

LES RENCONTRES  
DE L'ADEUS

INTERNATIONAL SEMINAR PROCEEDINGS OF JUNE 11, 2015  
ON THE DRIVING FORCE OF ATTRACTIVENESS

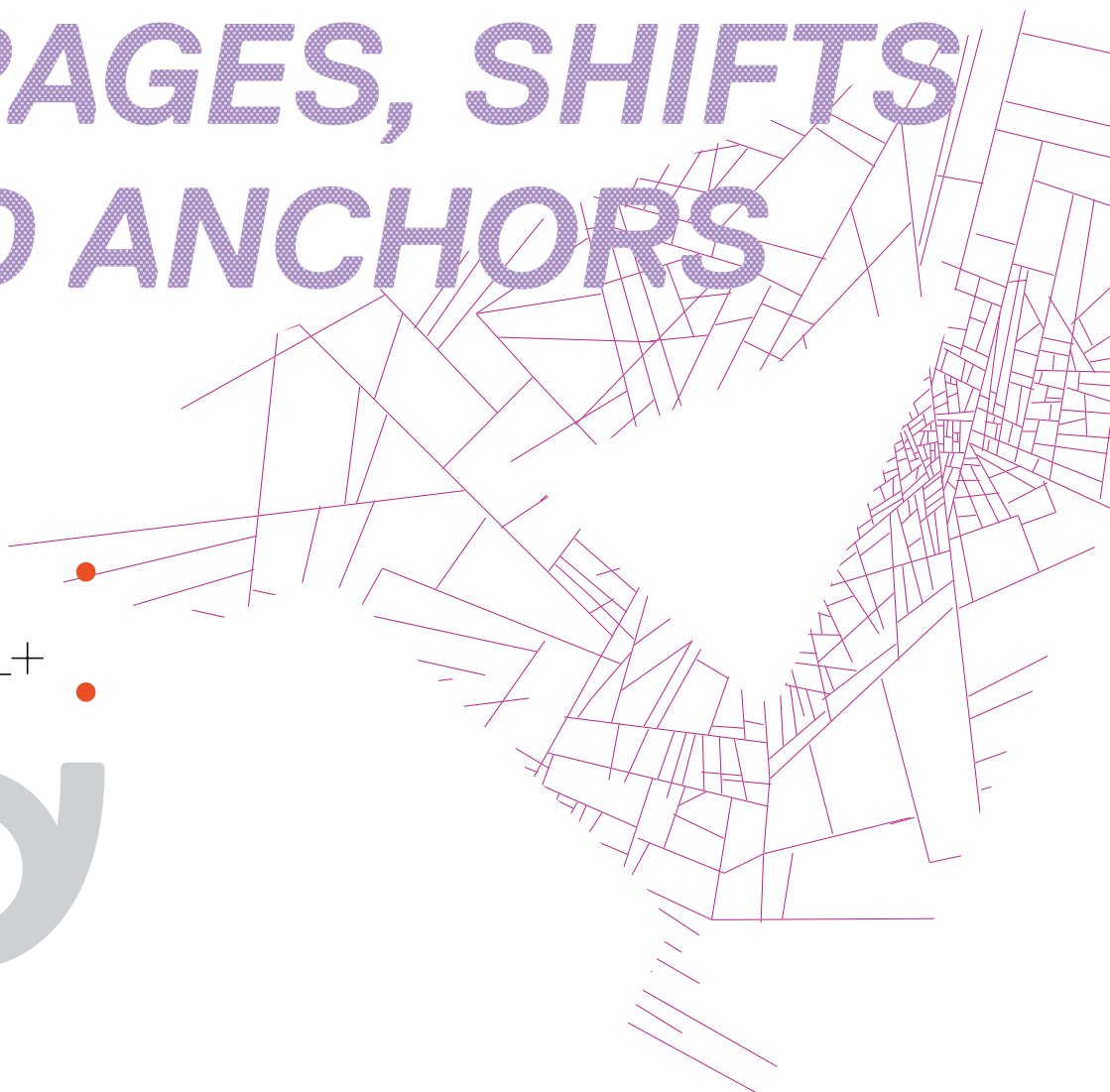


L'Agence  
de Développement  
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de l'Agglomération  
Strasbourgeoise



# ***TERRITORIAL ATTRACTIVENESS: MIRAGES, SHIFTS AND ANCHORS***

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**Robert Herrmann**, President of Eurométropole de Strasbourg and ADEUS President

**Olivier Blanchi**, President of the urban community of Clermont-Ferrand and President of the Urban planning and development agency of the Clermont-Ferrand territory, "Clermont Metropolis"

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**Philippe Richert**, President of the Alsace Regional Council, former local government minister

**Sylvie Rouillon-Valdigué**, Vice President of Toulouse Métropole in charge of tourism development and Deputy Mayor of Toulouse in charge of tourism

**François Loos**, Vice-President of the Regional Council of Alsace



The Director's message

# Territorial attractiveness becomes more complex



**Anne Pons**

Executive Director ADEUS

Territorial attractiveness is often perceived as its ability to capture external resources. Facing widespread competition to attract new businesses, factors of production and skilled labour, territories compete in a game that is most often zero sum. Mirage?

With economic globalization, mobility at the heart of the values and functioning of our societies, interdependencies have increased between territories: this perception of attractiveness and the tools to support it appear insufficient. Shift?

How to take into account this new context of scarce public funding in an institutional landscape recomposed around the cities and major regions? It therefore seems useful to mobilise new postures, other concepts. For example, responding to widespread mobility through a policy of networking and alliances transforming traditional perimeters, or to recognise mutual contributions to increase development opportunities. Think anchors differently?

In two roundtable discussions, this day enabled reconsidering the springs of attractiveness and on this basis to revisit the organisation of public action. Based on short presentations by researchers and practitioners, from their own experience the elected officials - keynote speakers - reacted in a discussion with the audience. The elements of their solution are presented in this document.



# First challenge: measuring and understanding

## THE KEYNOTE SPEAKERS

**Robert HERRMANN**, President of Eurométropole de Strasbourg and ADEUS President

**Olivier BIANCHI**, President of the urban community of Clermont-Ferrand and President of the Urban planning and development agency of the Clermont-Ferrand territory, "Clermont Metropolis"



## Overview

Attractiveness is the subject of numerous works, classifications and comparisons between territories and cities. The measures focus on indicators that provide interesting comparisons and provoke controversy and concern about consequences in terms of image. There is an increasing need for additional indicators relating to local jurisdiction of various forms of territorial attractiveness, in order to guide their public policies. What do we know about these determinants?

- also deserves to be taken into account. Its measurement is notably made possible by the retiree arrival rate according to the social category of the resident population, or the rate of installation of commuters by social category. Finally, the share of salaried employment linked to tourism activities in total employment makes it possible to evaluate the "tourist(city)" of a territory and consequently to measure another dimension of its attractiveness.

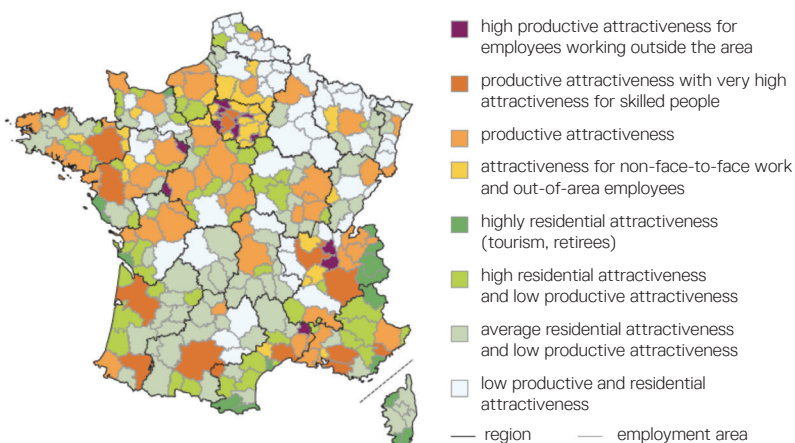
## Interventions

Striving to objectify attractiveness is the goal set by **Jean-Pierre COURSON** (INSEE Alsace), by distinguishing different forms of attractiveness and attaching relevant indicators to each identified dimension. It appears necessary to take account of exogenous attractiveness or transfer of production resources from outside the territory. Measurement is enabled by the rate of creation of activities in the productive sphere by any external decision centre. It is also important to remember the mobility of people (in relation to their place of work). Consequently, attractiveness designed in terms of mobility may correspond to the arrival rate of self-employed workers (carriers of a business project) or the arrival rate in the territory of qualified workers (such as private sector executives). Residential attractiveness - which corresponds to a form of income capture

## TYPOLGY OF FRENCH EMPLOYMENT AREAS

READING: LESS ATTRACTIVE FOR THE EMPLOYMENT ZONES OF THE NORTH-EASTERN QUARTER OF FRANCE, BUT THE STRASBOURG EMPLOYMENT ZONE IS CHARACTERISED BY ITS POSITIVE ATTRACTIVENESS

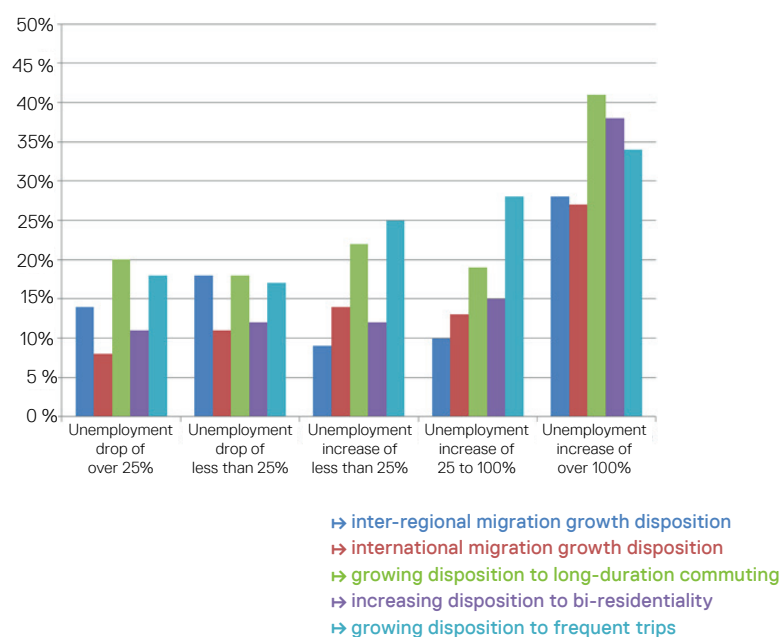
source: INSEE, Sirene, Clap, Lifi, DADS 2007 to 2009 and RP 2008



For **Stéphanie VINCENT-GESLIN** (ENTPE Vaulx-en-Velin), the basis of the reflection is formed by the links between mobility and anchoring: these are the two faces of the same phenomenon. Two convergent surveys carried out between 2007 and 2012 on major work-related mobility in Germany, Belgium, Spain, France and Switzerland clearly show that there are various ways to achieve mobility. Consequently, high mobility practices vary between groups of individuals. In the end, the fundamental question that arises is how to explain the long-term commuting. These behaviors, which have become important throughout Europe, are constantly developing. These mobilities can be explained by various factors. The most fundamental of these factors is employment: the economic crisis has a direct effect on mobility and anchoring. In other words, the more the economic situation deteriorates, the more significant deterritorialization becomes. The most emblematic case seems to be that of Spain, with the passage of a model of long-distance commuting (or of high deterritorialized mobility). A second important factor is family ties. Certainly, couples are often bi-active, a spouse's activity very often requires that the other spouse opt for mobility. Moreover, in a context of aging populations, individuals are also asked to care for elderly parents. Similarly, joint custody - which has become the standard in the blended family - is an important anchoring factor. Finally, some people make compromises to achieve a "sustainable" situation in their daily lives. Accordingly, commuting may allow commuters to rely on a supportive network of family or friends for looking after their children. The

## EFFECTS OF THE ECONOMIC CRISIS ON MOBILITIES/ANCHORING IN 2007

source: Longitudinal data, Total population 25-54 years in 2007, JobMob II, weighing "countries equally weighted"



attachment can also be of an aesthetic (natural environment) or socio-cultural (activities practiced nearby) nature. In conclusion, it follows from the analysis that social and residential anchoring factors paradoxically constitute mobility drivers on an everyday scale. In addition, it can be hypothesized that individuals and households - facing economic uncertainties - seek to protect their place of residence.

The analysis proposed by **Nadine LEVRATTO** (CNRS and University Paris-Ouest Nanterre) indicates that the territories appear to be unequal in terms of job creation. The changing map of regional inequalities reveals a widening of these gaps over the last thirty years.

## TERRITORIAL ATTRACTIVENESS: MIRAGES, SHIFTS AND ANCHORS

Therefore, it is important to understand this gap and to question the forms of attractiveness likely to correct these negative evolutions. For her, the territory constitutes the appropriate mesh for the conduct of public actions. Certainly, the "top-down" policies from the centre and spread equally across the territory, as well as policies based on lower production costs to attract companies outside the territory, have proved ineffective. The alternative for public authorities is to inject local development to maintain skills and retain and develop talent. When the local fabric is dense, it is even easier to develop links, for example between the business and academic worlds. As such, medium-sized cities that manage to rely on a dense fabric of relations to improve local performance have a leading edge. Accordingly, the notion of innovative entrepreneurial ecosystem emerges, i.e. the ability of a territory to make the link between capacity for innovation (for example through a new combination of existing assets) and capacity entrepreneurial (for example with the creation of new businesses). Within a territory, social capital acts as a substrate and it is necessary to be able to identify the performance of a territory

while correcting its business portfolio. In other words, it is necessary to build a territorial narrative. The best results - particularly in terms of maintenance and job creation - are the result of collective projects to stabilize the territories and not direct aid or exemptions applied to companies. Accordingly, another public policy regulation mode emerges, for what matters is to create a framework and then to interface the characteristics of the territory with the characteristics of the companies. This is to give players present on the territory ways to work together.

The attractiveness of human capital is the subject of **Richard SHEARMUR's analysis** (Université McGill, Montréal). It is first recalled that cities and regions are perceived as essentially competing to attract "scarce resources", such as human and creative capital. According to R. Shearmur this idea is false. The Canadian case shows that cities do not compete, but complement each other: resource city (Edmonton), financial city (Toronto), position city (Montreal). It is a complex system of interdependencies. There is no autarky or closed ecosystem across Canada. In

### THE KNOWN ELEMENTS OF ATTRACTIVENESS

source: Nadine Levratto, CNRS, University Paris West Nanterre.

#### Business growth deciding factors

- Size
- Age
- Sector
- Governance
- Financial strategy
- Industrial strategy
- Conditions

#### Territorial performance deciding factors

- Economies of localisation
- Economies of agglomeration (specialisation or diversification)
- Human capital
- Innovation

How to build the link between the two?  
Emergence of the entrepreneurial ecosystem concept





this context, should we try to attract at all costs "creatives" whose presence would be a promise of economic development? The analysis clearly shows that the flow of "creatives" moves in the same direction as those of "non-creatives". All go where jobs and opportunities are available and therefore jobs do not follow creatives! As a result, it is not by attracting these various recipes and promises of quality of life that we develop the activity of the territory. Essentially, the economic development of a territory primarily depends on national and international, technological and even environmental uncertainties. However, if there is development, it comes first and foremost from businesses and local populations. Also, it is not useful to focus on the mobile factors that, once attracted from the outside, can move again. As such, political players have their role to play in structuring local actions and territorial narrative. They must imperatively have a vision and pragmatism. Certainly, these are the important fundamentals for economic development: entrepreneurship, primary, secondary and technical education, infrastructure and public spaces, roads, etc. And these fundamentals are often forgotten...



TORONTO AND CN TOWER (CANADIAN NATIONAL) - Photo Pixabay

## ROUNDTABLE DISCUSSION

# What are the determinants of territorial attractiveness today?

Attractiveness as collective construction does not always depend on territories, as it combines two phenomena. On the one hand, the metropolisation of the major centres, which favours the polarization of the populations and on the other hand, the development of "hinterland deserts" between the cities. Consequently, the emergence of new services, by creating convergence sites (airports, train stations, poles, etc.), impacts the territory and causes desertification phenomena in remote areas. Therefore, the challenge of the current territorial change involves working on three points related to attractiveness:

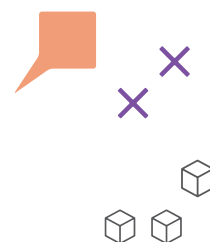
- \* give an account of the territory that tells a story of the context to provide a vision;
- \* play on the distinction more than the competition in order to establish the elements of success;
- \* and create a collaborative governance adapted to this new context.

Certainly, with the new territorial reform, the egalitarian organisation of the territory ends. This involves grasping what may be a unique opportunity to think about differences across a large territory. Notably, this means reflecting on the question of solidarity with the

rural world and the potential utility of building cities with their hinterland. For cities, the challenge is to work not only in collaboration with the hinterland, but also with the "exterior". It does not seem relevant to contrast endogenous development with exogenous development. The real necessity is to fit into a system. Accordingly, the observation of cities shows that they complement each other. It is a complex system of interdependence rather than competition. In a world of growing interdependencies, the territory is the relevant mesh of public action.

Hence the question: is it political intelligence that enables the emergence or the strengthening of an entrepreneurial ecosystem? The elected representative is seen as the engineer of the method and negotiation. They are negotiators whose need is increasingly required in ongoing changes and conflicts. It is a question of recalling the common good and the general interest. This means becoming more attentive to endogenous activity, as exogenous activity is more rare. A balance must be found.

Attractiveness means producing excellence and quality of life: the complementarity of these two dimensions





is highlighted by the keynote speakers. The ability to develop projects, networks, systems becomes paramount. Organisations and budget choices must be accommodated. To retain companies, it seems essential to rely on dense fabric. At the same time, the notion of attractiveness attached to a territory can quickly evolve. Areas heavily impacted by pollution will attract less and this issue will gain momentum. These aspects are particularly worrying in a geographical basin with little wind as in Strasbourg.

So, could a harmonious territorial development be imagined? Yes, by crossing the exogenous and the endogenous. In other words, it involves the arrival of external resources while managing to anchor a population of both mobile and heterogeneous socio-professional profiles. In short, a relevant

territory size, coherent territory narrative and governance based on distinction rather than a competitive posture are required.



FROM LEFT TO RIGHT: **OLIVIER BIANCHI, ROBERT HERRMANN, JEAN-PIERRE COURSON AND STÉPHANIE VINCENT-GESLIN**

# Second challenge: act

## THE KEYNOTE SPEAKERS

**Philippe RICHERT**, President of the Regional Council of Alsace, former local government minister

**Sylvie ROUILLON-VALDIGUIÉ**, Vice President of Toulouse Métropole in charge of tourism development and Deputy Mayor of Toulouse in charge of tourism

**François LOOS**, Vice-President of the Regional Council of Alsace

## Overview

The attractiveness of the territories is a major concern for communities, especially cities and regions. The actions taken to stimulate it are numerous, including but not limited to differentiation, image or networks. Planning and economic policy makers are facing a challenge: What are the adaptations of their policies to proactively manage the territorial transformations? The second part of the seminar puts forward elements for a solution.

## Interventions

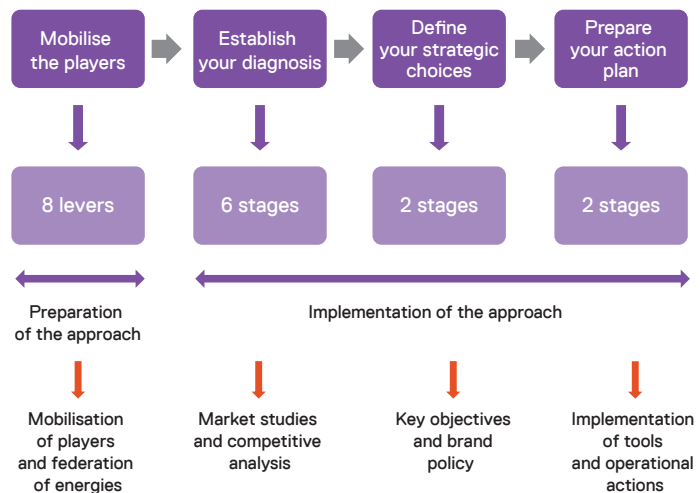
The renewal of territorial marketing as addressed by **Vincent GOLLAIN** (IAU Ile de France) is the capacity to "transmit" the perceived value of a territory in the decision-making system. Historically, New York City was the first to conduct such activities in 1976 (followed by Glasgow in 1983). Today, territorial marketing can be understood as the toolbox for attractiveness, which is based on methods, techniques and the analyses of practices designed and implemented around the world. However, it is essential not to copy but to adapt an approach linked to each territory. Territorial marketing differs from conventional or commercial marketing. The goal is to produce a range of "differentiating" services that position the territory. For example, the OnlyLyon brand approach is a network of players; which means a service brand for all to "promote" Lyon.

The destinations pre-exist but it is the services that enable the differentiation. In this context, the role of elected officials is to bring players together to build an offer adapted to the demands. The players in charge of attractiveness make choices, available in promises in relation to the customers. The slogan backed by the brand expresses these promises. What is known as territorial marketing 2.0 is not directly used to solve the problems of attractiveness and competitiveness, but to better understand the targets and to enable better differentiation. In terms of perspectives, this evolution and the use of big data could bring together the professions of urban planners and developers.

**Mickaël BENAİM** (Manchester University) presents the case of Manchester and diverse vectors of the "Mancunian renaissance". The starting point of a renewed attractiveness was to shed the image of a grey city and a population characterised by alcoholism and lack of qualifications. Despite some forms of social difficulties that still persist, particularly in terms of unemployment and health, the situation seems to have changed dramatically. Manchester is emerging as an attractive high population growth, "gay-friendly" city, boasting a strong cultural and sporting dynamic and the presence of a renowned university. Between 2009 and 2013, more than 400 foreign direct investment (FDI) projects were conducted in Greater Manchester. So what happened? There are three pillars to this newfound attractiveness. The most symbolic is the cultural pillar. Manchester was able to highlight local glories that helped support the image of the city such as Manchester United the football team or punk bands like Madchester. At the same time, substantial public investment

## OVERVIEW OF A TERRITORIAL MARKETING STRATEGY

source: Vincent Gollain, 2013



(BBC Manchester) has also had a ripple effect. The political and institutional pillar is characterised by support for innovation, the deployment of infrastructures and structuring equipment such as Metrolink and Manchester Airport, as well as the consolidation of local agencies such as Manchester Grow Company or (MIDAS) Manchester's Inward Investment Agency. The agglomeration has also set up a statistics service to monitor the implementation of public policies. Finally, the third pillar is the reaffirmed historical weight of the University of Manchester's role in technology transfer and entrepreneurial culture. Ultimately, this evolution can be summarized as the successful application of urban regeneration policies that focus on culture and innovation.

"Well-being in one's city" as perceived by the citizen does not stem only from economic prosperity. That at least is the thesis advanced by **Astrid MEYER** (Freiburg Future Lab) on the mobilization of the bottom-top policy in Freiburg, Germany. Freiburg is both the second poorest

city in southern Germany and the one with the highest rents after Munich and Frankfurt. Managing the improvement of the quality of life has however been made possible through citizen participation. Certainly, the latter is the factor to control what is done and what "we" do in the city. This is the case for two areas of the city, namely the Vauban and Rieselfeld districts. The Vauban district was made possible thanks to the lobbying of its inhabitants, who wanted no parking spaces on its streets. The public space has become a place of communication and not of transition. The high quality of relations between the inhabitants is underlined by the latter, who notably evoke frequent conversations in the street, made possible thanks to the layout of the public area. It should be noted, however, that the underlying concept of innovative mobility is certainly admired but little emulated. However, the eco-district of Rieselfeld does not rely on spontaneous citizen participation. The aim of the public authorities was to create social structures during the construction of the neighborhood. The logic was that of a social rehabilitation coupled with an environmental rehabilitation, through a "planning for real" approach. In other words: anticipate what a change will bring in terms of lasting citizen bonds once the process is over. So, allowing people to choose not only their home but also their neighbours during dedicated meetings could result in communities that go beyond simple neighborhoods. As a learning curve, we can retain three essential necessities to enable attractiveness gain through a "prosumer" approach, i.e. a co-producer consumer: a) adopt radical changes; b) make citizen participation possible (even costly); and (c) accept the release of power from the public authorities.

### Alain TUBIANA (France Cluster)

stresses the vital role of clusters as facilitators within territories. Clusters are ultimately attractiveness players. Clusters reinforce the thematic readability and visibility of the territory, notably through: a) a mass effect; b) strong communication and a shared brand; and (c) participation in territorial dynamics through structuring effects, based for example on equipment,



VAUBAN DISTRICT - Photo Astrid Meyer

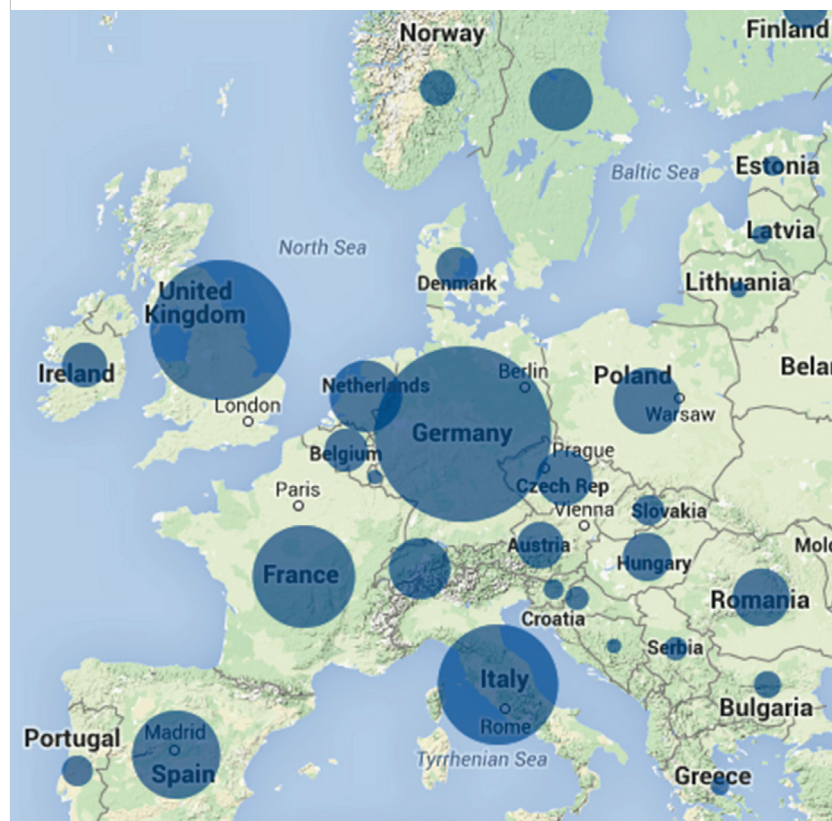


strengthening of local capacity for innovation, etc. Clusters can consist of spontaneous concentrations of companies that cooperate and/or privileged modes of organisation of economic development by States and Regions. Certainly, cluster policies can be used throughout the world for a variety of purposes, but most often they are policies through which territories seek a return on investment. The territories are hoping for value creation processes and an increase in their attractiveness. It is interesting to note that - regardless of the type of cluster concerned - proportions in the order of 60% of public funding and 40% of private funding can be observed. However, these figures should not obscure a fundamental reality: "A cluster is not created, it already exists. It is a spontaneous concentration of companies working together to grow faster."

#### THE "CLUSTERING" OF THE ECONOMY

ON AVERAGE, IN THE EUROPEAN UNION, 24% OF COMPANIES WORK IN A CLUSTER-LIKE ENVIRONMENT (IN FRANCE IN 2012: 34% OF COMPANIES AND 38% OF EMPLOYEES).

source: European Cluster Observatory



ROUNDTABLE DISCUSSION

## What are the current public policies for territorial attractiveness?

As was mentioned in the first debate, it is possible to imagine harmonious territorial development by crossing endogenous and exogenous factors. In short, a relevant territory size, coherent territory narrative and governance based on distinction rather than a competitive posture are required. From this perspective, the brand So Toulouse serves as an example: little recognised in the territory, it was mainly used to encourage players from outside the region to invest locally. However, this brand was not sufficiently recognised within the territory itself and it was necessary to initiate a shift to obtain more content. The same goes for the Alsace brand. Indeed, seen from afar, Alsace is an idyllic land. However, it is still too little known for the qualities that are actually its own. Accordingly, it is a question of conveying the image of a European Alsace and of relying on the strong Strasbourg Eurooptimist brand. Here again, it is important to work on a territory narrative that corresponds to the will and needs of the players in the territory.

Another aspect addressed during the discussions concerns the relation to attractiveness through other visions of the territory, in particular clusters. A successful cluster can be seen as a collective effort to generate a vision of

the future. Consequently, what differentiates Toulouse from Alsace is the structuring nature of aviation-related activities. In Alsace, many high-level economic activities are present, without however a major activity being clearly identified and in which a large company can draw on the development of the territory. In general, one of the major difficulties of clusters is to get started. From this point of view the French context is marked by Colbertism. Strong impetus and incentives, especially financial, come from "high up" but many companies only see the windfall effect enabling them to access funding. It is important to understand that clusters are primarily entrepreneurial and territorial ecosystems.

Finally, the discussions pointed to a need for coherence in terms of territorial governance. Simplification can contribute to this: the players themselves sometimes do not know what others are doing.



FROM LEFT TO RIGHT: PHILIPPE RICHERT, SYLVIE ROUILLON-VALDIGUIÉ AND FRANÇOIS LOOS



# Conclusions

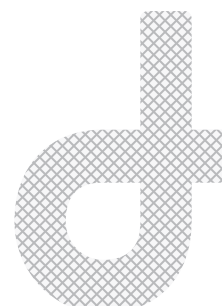


**David DOLOREUX** (University of Ottawa) stresses the need to create image conditions to foster economic development. In fact, several fundamental issues were addressed during the seminar. First, the question of the intellectual foundation of the measure of attractiveness, which avoids rhetoric and the misuse of terms, then the question of the relevant scales of intervention of attractiveness according to the territories, and finally, attractiveness as the DNA of territories. The challenge is to find the genetic code specific to the territory in order to feed its attractiveness.

For **Emmanuel MULLER** (Fraunhofer ISI, Karlsruhe and University of Strasbourg) a word recurred repeatedly throughout the day and revealed cross presentations and debates: the link word. Certainly, the link between the endogenous and the exogenous was discussed, since only endogenous attractiveness makes exogenous attractiveness possible. The links between objective data and the elements of subjective perception were also discussed. This is the link that has emerged to make territorial narrative possible. The links between territories and the world of the university and research were repeatedly mentioned. The importance of the inclusive link or social link has been repeatedly stressed. And finally, there was talk of the link between the interior of a territory and the "outside world", to demonstrate that attractiveness should not be treated as a zero-sum game.



DAVID DOLOREUX AND EMMANUEL MULLER





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