols with the inhabitants?

How to catch low activity signals: the desire to bathe in a healthy environment in the open air which strengthens the seaside housing and touristic attraction, driving force of the development of health economy, leisure and sports, is at stake. Perhaps, new wishes for interdependent practices, opened on the world, either cultural or innovative, should be encouraged and made easier, as could be the case for possible entrepreneurial desires of the population.

How to preserve the strong solidarity mechanisms and help relieve the punchy potential? How to turn the solidarities into a lever of development and creativity? How to turn the territory highly marked by industry and steel industry of water activities into a territory gravitating around art, vanguard and fun?

How to revitalize the perception of Dunkirk’s place by thinking forward in the huge frontage connection and with the city of Lille (why and what is Dunkirk useful for in the opinion of the Belgian population, the people from Calais and Lille ?) How to take advantage of dynamism and geographical unity of this Euro-region? What is Dunkirk’s positioning within the huge frontage connection of Côte d’Opale? How to make the city of Lille attractive? What could be the exchanges and mobility systems? Is « Dunkirk 2.0 » – its inhabitants and industries – able to make its way to the post-Kyoto world in partnership with its neighbours?

The issue of the relationship CUD-member cities: How to view the relationship of centralism – especially suburban in the link CUD-member cities? As an in-depth viewpoint, how can the step forward city planning, urbanism and the architecture in Dunkirk get adapted and involved in these transformations, on all inhabited territories, on wide open spaces, interface and border areas and eventually well-structured districts?

How the western part of the city, maritime gateway and direct channel to England, opening onto Calais and Boulogne by the way, could be involved to the community coherence and dynamism? What will be the nature of the exchanges with rural city communities that have experienced a peri-urban rise so far? The qualitative development projects in city centres could participate in making the seaside more attractive and blazing. Served by the future channel Seine-Nord, the continuation of the western development’s historical movement with regard to industrial activity (or at least its concentration) could very well free some port holds next to city centres to develop innovative occupations.

2 axes of reflection:
1) The transborder frontage, from Boulogne to Zeebruge.
2) The relationship with the hinterland, the la relation à l’ hinterland, the Audomarois, the former mining passageway (Arras, Douai, Valenciennes), Lille, the Parisian basin.

Considering 2 scales:
1) The first one dealing with land settlement (former SDAU or DTA scales) on an area in T from BOULOGNE to ... ZEEBRUGE (or beyond the border) and in depth LILLE-VALENCIENNES-LIEGE
2) The other one dealing with peri-urban areas E and W as well as their functional links and urban stitch with the central area.
INTERLOCKING SCALES AND ISSUES

This approach will lie on economic, social and spatial issues and will be tackled on all scales, on a very large scale by integrating the harbours located in Boulogne, Calais and Ostende, as far as the transborder axis is concerned; Lille and Valenciennes, Liège for the hinterland, and the urban project too. Participants will be led to think over a scale called “the missing link within the study of the territory” by Reichen, that is to say pre-operational perimeters around 1,000 acres wide, “perimeters located between the urban project (100 acres or so) and forward planning (10,000 acres). This 1000 acres’ scale is the one from which it is possible to draw-up a genuine green development process, from which lines of force as well as invariants are made out and from which one can link protection and forward planning in a same concept, instead of parting them”. In Dunkirk Urban Community, 3 significant pre-operational perimeters thus appear – about 8,000 acres wide – the latter being inseparable but having different issues that will inevitably be tackled globally as well as in this scale interlocking perspective, which is made explicit below.

Perimeter 1 : Wide open on the sea, Aa’s historical delta related to the western harbour in Bourbourg and from Gravelines to Grande Synthe, shedding light on the interfaces between southern city – centre in Dunkirk and on the interface between the Audomarois and the hinterland (Mardyck’s lock which mixes salted and fresh water, this perimeter is the place where various infrastructure projects are discussed (extension of the western harbour and unification to Bourbourg’s channel, highway bypass A16, electrification of the railway to Calais…). It raises the issue of urban development along these new networks, the possibility to implement multimodal areas and the displacement of industrial sectors towards less crowded areas. It would consequently liberate harbour basins in the eastern harbour which are situated really next to Dunkirk city-centre. Yet, questioning about the ability to preserve or restore biological passageways also appears at stake.

Perimeter 2 : Protected behind the dune cord, the broad reach in Adinkerque, with a very linear development, blocked by the highway then the lake des Moëres, by insisting on the interfaces between northern city – centre, by thinking over the opportunity of this existing railway to be reactivated through a transborder link; by questioning the urban shapes as well as very highly contrasted densities between Belgium and France, and climatic hazards of a territory located under the sea level.
Perimeter 3: Derived from historical port facilities and from reconstruction, the city – centre district and the eastern harbour (sector of the forms, eastern harbour, Dunkirk city centre) has been a place of highly-mastered projects (since the postwar reconstruction period thanks to projects carried out by urban planner Theodore Leveau and architect Jean Niermans, then Richard Rogers’ Neptune Project in 1991, the 2nd phase of which has begun to take shape (the district of Broad Reach by ANMA), the reconquest of the city centre by architect and city planner Joan Busquets, and eventually the competition Europan 10 on breakwater 1). These adjustments will abide in their undisputed maturity after the evolution of the two perimeters below-mentioned and it will permit to implement the last mutations in the eastern harbour and to relieve the maritime frontage facing Saint-Pol sur mer.
4- How to participate?

Composition of the teams
Session 2010 in Dunkirk will bring three teams together, composed of seven professionals. Each team will be composed of a professional from Dunkirk and its suburbs, two Brazilian professionals from Espirito Santo (South-East region) and from Ceara (South-East region), a professional accounting for international partnerships from Dunkirk Urban Community as well as three professionals in the professional network of Les Ateliers.

Dunkirk’s representatives on the workshop Vitoria 2009 will be involved and associated with the teams pursuant to « resourceful person » on the territory. This innovation will enable to work in a « going back and forth » perspective with regard to the session that was held in Vitoria in 2009.

Required languages
Session 2010 in Dunkirk is in line with a decentralized cooperation project with Brazil. For this reason – as was already the case in Vitoria in 2009 – Portuguese will be part of official languages in this event. French, Portuguese and English will therefore be the main three official languages for session 2010 in Dunkirk and the applicants will be required to master at least two languages. The documents eventually issued by the different groups workgroups will be bilingual (French/English). These documents will be used as framework to establish boards and will be later translated into Portuguese.

Application forms
Complete applications will be written in one of the three languages. must be sent to dunkerque@ateliers.org before May 3rd. Applications of composed of 3 documents :
- The ID form to be downloaded on the website,
- a one-page CV,
- a short note (two pages maximum) in which the applicant could freely express over the issue and explain why his abilities and profile could be benefit to the session.

Applicants’ profile
The selection will be made with the intention of making multidisciplinary teams. The committee will endeavour to respect the parity men-women, the diversity of approaches and backgrounds, the ability to work in groups, to draw and produce as well as the ability to properly speak French, English or Portuguese. The appreciated skills will be : economy, port logistics, urban planning management (territorial & urban project, means of transportation, logistics…), and city management, social and cultural policies.

Description of the workshop
Session 2010 in Dunkirk will occur from July 3rd to 17th, 2010. The first week of the session will be devoted to diagnosis. In the beginning of the week, conferences and visits will be organized. Among them: As’s delta, the Audomarois water system network (boats and bikes…), the harbour, the dune cord, urban networks “by bus” as well as the seawalls. A discussion forum will be held on Friday so that the three teams can present their reflections in advance. This discussion forum is a decisive moment of the session for it enables the different representatives to sharpen their viewpoints over the territory, to redefine emerging issues and to federate – for the first time – the often complementary work led by the teams.

The end of the first week will give rise to a break during which the participants could rest and benefit from the beach in Malo-les-bains. The second part of the session will aim at carrying out a collective work. The workgroups triggering off incredible emulation, what is at stake is to highlight collective lines of thinking, innovations as well as transmitting dynamism and positioning on a regional scale.
At the end of the second week, a jury composed of specialists and local decision makers will meet to carefully listen and analyze the reflections and approaches of each team. The presentations will be public. The teams will create two A0 paper vertical boards and an A4 paper with « horizontal format » as well as PowerPoint presentation illustrating their reflections. The published A0 paper will have to be carried out from scanned graphic elements and texts. The first board will be composed of a synthetic plan, thematic illustrations and a zoom. The second one will specially gather 8 pages of the A4 document.

Following the presentations, deliberations by the jury will take place. The purpose is not to censor the teams but to seek important and strategic information which will enable to provide continuity to the works and to create a synergy between the various groups. A day dedicated to summarizing and exchanging will be organized with the jury before the participants leave. This day will enable to implement a first synthesis, by highlighting the jury’s indications and the work led by the three teams. The informational debate will be used by the program pilot and co-pilot so as to draft the synthesis inherent to the session.

Provisional schedule
Saturday, July 3rd: Greeting the participants in Dunkirk and welcome dinner.
Sunday, July 4th: Leisurely walk/Visit (Aa’s channel, walking alongside the frontage and visit of the harbour…)
Monday, July 5: Conferences, visits and opening ceremony.
Tuesday, July 6: Conferences and beginning of group work (Football World Cup Semi-Final)
Wednesday, July 7: Group work (Football World Cup Semi-Final)
Thursday, July 8: Work in groups
Friday, July 9: Conversational forum and « Workshop’s evening celebration »
Saturday, July 10: Relaxation, walking, resting (sand yachting, Festival of the Côte d’Opale)
Sunday, July 11: Debriefing with program pilot and co-pilot & group work (Football World Cup Final)
Monday, July 12: Group work.
Tuesday, July 13: Group work.
Wednesday, July 14: Handing in the session’s copybook - 8 pages/A4 bilingual French/English (Fireworks of July 14th)
Thursday, July 15: Handing in the A0 board in French and preparation of the presentations.
Friday, July 16: Jury’s deliberations and Gala evening.
Saturday, July 17: Feedback by the jury to participants and exchanges Jury-Participants, departure.

KEYWORDS, TAGS : (ecology, industry, foresight, transborder, territorial energy, frontage connection, hinterland, territorial solidarity, health & well-being, attraction, Green Development, "better way of living together", cohesion, coherence, Identity – Image - Pride – Membership, Citizenship, Ambition, Work, Education, Creativity and Imagination, sense of initiative, Memory – History, Friendliness, Aesthetics.)
Objectives of the atelier

- **CITY-BRANDING** Promoting a valuable image of Dunkirk by renewing its conquering past,
- Regenerating the networks and multimodal platforms viewing Dunkirk as the driving force of the territory inherent to the mining passageway (Béthune, Lens, Douai and Valenciennes,…) in symbiosis with the city of Lille, which is represented among the workgroup (participants, experts…),

**HINTERLAND CONSOLIDE**

- **METROPOLITAIN DEVELOPMENT**, catching the North-South exchanges, renewed by channel Seine-Northern Europe, between suburban Paris and Northern Europe, by especially relying on highly developed railway logistics.
- Federating harbours and their territories from Boulogne to Ostende within a **TRANSBORDER LOGIC**.
- Combining a taste for desire and view towards pleasure in a coproduction logic, integrating inhabitants, the network of middle size companies, in a perspective of **SOLIDARITY** really peculiar to the territory.
- Questioning land-surveying and considering nature in its **INTEGRATION IN THE LANDSCAPE**, natural elements (compass rose, solar orientation, North Sea…)
- Taking into account hazards linked to global warming, **ENVIRONMENTAL MONITORING**.
- Forging ties inherent to **URBAIN LINK** between cities torn apart by national infrastructures (highways, channels, port hold…) and parcelled out in housing estate as well as social housing agencies’ enclaves.
- Struggling against the decrease in demography: **TERRITORIAL DYNAMISM**