

A second chance for the peninsula: YES WE CAEN !
City of CAEN Integrated Action Plan



2ND
CHANCE

WAKING UP THE
SLEEPING GIANTS

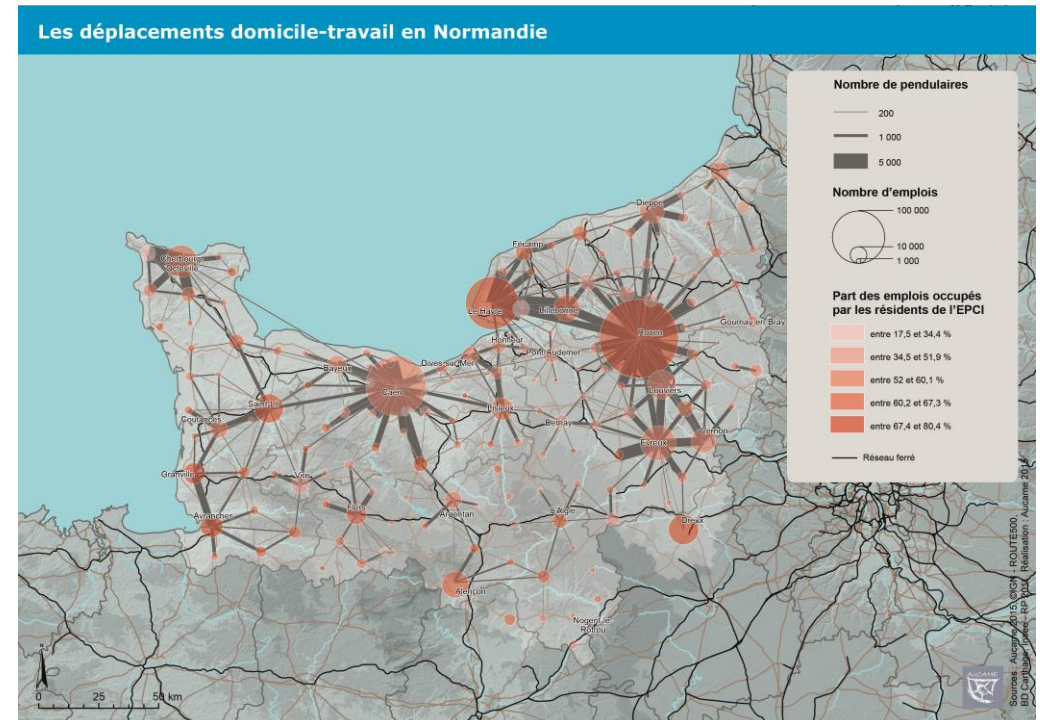
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1. Initial situation

Caen ID

City of Caen	Greater Caen District
106,538 inhabitants	262,501 inhabitants
71,944 jobs	142,150 jobs
64,409 dwellings	134,839 dwellings
25,7 km ²	366 (50 towns) km ²

Caen is located in Normandy 2 hours away from Paris and 15 minutes away from the D-DAY Landing Beaches. It is the main city of a rather rural territory of Normandy. As such, Caen focuses on many services (administration, trade, health, education and research) and plays a very important role in the operation of West Normandy and in the economic vitality of the territory. Caen shares the decision making process for the Normand Region with Le Havre and Rouen. Moreover, Caen is part of the Normand metropolis, which links these 3 cities, that represents more than one million inhabitants.



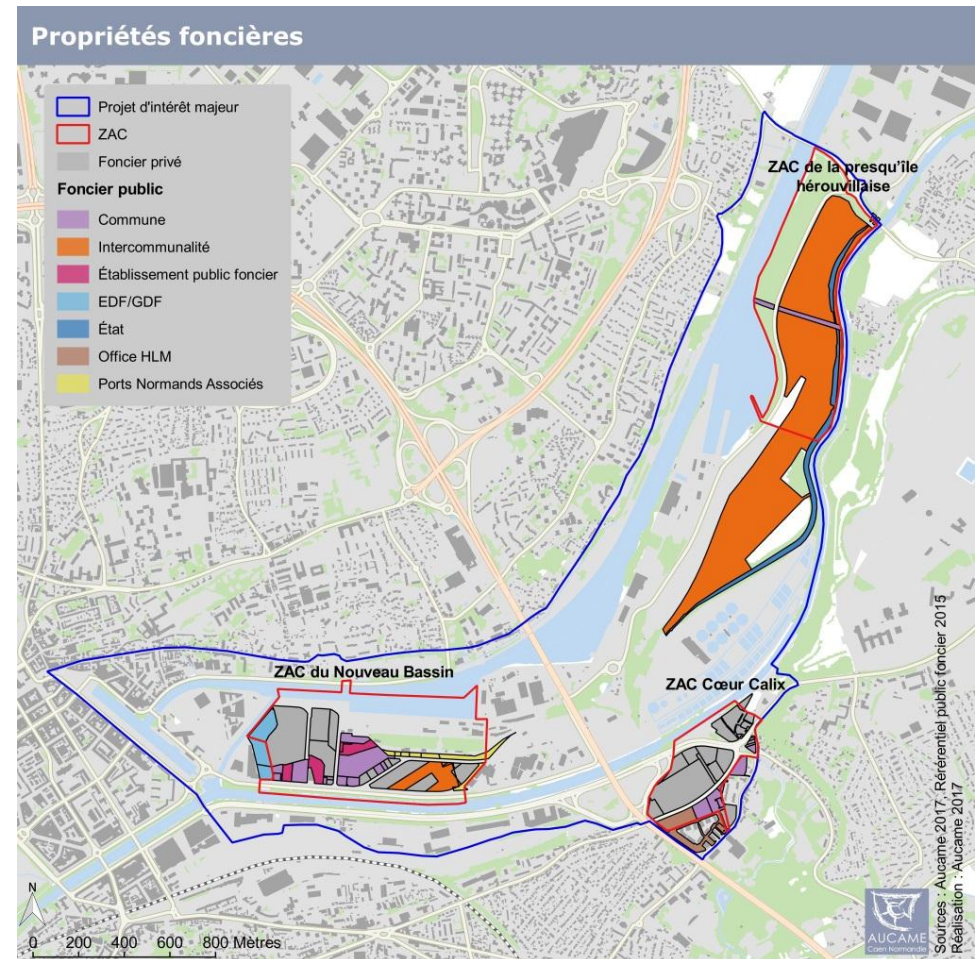
The Necessity to Increase the Density of the Urban Landscape

The Caen conurbation and the City of Caen both need, for their inhabitants and their development, to build new housing options and new work spaces.

However, Caen City Council has no more available undeveloped property and the conurbation, bearing in mind environmental imperatives, wishes to limit urban sprawl towards the surrounding agricultural land.

The solution therefore lies in urban renewal: rebuild the city on itself.

The industrial and port wasteland called *the Peninsula*, occupies nearly 600ha, of which 300ha is located within Caen's boundaries. It is therefore the main area available for urban renewal close to the city centre. However, the breadth of the area and technical difficulties (flooding risk, pollution) make it a complex project which will last several decades.



The Peninsula, from a Port Area to a New District to Live in

Caen's Peninsula: A Strategic Location

The location of the *Peninsula* has always been highly strategic:

- between the hinterland of Normandy and Northern Europe (interesting for trade, conquests)
- between Caen city centre and the seaside (appeal for tourism, the environment, and a way of life)

That's why, since the Middle Age, this key area underwent successive public policies.

The Golden Age of Caen's Peninsula

Before its fall into disuse, the *Peninsula* had centuries of glory pass through its port.

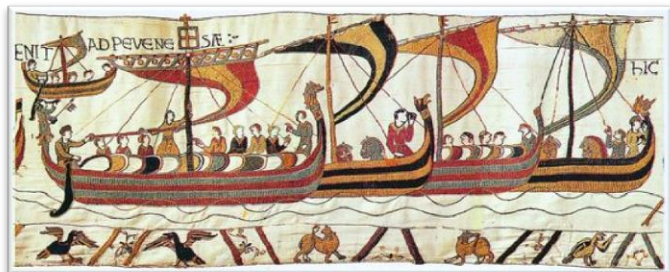
The port was also used for the **trade of goods**, especially the well-known "Caen stone", with which many famous English monuments were built: the Tower of London, the Tower bridge, St Paul's Cathedral, Westminster Abbey, etc.



During the **19th century**, and until mid-20th century, Caen's port was very active, due to the increase of trade and industrial activities in the area. This was also facilitated by the brand new canal from Caen to the sea, which was not dependent on tides



Around the year 1,000, Caen's port was used as a base for William the Conqueror's **conquest** of Great-Britain. Boats sailed through Orne River as the Canal was not built at that time, but access to the sea depended on the tides, which vary greatly in the Channel.



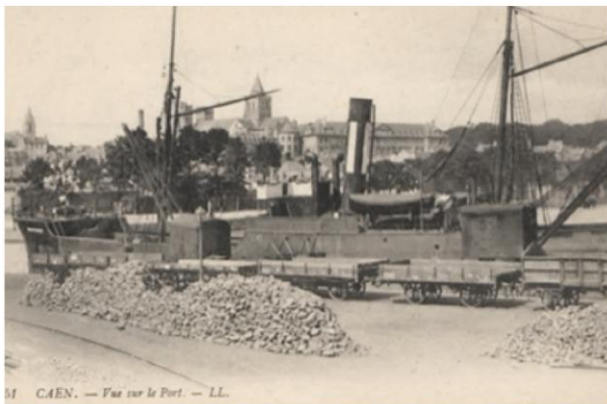
The Rough Fall into Sleep/Disuse of the Industrial Port



Wood, coal, iron, wheat and of course, stone, were traded daily and even transformed on site, contributing to the **sprawling port activity**.

From the 1950s onward, the *Peninsula* progressively lost most of its industry and trade factories (wood, coal, steel...) and became more and more derelict.

Some factories remained in the area anyway, such as the flour mill - which still operates today, and some firms even settled in the area, like the wholesale market, and other small activities, but they all couldn't prevent the dereliction.



In the meantime, this part of the city, though very close to the centre, was ignored by the rest of the city, and became a denigrated place for Caen's citizens. The area became known as a place where one goes at their own risk or better not at all. It was viewed as dirty and not worth visiting.

In addition, the area was not considered by local authorities as being part of the city, so there were no public investments in the *Peninsula*. It became a “no-go zone”, not attractive at all in spite of it being very close to the city centre.



The Shy Awakening of the Sleeping Beauty

From the 1980s onward, Caen's City Council began to understand the opportunity of this huge derelict area, so close to the city centre. They therefore decided to construct their major public facilities in this area, targeting a young audience: a musical venue – Le Cargö, and a school of Fine Arts and Media. The *Peninsula* then began to reopen its doors towards the city centre to a new type of user: young people.



The Momentum of Public Sector Commitment

It's only from 2010s onward that public authorities dreamt of starting a widespread and long-term project of about 300ha on the *Peninsula* to become a new district of Caen, including other surrounding cities having a portion of the *Peninsula* within their territory.

To make that dream possible, they implemented 3 major actions:

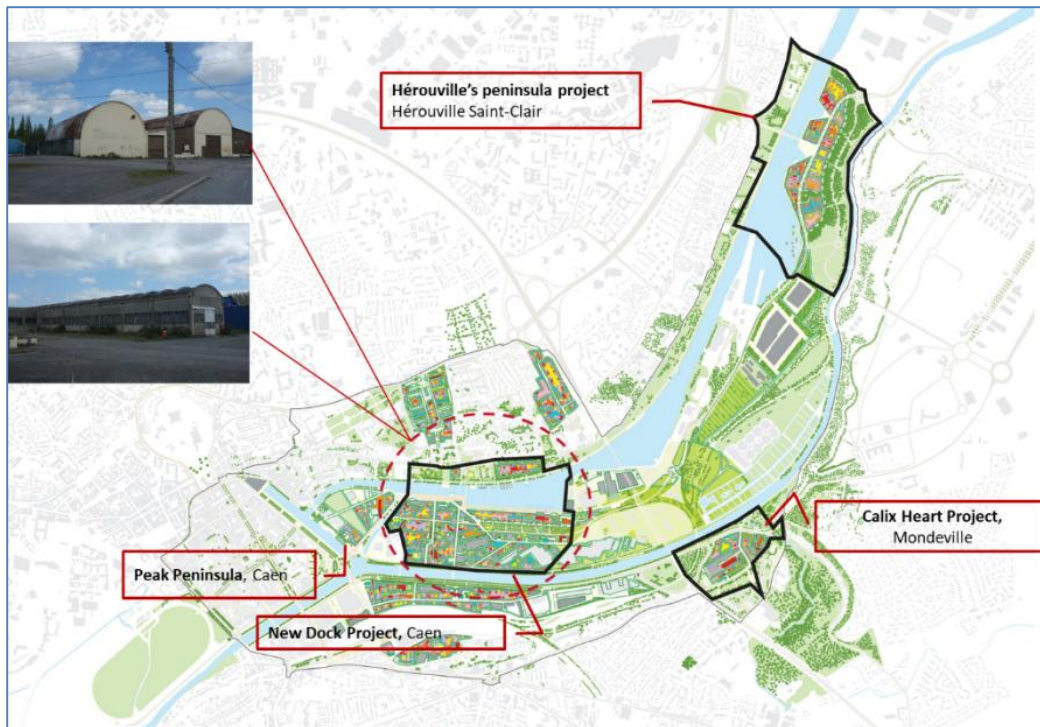
1 - The creation of a development and financial tool: The "SPLA Caen presqu'île" was founded as a dedicated public agency for this region with the sole focus of developing the *Peninsula*. 7 public authorities accepted to join the agency and to finance the development of a collective project.

2 – The investment of public authorities to develop the mouth of the *Peninsula*: this massively transformed the public space. 3 major buildings were constructed at the same time: a massive library, the court hall, and the Dôme (formerly known as: house of science and innovation for all - FabLab)



3 - The launch of a planning tool: A European 'call for tenders' was made to recruit a group of architects and city-planners to create the master plan for the site. The MVRDV team, led by the Dutch architect Winy Maas, won the bid.

The Peninsula Master Plan in Action, Including Urbact's Target Buildings



1 – Master Plan: Urban Planning Principles:

- Enhance of the memorability of the area
- Develop its industrial, harbour and river-front identity
- Offer different ways of living
- Develop the area's eco-mobility
- Inhabit the *Peninsula* and be close to nature
- Tackle the challenges of soil pollution and flooding risks

2 – Master Plan: Finalization: “The Great Mosaic”, definition of the first 3 operational areas, in which one contains the two sleeping giants

3 – Master Plan: Ongoing Operational Phase:

- Urban planning procedure
- Definition of project management
- Population consultation
- Implementation of URBACT project action plan
- Launch foreseen for 2019-2020

*mock-up of the
Peninsula's
finished Project!*



Two sleeping giants on the peninsula

On the Peninsula, the Urbact Local Group identified two derelict buildings to convert. The reasoning is explained in the vision & objectives for the reactivation section.

The Tunnel: Building Description and 1st Technical Elements

Presentation

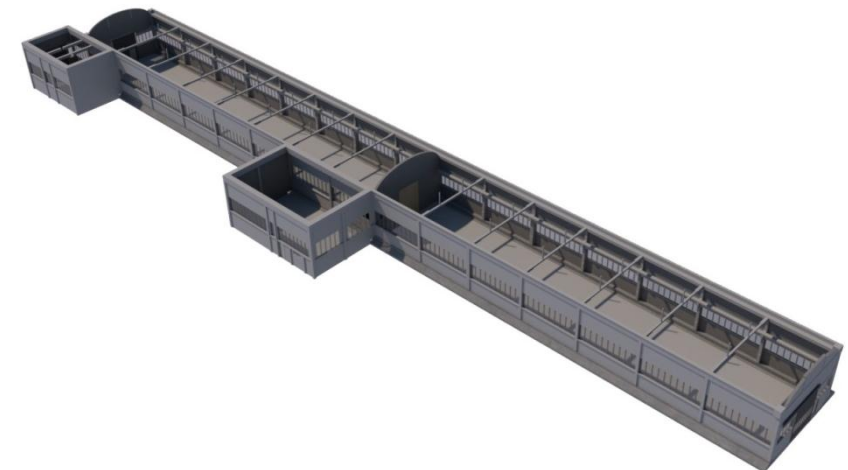
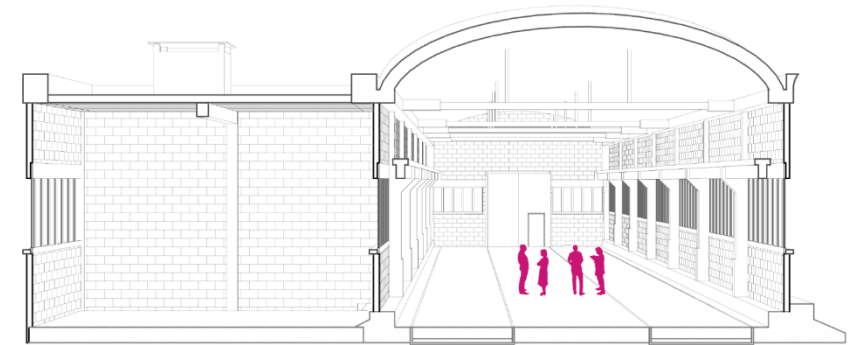
- Old concrete partitions factory
- Industrial heritage, Caen's post-WW2 reconstruction architecture
- Unique dimensions
- Central location, easy to reach
- Recently purchased by Caen City Council

Dimensions

- 110m x 10m
- 7.5 m high
- 1 214 m²
- Could be open on one single space

Condition

- In relatively good condition but:
- Many visible reinforcing steel frames
- Broken window panes
- A technical assessment is underway by Caen City Council and Greater Caen District Council





The Barrels: Building Description and 1st Technical Elements

Presentation

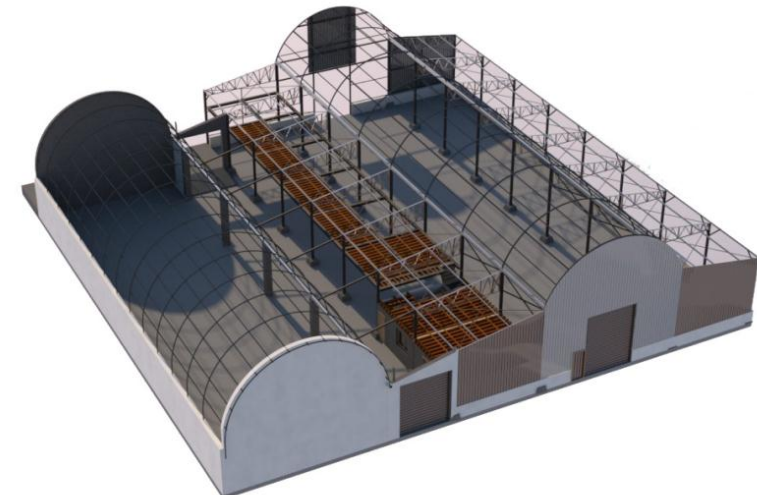
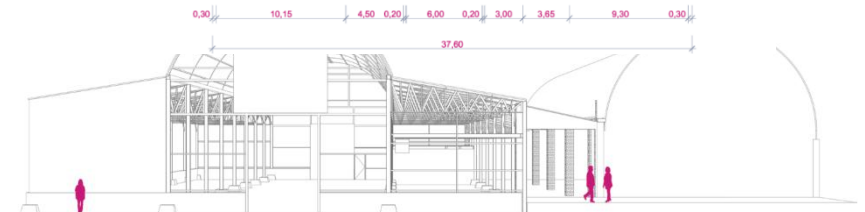
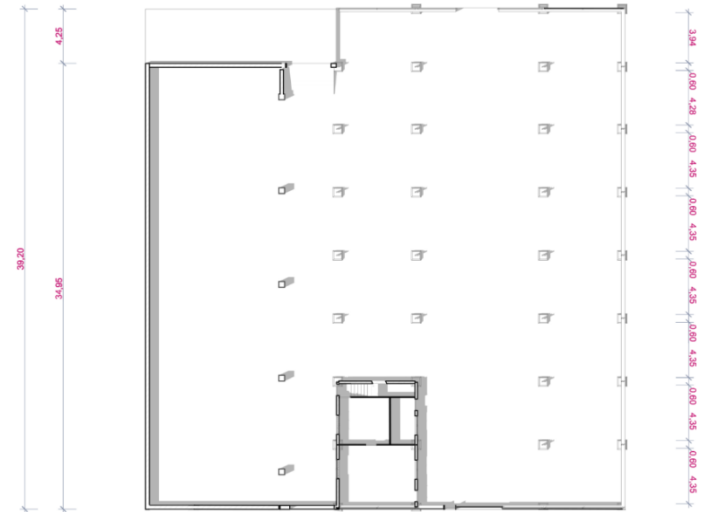
- Former warehouse for harbour activities
- Light metal framework in good condition but highly deteriorated walls
- Location near the future railway park, soon to be a walking and cycling pathway and park zone

Dimensions

- Large Area: 40m x 37m
- 1 410 m²
- 9.5 m high

Condition

- The building is deteriorating:
- The steel frame is in quite good condition
- Many metal coatings have been stolen
- A poor quality extension added after initial construction





Vision & objectives for the reactivation

How can we manage the transition from wasteland to new city neighbourhood?

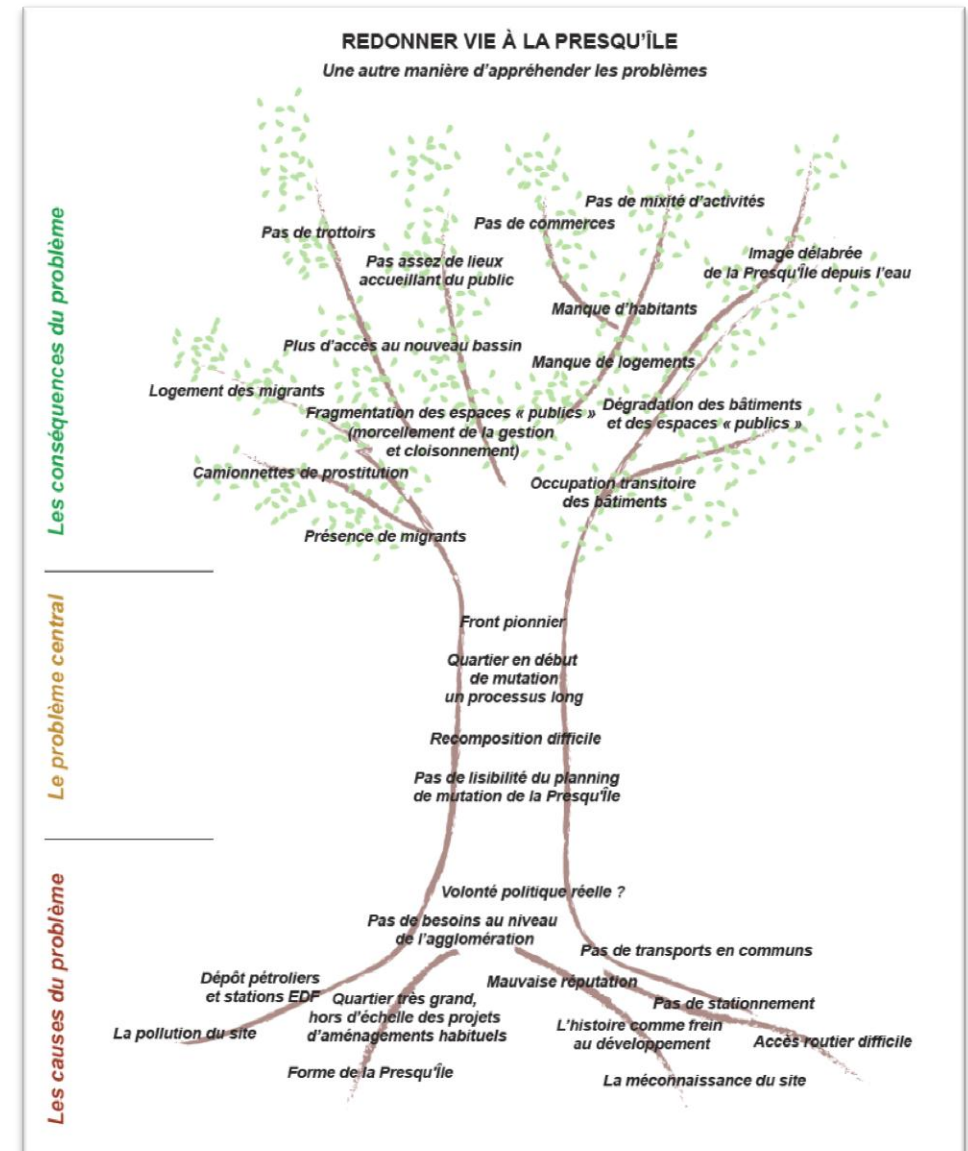
The *Peninsula* is an area in transition. The ULG identified the difficulties of such a transitional process such as the core issue slowing down the *Peninsula* transformation (re. issue tree)

The size of the site and technical issues of the transformation will impact the project duration, which is expected to last several decades. The deterioration of public spaces and abandonment of buildings fosters their use by fringe groups: such as prostitutes, migrants, and squatters...

Presently the *Peninsula* is viewed negatively by Caen's inhabitants. This bad image slows down the area's development.

The main objective of the Urbact project is thus to restore the appeal to the heart of the *Peninsula*, prior to any landscape operations, so as to make citizens visit and discover the area and improve its image.

As far as Caen is concerned, the sleeping giant is a whole district on its own, which will smoothly awaken!



The short, mid, and long-term goals, for the reactivation of the *Peninsula* by the buildings

Specific Objectives		Desired Results
Short Term	Preserve and enhance the traces of the industrial past of the <i>Peninsula</i>	Preservation of the selected buildings
		Architectural enhancement and communication about the project
Mid Term	Enhance the heart of the <i>Peninsula</i> during the transitional period and guide the changes	Transformation of the buildings to receive the public and be coherent with their location
		Increase of foot traffic to the <i>Peninsula</i> centre
		Job Creation
Long Term	Respond to the needs of the future users of the <i>Peninsula</i>	Initiation of the sector's urbanisation
		Implementation of the ZAC program: creation of 2900 dwellings and 600 jobs
		Creation of necessary public equipment

The "Tunnel" and the "Barrels": two buildings strategically located on the Peninsula and typical from its industrial past.

The two buildings were chosen by the Urbact Local Group, among 5 shortlisted and listed in the master plan as traces from the past.

These buildings are located on the Caen portion of the *Peninsula*. A multi-criteria analysis grid enabled us to choose and focus mainly on two areas:

- "The *tunnel*", which initially belonged to Mr. Drouet and was recently purchased by Caen City Council
- "The *barrels*", or 'carbométal' (from coal & metal) building, which belongs to the port authority.

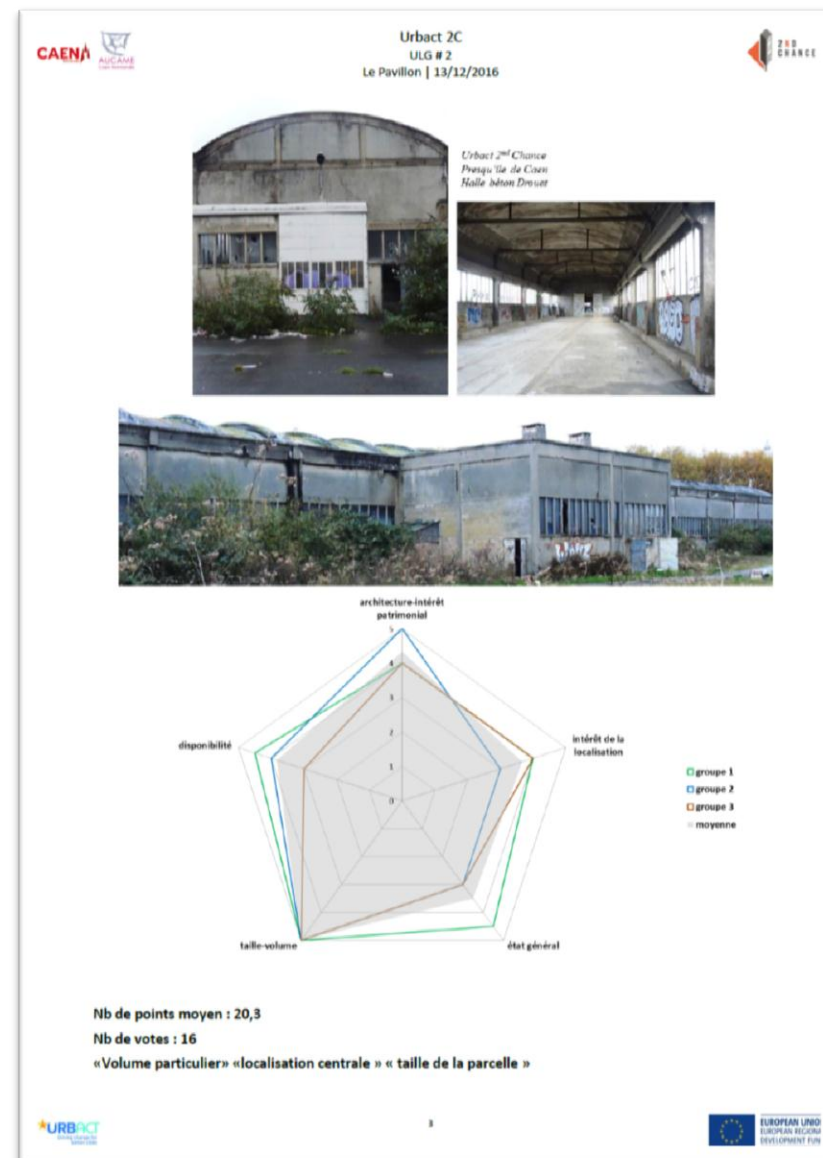
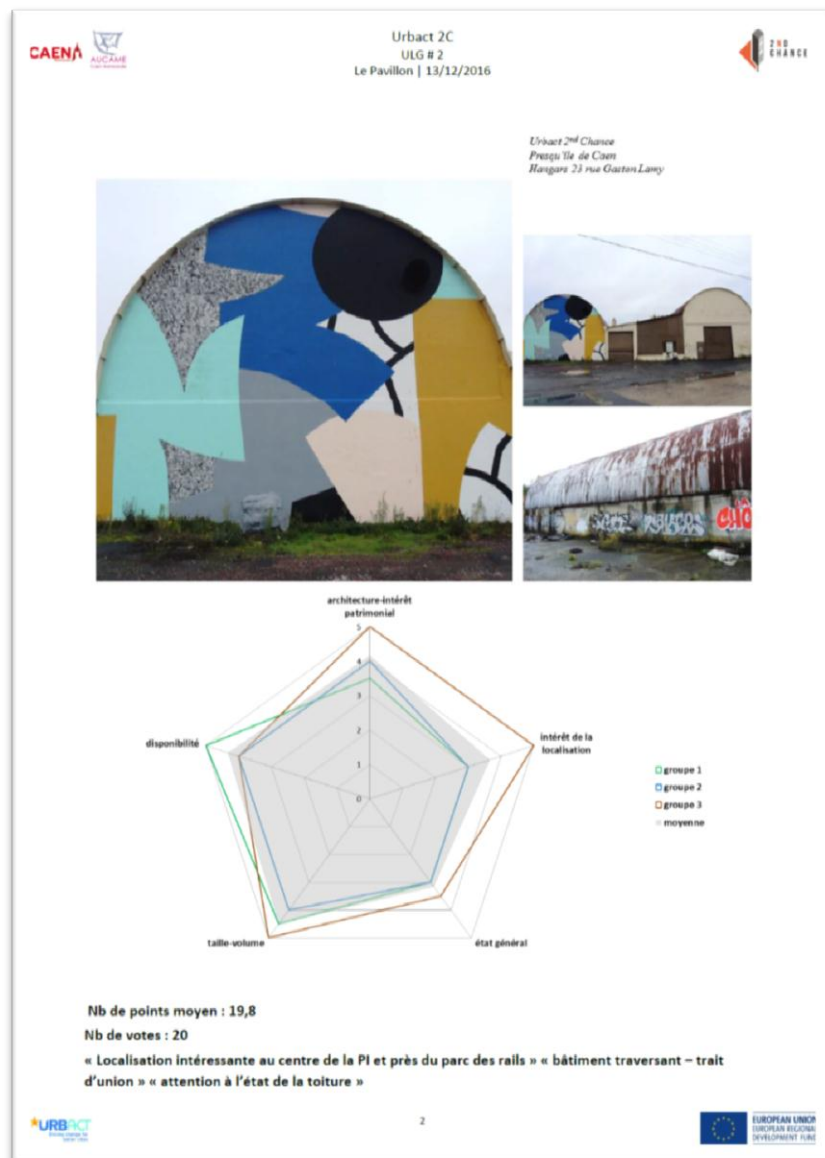
« Awakening » the *barrels* and the *tunnel* contributes to the Peninsula centre conversion which aims to turn the area into a new centre of interest for a territory that is still in transition.

The *tunnel* is a very interesting building for it is located in the very centre of the *Peninsula*, in between the River Orne and the canal to the sea. Its interior volume, concrete architecture typical from its time period, and its history make it a building worth saving and renewing.

Located in the centre of the Peninsula along the future Railway Park (public park), the barrels will be considered the main gate to the park and the link between the north and south banks of the Peninsula.

The proximity of these two buildings brings about a vision of synergy in their future operations and will heighten their patronage.





3. Functions & uses for the buildings

Methodology Applied to Projects Selection

The ULG has identified potential temporary uses answering issues linked to the *Peninsula* reactivation thanks to the reactivation of the two shortlisted buildings.

Criteria for the selection:

- Match with a needed or missing service in the area,
- Be reversible, enable temporary use
- Make people come to the *Peninsula*
- Require only limited renovation
- Adapt to a degraded urban space

We used the participative methodology OPERA to define specific use for each building.

The group chose two buildings instead of one, as the numerous needs and compatibilities were identified to activate Phase 2. Each of these buildings responded to these needs:

- The *Tunnel* can encourage a site for creation and sharing linked to urban culture and artistic creativity.
- The *Barrels*, located next to the future park, can encourage the development of urban farming as well as other similar activities linked to the park. Some examples could be: DIY workshops for families with children, catering, and a point sale of local products produced in these urban farms.



An Artistic or Hand-craft Space for the Tunnel

Three trends proposed by the ULG matching with real needs in Caen:

- Post-production studios
- Space dedicated to hip-hop and street art
- Art workshops for large installation art

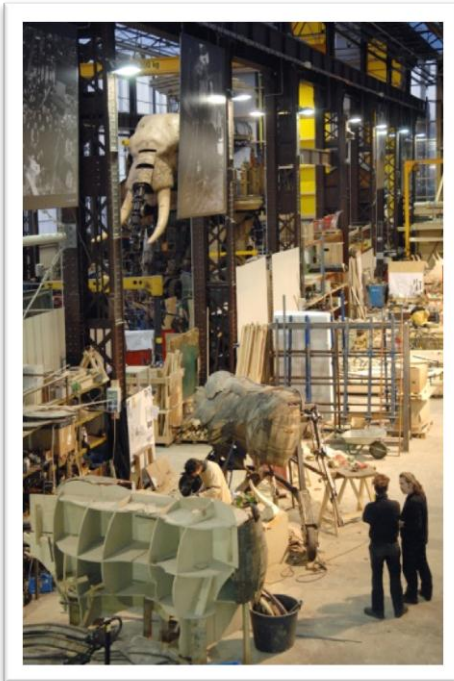
Rehabilitating the tunnel will allow the city to accommodate artistic creation organisations and artistic communities. It will become a centre for shared and multidisciplinary workspaces, which can include art exhibitions, a community workshop, and introductory art courses for the public. This objective meets the needs of Caen City Council to relocate artistic workshops for artists and performers whose current spaces will be soon no longer suitable for occupation.

This action continues a tradition of pioneering artistic activities preceding further Peninsula development.

An initial proposal with the Greater Caen District Council Culture Department is underway to integrate the needs of the future occupants.

In the mid-term, the building will be reorganised to comply with activities as described in the ERDF bid. Two artistic workshops will be progressively set up in these buildings starting in 2019. Their installation will be carried out by the Greater Caen District Council, Caen la Mer.





An Urban Farm for the Barrels

We could consider many uses in the same place:

- Community shared gardens
- Production and sale of local products
- Quick catering with local products
- Educational activities for children and schools

The objective is to reinforce the importance of nature in the Peninsula project by making this building a dedicated urban community garden: community garden training, local products, direct sale, apiaries, henhouses...

The parallel initial construction of the Railway park initiated by the public association for Peninsula planning (SPLA) will redouble the attractiveness of the area.

The selection and management of the projects will be made bearing in mind the need to support local food networks with economic, environmental and social concerns, as promoted by Caen la mer.



4. Actions and next steps for the reactivation

The Result Framework: an Overview of the Urbact Project

Global Strategy: Taking into Account Short and Mid-term Goals

See next page

As has been indicated above, the awakening of the giant the Peninsula will be a long-term project and requires numerous procedures, which began in 2010 to allow for the awakening of the site in multiple steps.

The first phase was fulfilled (Mouth of the *Peninsula*) and the second phase of the master plan just began. Reactivating the two buildings, the *tunnel* and the *barrels*, will serve as a link between these two operational phases.

The activities and services that will be housed in the awakened giants will respond first and foremost to the need for new housing from phase 1 (300 new inhabitants). However the giants will become equally attractive centres to accompany the awakening and transformation of the *Peninsula* in the 2nd operational phase called 'Housing Zone of the new Basin'.

Objectives	Desired Results	Indicators	Actions	Resources	Leader/Partners	Calendar	
Short Term (within 2 years)	Preserve and enhance the traces of the industrial past of the <i>Peninsula</i>	Preservation of the selected buildings	Preservation of the buildings	Purchase of the <i>Carbométal</i> building and lot by the City of Caen	Estimate: 100,000€ City of Caen Funds	The City of Caen	1 st six months of 2018
				Investigation and technical diagnostics (construction, network, pollution, asbestos...) and cost of the work	Estimate: 80,000€ Co-financing from CPIER 1.4	District of Caen la Mer	February - April 2018
				Preliminary work (security, weather proofing, decontamination, network building...)	Estimate: 400,000€ CPIER 1.4/ERDF Funds	Public Property Establishment of Normandy The City of Caen and District of Caen la Mer	September 2018 - June 2019
		Architectural enhancement and communication about the project	Number of events Number of people attending the events Number of news articles and amount of media coverage	Presentation of the Urbact 2 nd Chance project as part of Contemporary Architecture Month		<i>Territoire Pionnier</i> (Architecture Promotion Company) Caen City Partners and the Caen city planning agency	March 2018
				Building take over and painting a mural in the <i>tunnel</i> as part of the Palma Festival	2,000€ for Palma Urbact Communication Budget	Palma Group In partnership with <i>Le Pavillon</i> , The City of Caen	March - April 2018
				Final Urbact event: visit and conference as part of the Biannual Month of Architecture, with a short animated film	3,000€ (animated film) Urbact Communication Budget	The City of Caen In partnership with <i>Le Pavillon</i>	October. 2018
				Organisation of temporary events (art competitions, flea markets...)	City Centre Neighbourhood Council Budget	City Centre Neighbourhood Council With support from the city of Caen	2019
		Mid Term (between 1 to 10 years)	Enhance the heart of the <i>Peninsula</i> during the transitional period and guide the changes	Transforming the buildings into cultural sites and as well as urban farms to education the public Increased foot traffic to the <i>Peninsula</i> centre Job creation Initiation of the sector's urbanisation	Annual visits of the sites Scholastic visits Number of on-site jobs Number of days open to the public Number of open to the public events	Preparation of the call for tenders (project pertinence verification, making contact with potential project managers, definition of the city's expectations, legal contract drafting, creation of a jury)	Internal
Call for tenders and selection of the project manager						The City of Caen : • Department of Culture • Department of Environment • Department of Urbanisation In Partnership with Urbact Local Group, The Chamber of Agriculture, City Centre Neighbourhood Council	January - June 2019
School and participative construction zones for site planning					Project manager In partnership with the city of Caen	September 2019 - 2020	
Supervise project manager on site	Self-Financing Assistance from the city of Caen to be sought				Project manager	September 2019 - 2030	
Long Term	Respond to the needs of the future users of the <i>Peninsula</i>	2900 new dwellings 600 new jobs New public equipment	Number of dwellings constructed Number of inhabitants Number of jobs	Planning the New Basin joint development zone Maintaining or changing the Urbact building functions to meet the needs of the neighbourhood	Joint development zone budget	Local Public Development Society: supervise project delegation for the city of Caen	Creation of the joint development zone 2018 First Development 2019 Block test 2022-2023 Completion of the joint development zone 2033

5. Management & governance structure for the building and the reactivation process

After having researched different governance possibilities, the implementation of this project applies the following method:

After having researched different government possibilities, the project implementation will apply the following model:

- Building purchased by the City Council
- Renovation by the City Council
- Shared management between the associated project managers and the City Council.

The economic model applies an initial investment from the City Council (with financial support from regional, national and European funds).

The project managers will have to ensure the financial management of the buildings and propose a balanced economic model for their activities.

The Action Plan Implementation

In order to implement the action plan and share it operationally with relevant stakeholders, the action plan is composed of several action sheets.

Each action sheet indicates:

- The name
- Why this action is needed and will make a difference
- A step-by-step description
- Funding opportunities
- The project leader and potential project partners

- A timeline

The colour of the tables indicates the type of actions:

	Research
	Communication
	Construction
	Administration

Technical Diagnostics		Type of Action: Investigation Objective: Building Preservation
<i>Why:</i> This action constitutes an indispensable prelude before the call for proposals to take care of the buildings. It should allow for the evaluation of cost and importance of the necessary work to render the buildings available.	<i>When:</i> 1st six months of 2018	<i>Who:</i> Greater Caen District Council Building Services Department
	<i>How much:</i> Estimated cost €80,000 tax excluded	
<i>Description:</i> Asbestos testing Building inspections Pollution testing Available utilities (water, sanitation, electricity...) Description and cost of security, utilities and preliminary decontamination of the area.	<i>Financing:</i> Research submitted to CPIER 1.4	

Take Control of the Barrels		Type of Action: Administrative Objective: Building Preservation
<i>Why:</i> The Barrels are the property of the Normand Port Authorities (NPA) who wishes to demolish them. To avoid the demolition and allow for their conversion, NPA must relinquish its control and responsibility of the building to the Caen City Council.	<i>When:</i> 1st six months of 2018	<i>Who:</i> Greater Caen District Council Property Management Department
	<i>How much:</i> Estimated cost -	
<i>Description:</i> Temporary occupation authorisation between the NPA and the Caen City Council	<i>Financing:</i> Contract without financial compensation	

Preliminary Work for the Barrels and the Tunnel	
Type of Action: Construction Objective: Building Preservation	
<i>Why:</i> The targeted buildings can be converted in their present state. A substantial amount of work is necessary before they can be occupied. The initial technical diagnostics should provide and assessment of the work to be carried out.	When: Sept 2018 – June 2019
	Who: Greater Caen District Council Building Services Department
<i>Description:</i> Establishing a pre-programme of proper usage with the Culture and Environment departments Repair the structure, weather proofing, and securing the building Partial demolition of the barrels Depollution of the site Access to utilities (water, sanitation, electricity)	How much: Estimated cost €400,000
	Financing: Research submitted to CPIER 1.4 (State and Regional Financing) European Fund ERDF

Presenting the Urbact Project during contemporary architecture month	
Type of Action: Communication Objective: Promotion	
<i>Why:</i> Introduce the buildings, and inner-peninsula Introduce the project to potential future project managers	When: March 2018
	Who: Project Coordinator ULG Coordinator
<i>Description:</i> Introducing the Urbact Project to the public Guided tours of the sleeping giants Project communication from the Architecture House(organisation in charge of contemporary architecture month in Normandy)	How much: Estimated cost -
	Financing:

Urbact Final Event	Type of Action: Communication Objective: Promotion
<i>Why:</i> Symbolise the end of the Urbact programme and the beginning of the operational phase and conversion Introduce the buildings, and inner-peninsula Introduce the project to potential future project managers The Urbact final event is part of the Peninsula awareness project being carried out by the Pavillon.	When: June 2018 Who: ULG, Le Pavillon, Greater Caen District Council, Communication Department, Artist Associations
<i>Description:</i> Presentation and exposure of the project Artistic interventions by future occupants of the site Picnic in the future Railway Park located in front of the Barrels Press Conference	How much: Estimated cost €5,000 Financing: Urbact + Caen City Council

Choosing the Project Managers	Type of Action: Administrative Objective: Building Transformation
<i>Why:</i> The city wishes to entrust the application of the ULG's project to the future project managers. The conversion projects take part in the associated process of transforming the Peninsula and reinforcing its attractiveness. Furthermore in coherence with the guidance defined by the ULG; the community will be vigilant to open the location to the public with a social inclusion component.	When: 2nd six months of 2018 Who: Greater Caen District Council Culture Department and Environment Department
<i>Description:</i> Establishing specific rules governing the occupation and use of the buildings Defining the legal obligations for the relationship between Caen la mer and the project managers. Call for applications and selection of the project managers	How much: Estimated cost - Financing: Internal

Construction Work on the Tunnel and the Barrels	Type of Action: Construction Objective: Building Transformation and grand opening
<i>Why:</i> Adapt the buildings to their new users Appoint the project managers and administrators of the converted buildings	When: Sept 2019-20 Who: Greater Caen District Council Culture Department and Environment Department Project Managers
<i>Description:</i> Defining the necessary construction work by the project managers Assembling the European financial dossiers (ERDF) for the large scale organisation projects, being supervised by the Greater Caen District Council Fulfilling the finishing touches defined by the project managers	How much: Estimated cost Around € 2,000,000 (€1,000 per m²) Financing: European Fund ERDF Self-Financing by the project managers

6. The elaboration process of the reactivation strategy

Key activities

The first step was to understand what made 'awakening' the Peninsula so difficult and then strategically choose which abandoned buildings to reactivate so as to assist with this overall transformation. The group then developed a project for these sleeping giants coherent with the action plan as well as responding pre-existing need.

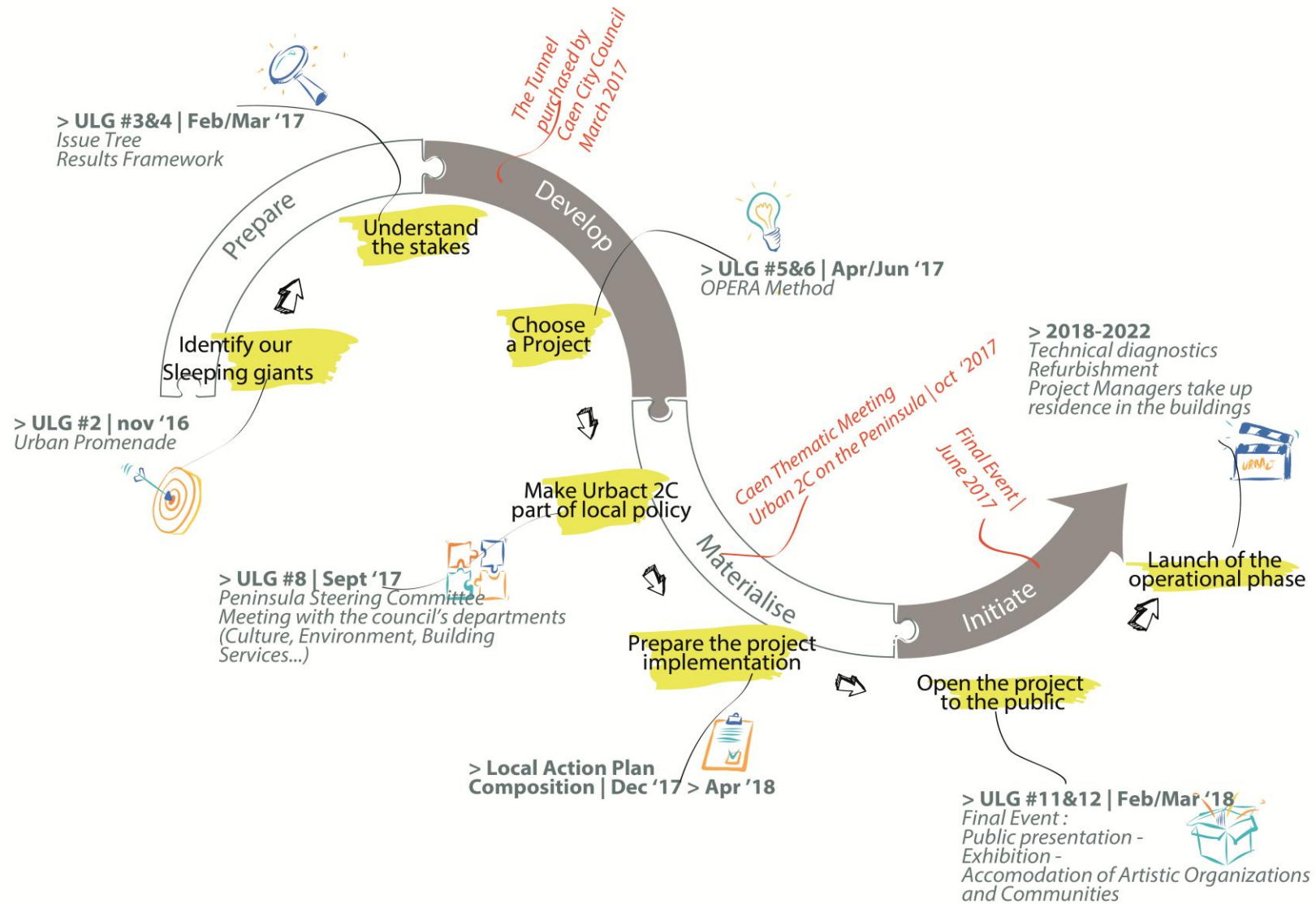
Sharing the vision before the local public and political stake-holders made up a crucial phase for the programme completion. In fact, our projects were found to be in synchronisation with the local concerns (relocating the artistic workshops) and public policies held by Caen la mer (supporting

local food networks). The projects were then transformed into operational actions within the IAP to be carried out after the end of the Urbact Project.

Lessons learnt and recommendations

Several factors contributed to the success of the Caen Urbact Project:

- Experimentation with new participative work methods inspired by tools shared among the members of the European Urbact Networks
- Creation of a dynamic ULG, meetings held at the Pavillon, a symbol of the Peninsula's rebirth
- Innovative and participative approach as well as reflections that incited partner interest and allowed for a convergence of needs and interests.



7. General prospect dealing with vacant properties in Caen

The issue of converting old derelict buildings is a major concern for the greater Caen region.

The Caen Peninsula site represents about 300 ha, extending onto 3 municipalities and contains numerous derelict industrial buildings.

The greater Caen region is also home to several vacant former military sites to be converted.

Besides, some tertiary or commercial districts are now obsolete and are at risk of becoming the sleeping giants of tomorrow.

It is commonly accepted among decision makers and promoters that it is easier and less expensive to demolish and rebuild than to rehabilitate. Nevertheless, a new vision of heritage has arisen inciting building preservation, not only focused on historical buildings but also conserving traces of the city's transformations throughout its history.

On this subject, the reflections carried out in the Urbact framework gave us supplementary tools to change the perception of these abandoned sites' potential purposes and allowed us to imagine their conversion rather than their demolition.

These reflections enabled us to think outside the classic planning scheme (housing, offices, facilities) to bring for the direct needs of the citizens: community shared culture, knowledge and exchange centres, alternative spaces and third places.

For future site conversions, we will be about to draw on our experiences from the Urbact method on the following points:

- Form a project work group representing the different stakeholders interested in the project from the beginning, particularly for important and symbolic projects
- Assess the historical and heritage value of the building
- Evaluate the potential leverage and impact that re-purposing the building will have on the district
- Align the conversion project to meet the needs of the district

This participative integrated approach is a first for Caen City Council. The projects that emerged during Urbact are innovative, but their implementation still follows classic methodology (initial management by the local authority and public financing). To continue further in this process, the future projects will have to explore more flexible implementation solutions (privately funded, alternative financing...).

8. Contacts

Project Coordinator

Catherine Joubel, Communauté Urbaine Caen la mer

c.joubel@caenlamer.fr

European Project Manager

Camille Varin, Communauté Urbaine Caen la mer

c.varin@caenlamer.fr

Urbact Local Group Coordinator

Thomas Boureau, Agence d'urbanisme de Caen-Métropole

thomas.boureau@aucame.fr





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