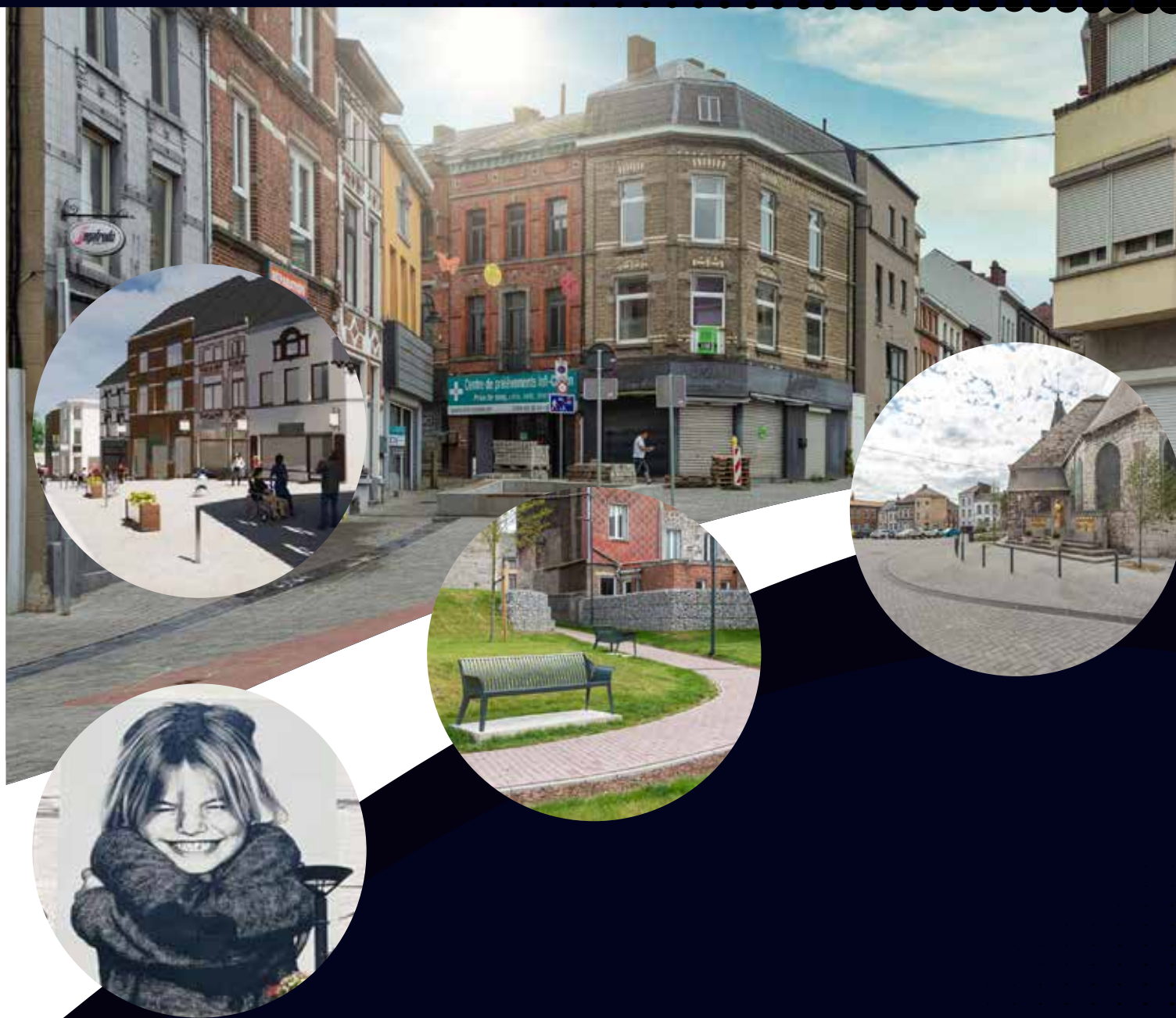


# FLEURUS | EVOLUTION IN MOTION



## INTEGRATED ACTION PLAN

EUROPEAN URBACT PROGRAM CITIES@HEART





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# 1 A WORD FROM OUR POLITICAL LEADERSHIP

**Despite a privileged geographical position and a recognized bourgeois past, the city centre of Fleurus has been losing momentum for several decades. In the heart of the city, commercial activities have disappeared without replacement, housing has gradually deteriorated, and retail activity has relocated along high-traffic road axes — all leading to an overall loss of attractiveness.**

Today's challenges compel us to redefine what a "city centre" is within a global vision of territorial planning, and to clarify the role it must play from social, commercial, event-related, heritage, tourism, residential and educational perspectives.

It is precisely in response to these questions that the City of Fleurus has, for several years now, embarked on a genuine transformation — both in spatial planning and in its communication dynamics, as well as in its relationships with citizens and partners. The vision carried by the City of Fleurus is not merely to revitalise the city centre, but to transform it.

Indeed, commercial revival cannot be considered in isolation. It cannot occur without significant urban renovation, co-designed with citizens. Quality of life cannot be improved without enhancing mobility, pedestrian circulation and cleanliness. The city centre cannot be revived without a profound transformation of the environment, habits and mindsets.

The strategic vision for revitalising our city centre therefore follows a multifactorial approach that takes into account key determining elements such as service diversity, quality of urban infrastructure, accessibility and diversity of transport modes, housing quality, and more. This vision, co-written with public and private actors, the associative sector and civil society, must rely on a shared diagnosis, a strategy and an operational action plan.

It is within this framework that the City of Fleurus joined the Cities@Heart project, which promotes multi-user governance based on citizen participation and public-private partnerships, supported by data that will enable the evaluation of Fleurus' evolution and of policies co-built with city-centre stakeholders.



**Loïc D'HAeyer,**  
Mayor  
of the City of Fleurus

The Cities@Heart network works towards the revitalisation of city centres, which have been weakened for decades by profound social and functional transformations. These urban cores concentrate an interweaving of historical, economic, cultural, tourist and symbolic centralities.

The project brings together ten European cities with diverse profiles but united by a common objective: building balanced and inclusive city centres. These cities learn from one another through seven key themes essential to urban vitality :

- governance
- gentrification
- climate adaptation
- new supply models
- city-centre identity
- public space management
- territorial governance

By combining relevant indicators with a shared methodology, Cities@Heart seeks to establish a global political framework for sustainable change. In close collaboration with local stakeholders, the network designs tools that foster happy, healthy and harmonious places.

Led by the Métropole du Grand Paris, the project brings together:

- Kraków Metropolis Association (Poland)
- Granada (Spain)
- Osijek (Croatia)
- Associação de Municípios Quadrilátero Urbano (Portugal)
- Celje (Slovenia)
- Sligo (Ireland)
- Cesena (Italy)
- Fleurus (Belgium)
- Amfiktyonies (Greece)

The sharing of experiences is essential to support the #TRANSFORMtion of Fleurus. Inspired by the successes and challenges of other cities, Fleurus can avoid pitfalls and adapt proven strategies — particularly in public space revitalisation, digitalisation, sustainable development and social inclusion.

Large metropolitan areas often have resources and expertise from which smaller cities can draw inspiration. This cooperation enables knowledge sharing, access to new funding and the launch of joint initiatives that would otherwise be out of reach.

Finally, these exchanges foster a sense of community and solidarity, strengthening citizen trust and engagement.

# 3

## WHY AN INTEGRATED ACTION PLAN ?



Fleurus is not a static city.

It embodies the shifting boundary between history and possibility. Like many others, its centre has experienced commercial disaffection, loss of public-space identity and social fragmentation. Yet Fleurus has never ceased to believe in the strength of collective action.

Its integration into the Cities@Heart programme is far more than participation: it is a strategic choice. The challenge is not to accumulate projects, but to give them meaning and coherence — revitalising commerce, redesigning public spaces, supporting housing, and enhancing heritage. Cities@Heart acts as a living masterplan, a European framework for rethinking the city centre as a place of life, exchange and beauty.

But a project cannot be decreed; it must be built with residents. Fleurus therefore relies on two bold levers :

- A City Promotion Office: not merely a communication body, but a catalyst for ideas and narratives, where shopkeepers, young people, associations and artists share their vision of Fleurus.
- A City Centre Manager: an orchestrator and mediator, linking urban planning, economy, culture and ecological transition. This hybrid role gives a human face to public action.

Around this core, partners have gathered in concentric circles :

- technicians, bearers of expertise;
- shopkeepers, at the heart of economic vitality;
- residents, actors of everyday change.

The Integrated Action Plan (IAP) structures this dynamic. It defines a clear vision of challenges, specifies the steps and resources required, and serves as a coordinated roadmap for short-, medium- and long-term planning. Thanks to it, Fleurus can anticipate obstacles, adjust actions and measure progress.

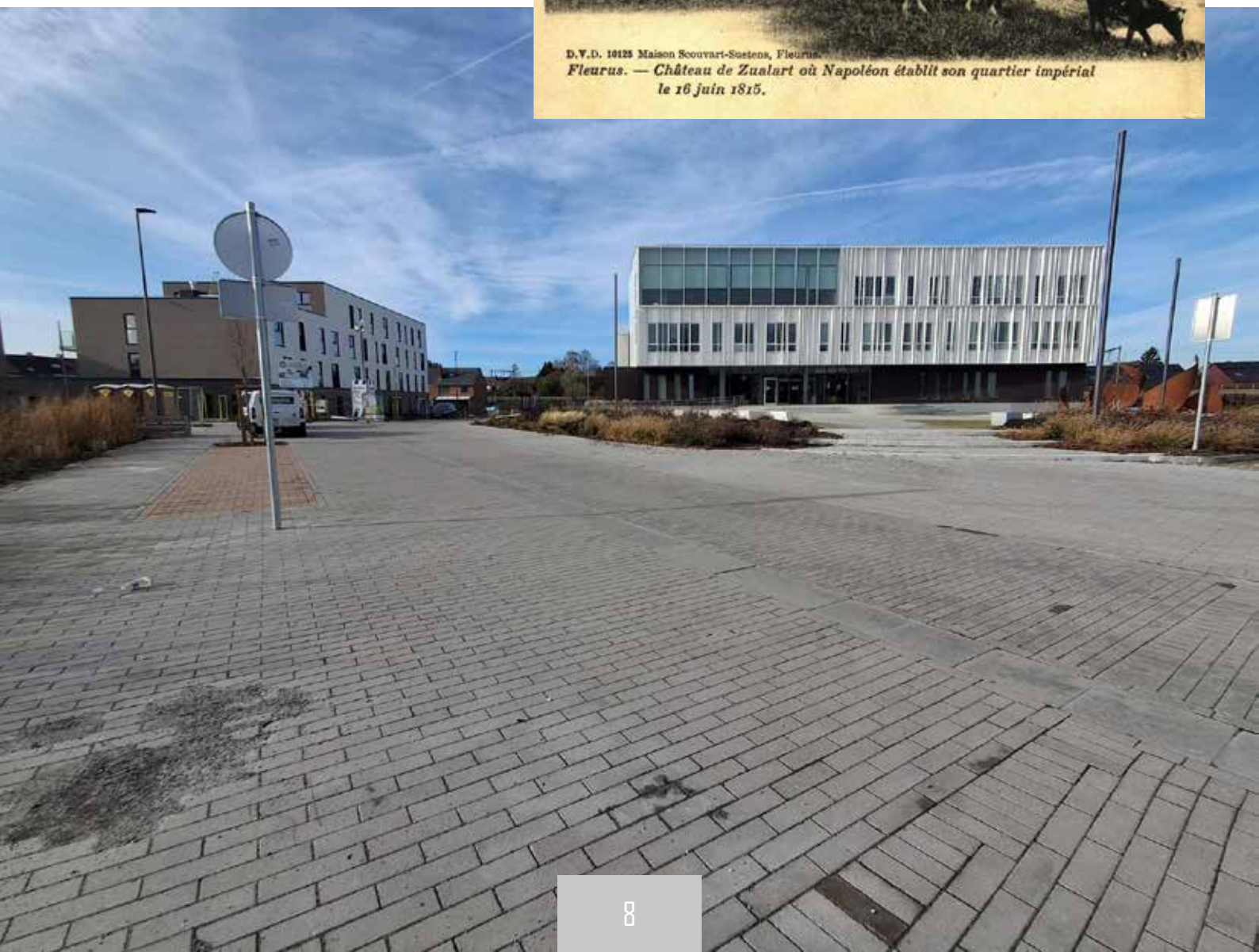


Coll.VdF 1



D. V. D. 10125 Maison Scouvert-Sostens, Fleurus.

*Fleurus. — Château de Zualart où Napoléon établit son quartier impérial  
le 16 juin 1815.*





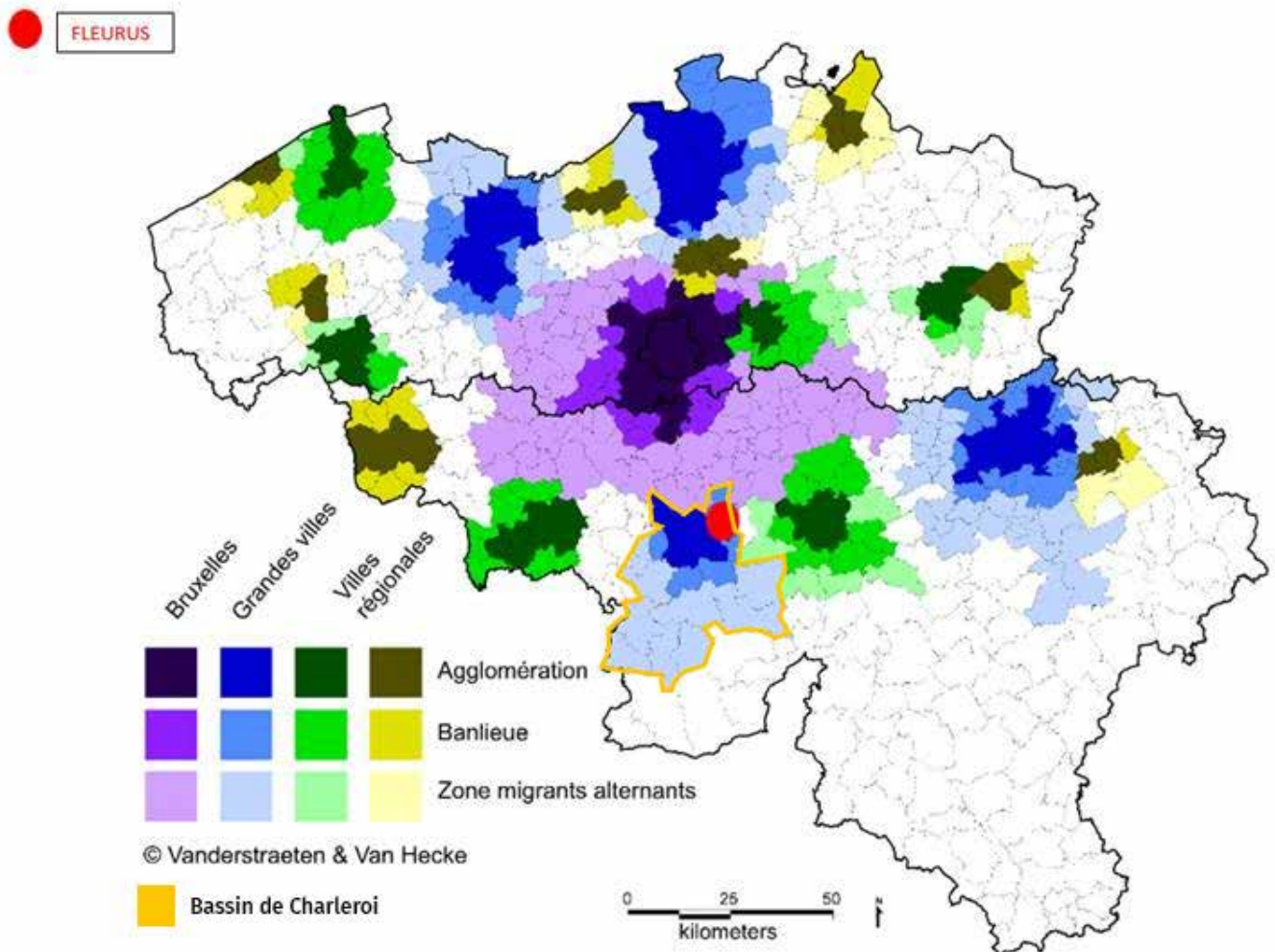
# 4

## CONTEXT, NEEDS AND VISION

With a population of 22,923 inhabitants (2023), Fleurus is part of one of Belgium's four major urban basins: Charleroi, located south of Brussels in the French-speaking region.

Classified among highly urbanised territories with a strong economic vocation, the city benefits from a strategic location — only 7 km from Brussels South Charleroi Airport — and excellent accessibility thanks to major transport infrastructures in southern Belgium: the E42, R3 and A54, which serve three highly industrialised provinces: Hainaut, Namur and Walloon Brabant.

Two major railway lines also cross the territory of Fleurus (Lines 140 and 147), providing connections throughout Belgium and internationally.



Source : Belgian Journal of Geography, Belgeo 2019.

## 4.1. CONTEXT

### SOCIODEMOGRAPHIC DATA

Over the past decade, Fleurus has shown general demographic stability, with slight growth. In 2023, the city recorded a negative natural balance (−1.01%), offset by a positive migration balance (+4.63%).

The population is ageing in two ways: the number of residents over 65 is increasing, while those under 20 are declining. Median income (€25,429 per tax return) remains slightly below the regional average but follows a comparable upward trend.

The contribution of a migrant population — mainly from Walloon Brabant — is therefore essential to maintaining population levels and raising the overall standard of living. These migrants generally have higher incomes than the so-called “local” population.

### COMMERCIAL DYNAMICS

The city centre of Fleurus functions as a secondary urban centre, structured around two distinct realities :

- a commercial concentration along the national road (developed over the past 40 years),
- an adjacent historical centre / city centre that has been losing momentum.

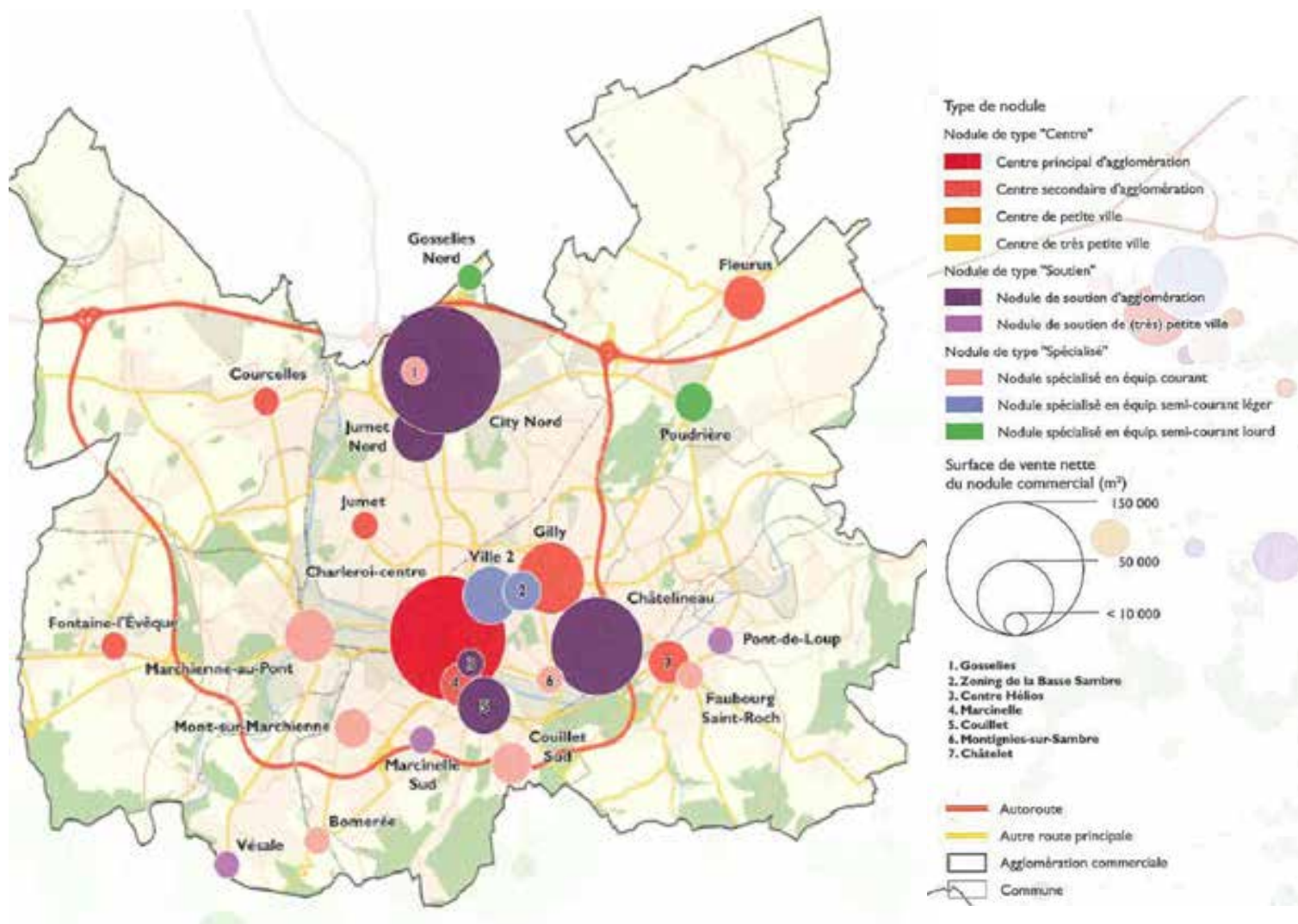
The most significant commercial activity is located outside the historical centre, in the Poudrière node (National Road 29 / Chaussée de Charleroi), specialised in semi-durable goods (furniture, transport, DIY, etc.).

At the scale of the wider urban area, only the Gosselies Nord node (Charleroi Aeropole business park near Brussels South Charleroi Airport – BSCA) shows a comparable specialisation, though to a lesser extent and with less focus on personal services.

### DECLINE OF THE HISTORIC CENTRE

The decline in attractiveness of the historic core is not limited to commerce alone. It also affects building quality, housing, public spaces, social dynamics and, consequently, the entire local economy.

One of the clearest indicators of this decline is the state of the hyper-centre. Home to 2,281 inhabitants (around 10% of the total population), it records a median income of €20,135, which is 21% lower than the municipal average.



Source : Atlas of Commerce in Wallonia 2014 – University Presses of Liège.

## KEY STATISTICAL DATA

### Housing and year of construction of buildings

Territory	Buildings	Construction years of the assets										Number of dwellings
		Before 1946		1946 - 1981		1982 - 2001		2002 - 2011		After 2011		
		Number	%	Number	%	Number	%	Number	%	Number	%	
Fleurus	11.438	6.037	52,8	3.448	30,1	1.271	11,1	412	3,6	270	2,4	10.508
Hainaut	662.470	368.408	55,6	181.418	27,4	62.712	9,5	27.569	4,2	22.363	3,4	651.482
Wallonie	2.718.714	720.075	26,5	1.089.568	40,1	520.789	19,2	203.240	7,5	185.042	6,8	3.316.778
Flandre	1.693.328	813.236	48,0	504.828	29,8	205.721	12,1	93.508	5,5	76.035	4,5	1.766.263
Belgique	4.606.757	1.661.358	36,1	1.647.489	35,8	734.286	15,9	300.155	6,5	263.469	5,7	5.680.956

In 2022, Fleurus counted 11,438 dwellings within its municipal territory.

Like Hainaut and Wallonia as a whole, Fleurus is characterised by an ageing building stock. More than 52.8% of buildings were constructed before 1946, and over 80% are more than 40 years old. Many dwellings in the historic centre are over a century old, some dating back several centuries.

### Worker mobility – Jobs located in Fleurus

The proportion of workers living in Fleurus but working in another municipality is 80.9%. Surprisingly, this figure does not reflect the size of the local labour market, as shown in the table below.

Place of work	Employed in municipality	Working outside municipality	Total	Share from outside
Fleurus	1.458	6.168	7.626	80,9 %
Hainaut	117.395	311.669	429.064	72,6 %
Wallonie	291.249	908.341	1.199.590	75,7 %
Flandre	676.210	1.772.055	2.448.265	72,4 %
Belgique	1.026.499	2.984.369	4.010.868	74,4 %

## Worker mobility – Jobs located in Fleurus

The share of workers employed in Fleurus but residing in another municipality is 86%.

The most striking figure is the number of jobs available in Fleurus. The employment-to-population ratio is 45.3% in Fleurus, compared with 33.6% in Flanders and 28.4% in Wallonia. This places Fleurus among the most dynamic labour markets in Wallonia and Belgium.

Place of work	Residents of municipality	Coming from another municipality	Total	Share from outside
Fleurus	1.458	8.939	10.397	86,0 %
Hainaut	117.395	254.643	372.038	68,4 %
Wallonie	291.249	761.079	1.052.328	72,3 %
Flandre	676.210	1.633.136	2.309.346	70,7 %
Belgique	1.026.499	2.948.980	3.975.479	74,2 %

Supporting worker mobility is therefore a major challenge, fully integrated into the City of Fleurus' transformation strategy.

## 4.2. RELEVANT EXISTING STRATEGIES



*Charleroi Métropole.*



## A LOCALLY ROOTED CITY, METROPOLITAN IN ITS CONNECTIONS

Beyond its local commitments, Fleurus plays an active role at the metropolitan level within Charleroi Métropole, which brings together 30 municipalities over 2,000 km<sup>2</sup> and approximately 600,000 inhabitants.

- Its involvement aims to develop local actions with metropolitan impact, aligned with regional and European dynamics.

Ten major themes structure this metropolitan action:

- “Smart Territory” strategy
- Energy communities
- District heating networks
- Biomethanisation and green gas
- River tourism
- TEC “Aérobis” connections
- Digital participation
- “Smart Region” projects
- ERDF-funded projects
- Territorial diagnostics

### 4.3. FLEURUS CITY-CENTRE TRANSFORMATION PROGRAMME

#### #TRANSFORM: RETHINKING THE HEART OF FLEURUS

After a long period of reflection and several preparatory initiatives outlined above, the municipal authorities decided, at the very beginning of the 2018–2024 legislative term, to address the city centre of Fleurus in all its dimensions — social, economic, cultural and urban — in order to restore attractiveness and inclusiveness.

The TRANSFORM plan, pragmatically designed and developed in consultation with residents through the Urban Renewal Commission, aims to restructure, sanitise and rehabilitate the city centre, encouraging new activities and restoring meaning to its collective function.

It is based on three pillars :

- a global strategic vision,
- structured objectives,
- an operational action plan.



## A GLOBAL STRATEGIC VISION

In a world shaped by globalisation, Fleurus asserts the strength of the local. The city focuses on social cohesion and the construction of a shared identity, while rethinking public space and heritage through a cross-cutting approach.

This vision is structured around five major axes :

- Enhancing and reclaiming public space and heritage
- Revitalising the local economy and fostering a balanced commercial mix
- Optimising mobility and connections between strategic areas
- Strengthening the supply of quality housing
- Developing attractive facilities and services for all

## CLEAR STRATEGIC OBJECTIVES

The strategic framework is deployed through five types of projects, covering all territorial dimensions: economy, commerce, mobility, housing, tourism and quality of life.

- Structuring projects (geographical) organised around two axes — North–South and East–West — to improve urban readability.
- Coherent projects (functional) ensuring mixed uses: living, working, travelling and leisure near essential services.
- Shared projects (societal) promoting social diversity and intergenerational exchange, with citizen well-being at their core.
- Public and private projects (economic) bringing together institutional actors and entrepreneurs to ensure sustainability and vitality.
- Driving projects (strategic) based on collective intelligence and oriented towards ecological transition and sustainable development.

## AN OPERATIONAL PLAN

This strategy is implemented through a territorial action plan, illustrated by a mapping of priority areas and flagship projects, such as street art interventions carried out in the historic centre in collaboration with local artists.

### 4.4. LOCAL IMPLEMENTATION

#### THE TRANSVERSAL STRATEGIC PROGRAMME (TSP)

The 2018–2024 Transversal Strategic Programme (TSP) provides the overarching framework within which the TRANSFORM plan is embedded.

It translates the municipal vision of Fleurus through ten thematic axes aimed at strengthening governance, social cohesion and sustainable territorial development.



## The ten axes of the TSP

- Adopting new governance models and strengthening transparency
- Disseminating information and improving citizen communication
- Developing a concrete model of citizen participation
- Transforming the city centre and reaffirming the role of villages
- Improving quality of life
- Restructuring local economic development and employment
- Making Fleurus a city of education, citizenship and coexistence
- Strengthening social cohesion and action
- Protecting the environment through eco-responsible management
- Ensuring efficient administration and sound public finances

By joining the Cities@Heart programme, Fleurus committed to creating an Integrated Action Plan (IAP) — a structured, concrete and shared roadmap to breathe new life into its city centre.

### ADDED VALUE OF THE IAP

The IAP provides real added value to projects already initiated :

- It structures existing initiatives into a coherent roadmap
- It links isolated actions (soft mobility, façade renovation, commercial animation) to maximise mutual impact
- It aligns local, regional and European resources around a shared objective
- It provides a clear framework for public and private partners (investors, cultural operators, landlords, developers)

## 4.5. LOCAL CHALLENGES IDENTIFIED DURING IAP PREPARATION

### A CITY IN TRANSITION

Over the decades, the historic centre of Fleurus has undergone two major transformations :

- The desertification of city-centre commerce in favour of peripheral areas
- The disappearance of historic shops, often replaced by low-quality housing

These trends have gradually and significantly eroded the vitality of the urban core, further weakened by the disappearance of the traders' association, once a driver of attractiveness and economic dynamism.

Aware that the future of the centre depends on a broader context, the City has initiated a multisectoral transformation, based on citizen consultation and focused on :

- urban renovation,
- rethought mobility,
- pedestrianisation of certain areas,
- enhanced cleanliness,
- integration of art into public space.

This approach aims at a true transformation of places, habits and mindsets.

## THE RETURN OF THE LOCAL

In response to globalisation and local challenges, the “local” regains its full value. Fleurus relies on social cohesion, a sense of belonging and the construction of a collective project to evolve and grow.

City-centre governance is now based on a dedicated structure bringing together public, private and associative actors to address residents’ needs and enhance shared heritage — buildings, streets, squares, schools, parks and cemeteries — through a holistic, cross-cutting approach.

Four major challenges identified for the city centre

### 1. Revitalising commerce

The increase in vacant premises and competition from large retail outlets have weakened local commerce. The challenge is to reinvent a balanced commercial mix and revive historic areas.

### 2. Renovating the urban fabric

Many vacant or energy-inefficient buildings require deep rehabilitation to regain attractiveness and energy performance.

### 3. Transforming public space

Commercial space planning must create pleasant, convivial environments conducive to economic activity.

### 4. Improving mobility

The development of public transport, soft mobility and smart parking aims to reduce car dependency and foster urban mix.



## 4.6. ROLE OF THE CITY CENTRE MANAGER

### HUMAN-SCALE MANAGEMENT

To address the challenges facing the city centre, Fleurus has chosen a human-scale approach: the creation of the City Centre Manager position, initiated by the Municipal Council.

This role ensures coordination between the municipal administration (and its various strategic plans) and local stakeholders.

A dedicated space, located in the heart of the city, strengthens the visibility of this strategy and encourages dialogue with residents, shopkeepers and associations (Local Shop'in Fleurus).

The City Centre Manager acts as a catalyst :

- stimulating investment,
- supporting revitalisation efforts,
- accompanying local initiatives (events, workshops, participatory projects).

However, this mission cannot be carried out alone.

### AN ESSENTIAL SUPPORT: THE AMCV

Alongside the City Centre Manager, the Association for City Centre Management (AMCV) plays a decisive role.

For over 25 years, AMCV has supported Belgian cities in :

- urban governance strategies,
- enhancement of public spaces,
- revitalisation of city centres.

While some municipalities rely on external or para-administrative structures, Fleurus stands out through an internal model, driven by public authorities and embodied by its City Centre Manager — a single, identifiable figure acting as a direct link between the City, its residents and its partners.



## 4.7 IDENTIFICATION OF PROBLEMS WITH AND BY LOCAL STAKEHOLDERS

### 4.7.1 LOCAL WORKING GROUP AND CITIES@HEART ULG

To translate the revitalisation strategy into concrete actions, Fleurus established a Local Working Group, which became the Urban Local Group (ULG) at the launch of the URBACT Cities@Heart programme.

This group reflects the political will to sustainably involve local stakeholders in a balanced public-private partnership.

#### A REPRESENTATIVE AND COMPLEMENTARY COMPOSITION

The ULG brings together four major sectors :

- Public sector: municipal departments (urban planning, cleanliness, roads, green spaces, commerce, police), intermunicipal bodies, housing companies, mutual societies.
- Associative sector: local cultural and educational actors.
- Private sector: shopkeepers, entrepreneurs, investors, liberal professions.
- Civil society: residents, property owners, architects.

This diversity guarantees a cross-cutting and pragmatic approach to urban challenges, including :

- infrastructure redevelopment and sustainable energy management,
- urban design and architectural heritage preservation,
- construction quality and environmental standards,
- commercial revitalisation and city-centre animation.

#### CURRENT MEMBERS OF THE ULG

##### Public sector

City of Fleurus: Loïc D’Haeyer (Mayor), Angélique Crucilla (URBACT Coordinator), Manon Lambert (City Centre Manager), as well as representatives from urban planning, commerce, roads, police and technical services.

Also involved: Igretec, Mon Toit Fleurusien, Solidaris, and several municipal councillors.

##### Associative sector

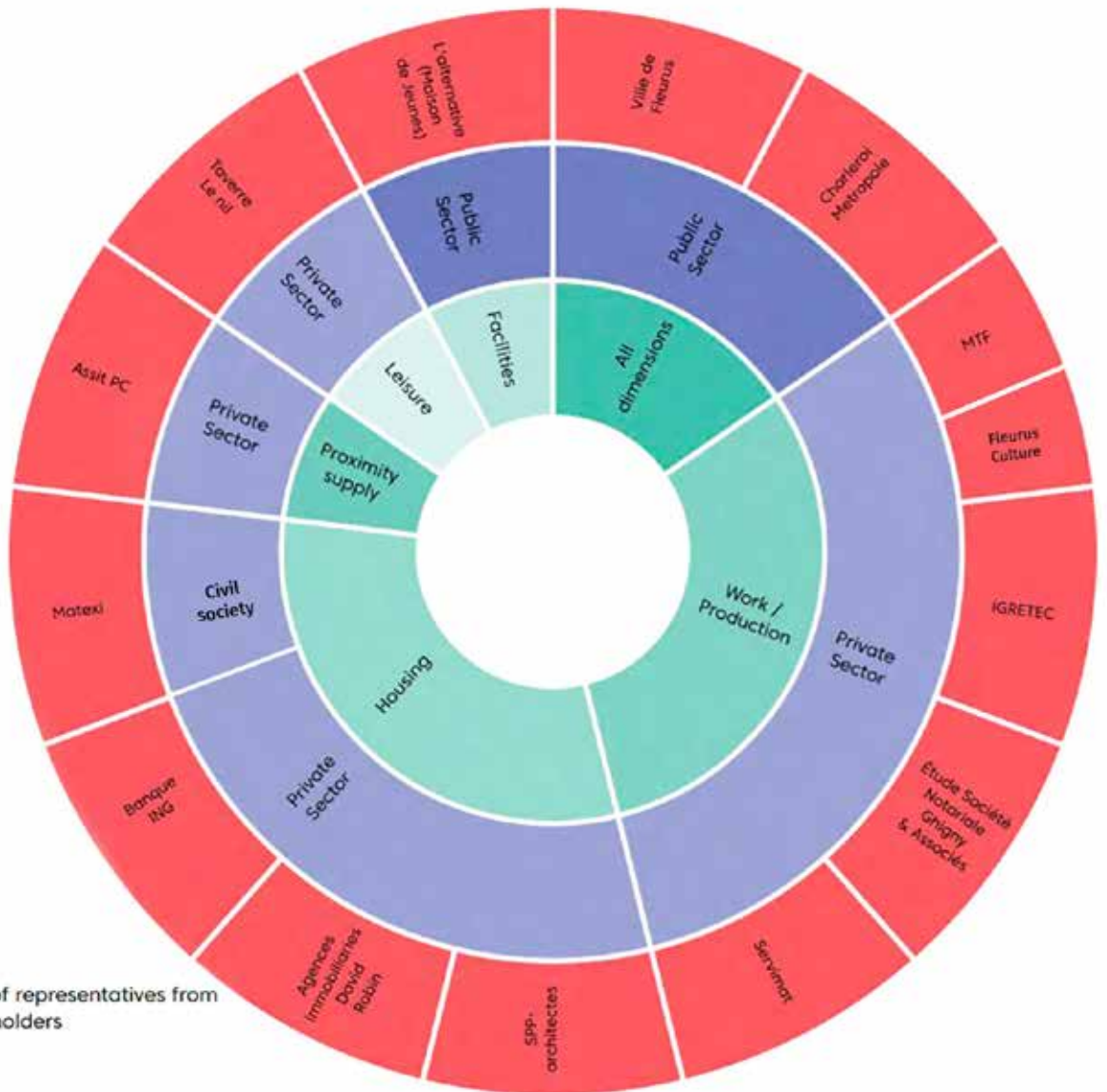
Rachel Deback (Municipal Library La Bonne Source),  
Fabrice Hermans (Cultural Centre Fleurus Culture).

##### Private sector

Shopkeepers, entrepreneurs and investors: Optique Joris, Bouchons Leclercq, Servimat, Delhaize, Open Your Wine, Al Picchio Rosso, Orbital, Matexi, David Robin Immo, Clinique Mieux Voir, Notary J.-F. Ghigny, among others.

##### Civil society

Adamo Presciutti, architect and local resident.



The local group consists of representatives from different groups of stakeholders

## **EXPERTISE SERVING CITIES@HEART PRIORITIES**

Each member is mobilised according to key programme themes :

- Built environment
- Public space
- Culture
- Local economy

The ULG thus acts as a collaborative laboratory, ensuring project coherence, representation of all stakeholders and the collective construction of a resilient and vibrant city centre.

### **4.7.2 ULG METHODOLOGY**

Meetings of the Urban Local Group lie at the heart of URBACT's participatory approach, enabling co-creation of local solutions and collective construction of the Fleurus revitalisation project.

#### **TYPICAL MEETING STRUCTURE**

##### **Preparation**

- Selection of participants based on expertise (public, private, associative, citizen).
- Advance circulation of agenda, documents and objectives.
- Logistical organisation of a collaborative venue.

##### **Introduction and context**

- Welcome, reminder of objectives and update on actions since the previous session.

##### **Collaborative work**

- Participatory workshops (brainstorming, mapping, role-playing).
- Contributions to the Integrated Action Plan (IAP).
- Expert input to strengthen reflection and technical depth.

##### **Synthesis and planning**

- Presentation of subgroup conclusions.
- Validation of priorities, responsibilities and timelines.

##### **Closure and follow-up**

- Summary of decisions and action plan.
- Distribution of a concise report to maintain engagement until the next meeting.

This methodology ensures an inclusive, local and participatory dynamic, aligned with the European objectives of Cities@Heart and URBACT methodology.

### 4.7.3 CO-IDENTIFICATION OF LOCAL PRIORITIES

It is important to recall that the strategic vision of the City of Fleurus, built with ULG members, is based on a public–private–associative–citizen partnership.

This participatory approach enabled the identification, extension and grouping of intervention themes into six major axes, each incorporated into a specific plan :

- Enhancement of public space and heritage – TRANSFORM Plan
- Economic redevelopment and commercial balance – Shop in Fleurus Plan
- Improved mobility and accessibility – Mobility, Traffic and Parking Plan
- Development of quality housing – TRANSFORM Plan
- Provision of attractive facilities and services – TRANSFORM Plan
- Strengthening tourism attractiveness – Tourism Plan

ANALYSE SWOT	
Strengths	Weaknesses
<ul style="list-style-type: none"><li>• Excellent location and accessibility</li><li>• Strong citizen support and involvement</li><li>• Proximity and trust between stakeholders</li><li>• Existing green spaces</li><li>• Quality local shops in the city centre</li><li>• Strong local identity and resident pride</li><li>• Presence of strong commercial hubs nearby</li></ul>	<ul style="list-style-type: none"><li>• Degraded buildings and unattractive environment</li><li>• Difficulty maintaining long-term ULG engagement</li><li>• Green spaces requiring major investment</li><li>• Departure of historic retailers</li><li>• Motivation challenges for long-term commitment</li></ul>
Opportunities	Threats
<ul style="list-style-type: none"><li>• Ongoing urban #TRANSFORMation</li><li>• Potential external funding and partnerships</li><li>• Co-creation with citizens</li><li>• Biodiversity improvement and recreational spaces</li><li>• Creation of sustainable quality housing</li><li>• Creation of City Centre Manager role</li></ul>	<ul style="list-style-type: none"><li>• Delays due to bureaucracy or political opposition</li><li>• Competing budget priorities</li><li>• Environmental risks (climate change, pollution)</li><li>• Insufficient financial resources</li><li>• Competing projects in neighbouring cities</li><li>• Roadside commercial development</li></ul>

#### 4.7.4 MAIN INTEGRATION CHALLENGES

##### INTEGRATED AND EMBODIED MANAGEMENT OF THE CITY CENTRE

As previously outlined, the management of the urban core of Fleurus is centred on the pivotal role of the City Centre Manager, appointed by the Municipal Executive.

Through this function, the City does not merely seek to revitalise, but to profoundly transform its city centre.

This transformation relies on a global and participatory approach, driven by citizens and combining urban renewal, sustainable mobility and enhancement of public spaces.

Commercial revitalisation is embedded in a multifactorial strategy, integrating :

- infrastructure quality,
- diversity of the commercial offer,
- transport accessibility,
- residential vitality.

Aspect of integration	Description	Current situation	Strenghts	Areas for improvement	Score (1-5)
I. Stakeholder involvement	All stakeholders (horizontal and vertical) are involved in identifying priorities and solutions	Concentration of efforts and services at administrative level	City centre manager, ULG members, tourism, mobility, employment services	Improve interdepartmental communication	2.5
II. Coherence with existing strategies	Actions aligned with local, metropolitan, regional and European strategies	Strong alignment at metropolitan and regional level	Significant funding from City and Region	Reflect on diversified funding sources	4
III. Sustainable urban development	Integration of economic, social and environmental pillars	Work carried out on all pillars	Strict regional environmental regulations	Better integrate environmental pillar in all actions	3
IV. Long-term integration	Short-, medium- and long-term planning	Integrated Action Plan, SSA, mobility and parking	Centralised capacity within the City	Improve interdisciplinary collaboration	3.5



## STAKEHOLDER INVOLVEMENT IN IMPLEMENTATION

Implementation relies on :

- the creation of working groups involving citizens, shopkeepers, associations and municipal services to co-design priority actions;
- short- and medium-term partnerships with private (local businesses, investors, developers) and public actors (Province, Region, SPW);
- long-term establishment of a permanent advisory committee bringing together all stakeholders to monitor, evaluate and adapt actions across electoral terms.



This approach ensures :

- strong ownership and continuity,
- long-term project success,
- reinforced coherence and sustainability.

A transversal dimension supports citizen participation (workshops, consultations, surveys) and strengthens public-private dialogue to ensure transparent decision-making.



## 4.8 POTENTIAL TEST ACTION

In the case of Fleurus, the test action focuses on Pillar No. 4 – Cultural and Artistic Activities of the IAP.

This choice was jointly identified and validated with ULG members during the various working sessions.

For detailed information on this test action, please refer to Section 6.2 – Small Scale Actions (SSA).

# 5

## GENERAL LOGIC AND INTEGRATED APPROACH

### FLEURUS IS A CITY IN TRANSITION

#### A dynamic of sustainable rehabilitation

For nearly ten years, the City of Fleurus has actively invested in the rehabilitation of its public space: roads, mobility, green spaces and municipal services have undergone significant improvements.

This commitment has generated strong interest from the private sector, leading to the emergence of real estate and commercial projects that extend and amplify the dynamic initiated by the City. The Integrated Action Plan (IAP) is part of this progressive transformation, with a strong focus on :

- conviviality,
- inclusiveness,
- coherence between urban functions.

Particular attention is given to four priority axes :

Commerce – Built environment – Housing – Culture

#### DEFINITION OF THE IAP AREA

The “working perimeter” in Fleurus is defined as a geographical zone located in the hyper-centre, complemented by strategic transformation areas.



## PRIORITISATION OF NEIGHBOURHOODS

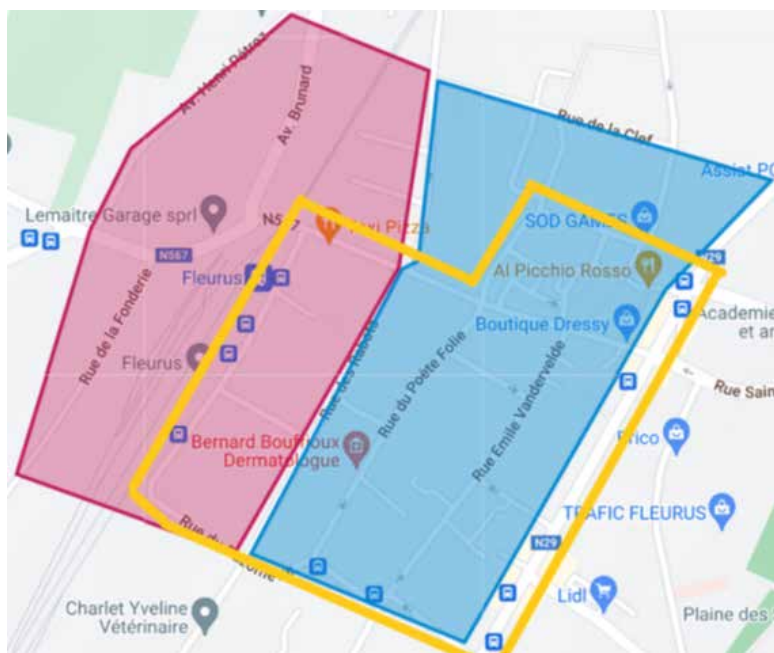
Within this framework, efforts are concentrated on the hyper-centre. Two neighbourhoods have therefore been identified as priorities :

- Centre (blue)
- Station / Gare (red)

The eligible perimeter includes all streets located within the defined intervention zone.

## EVOLUTION OF THE FRAMEWORK

The City of Fleurus may adjust the eligible zones for the “Shop in Fleurus” incentive scheme annually and, where appropriate, integrate additional streets or neighbourhoods based on evaluation results.



## STRUCTURING THE IAP: THE NINE PILLARS

To structure reflection and action, the Fleurus IAP can be schematically represented as a framework built upon nine interdependent pillars.

These pillars form an integrated approach to city-centre transformation, reinforcing one another and generating a holistic and sustainable #TRANSFORMATION.

(Detailed description of each pillar follows in the next section.)

## THE NINE PILLARS OF THE FLEURUS INTEGRATED ACTION PLAN

The use of revitalisation pillars constitutes an integrated approach to city-centre transformation, as they are interdependent and mutually reinforcing, creating a holistic and sustainable #TRANSFORMATION.

Below is how each pillar fits into this approach.

## **PILLAR NO. 1 – URBAN REHABILITATION**

The rehabilitation of older buildings and the improvement of infrastructure are essential. This includes façade renovation, modernisation of public spaces, and the creation of pedestrian zones and cycle paths, making the city centre more attractive and functional for residents, workers and visitors.

### **Summary description**

Renovation of older buildings, modernisation of public spaces, creation of pedestrian areas and cycling infrastructure.

### **Integration**

By improving the aesthetic quality and functionality of the city centre, this pillar attracts residents and visitors alike, stimulating economic and social activity. Rehabilitated spaces become new places for living and meeting, reinforcing the #TRANSFORMaTion of the city centre and supporting both local commerce (Pillar No. 5) and cultural activities (Pillar No. 4).

## **PILLAR NO. 2 – PUBLIC-PRIVATE PARTNERSHIPS**

This pillar focuses on partnerships between local authorities and the private sector to finance and manage revitalisation projects. It includes the development of commercial offerings, coworking spaces and third places.

### **Summary description**

Financing and management of revitalisation projects through cooperation between public authorities and private actors.

### **Integration**

Private investment combined with public initiatives enables ambitious and diverse projects, such as commercial development and leisure spaces. These initiatives enhance city-centre attractiveness and support other pillars, particularly urban rehabilitation (Pillar No. 1) and support for local businesses (Pillar No. 5).

## **PILLAR NO. 3 – TOURISM PROMOTION**

This pillar aims to develop a marketing strategy positioning the city centre as a tourist destination by highlighting natural, historical, cultural and gastronomic heritage, as well as local events and leisure activities.

It strengthens overall territorial attractiveness while acting as an economic driver creating wealth and employment.

### **Summary description**

Marketing strategy promoting the city centre as a tourist destination.

### **Integration**

Showcasing heritage, culture, folklore and gastronomy increases visibility and visitor numbers, benefiting local businesses (Pillar No. 5) and cultural events (Pillar No. 4). Visitors enjoy improved infrastructure and activities, reinforcing the local economy.

## **PILLAR NO. 4 – CULTURAL AND ARTISTIC ACTIVITIES**

The organisation of regular cultural events — festivals, concerts, art exhibitions and street performances — transforms the city centre into a vibrant place for living and meeting.

Beyond enhancing the city's reputation, culture plays a key role in citizen appropriation of space and territorial identity.

Street art, sculptures and permanent artistic installations act as visual landmarks in public space, generating pride and belonging while linking different streets and neighbourhoods.

Summary description

Organisation of regular cultural and artistic events.

Integration

Cultural and artistic activities animate the city centre and attract diverse audiences, supporting local commerce (Pillar No. 5) and increasing tourist appeal (Pillar No. 3). Street art and installations enhance public spaces in harmony with urban rehabilitation (Pillar No. 1).

## **PILLAR NO. 5 – SUPPORT FOR LOCAL BUSINESSES**

To revitalise the local economy, this pillar supports small businesses and start-ups wishing to locate in the city centre through subsidies and/or tax incentives.

It also includes the organisation of local producer markets, fairs and temporary commercial events.

Summary description

Subsidies and fiscal incentives for local businesses.

Integration

Support for local businesses creates a dynamic economic fabric benefiting residents and visitors alike. This complements tourism promotion (Pillar No. 3) and cultural activities (Pillar No. 4), as a vibrant economy attracts and retains visitors.

## **PILLAR NO. 6 – HOUSING PROMOTION**

This pillar encourages the development of a diversified housing offer in the city centre to attract new residents and promote social diversity based on inclusiveness.

Summary description

Creation of affordable housing and renovation of vacant buildings.

Integration

By attracting new residents, this pillar strengthens everyday life in the city centre, supporting local commerce (Pillar No. 5) and infrastructure (Pillar No. 1). A dense, mixed and active urban population fosters a healthy, balanced and lively neighbourhood dynamic.

## **PILLAR NO. 7 – CREATION OF GREEN SPACES**

The development of parks, community gardens and green squares improves residents' quality of



life and attracts visitors. These spaces serve as areas for relaxation, leisure and community gatherings.

They also function as urban “green lungs”, helping combat climate change and heat islands.

#### Summary description

Creation of parks, community gardens and green public spaces.

#### Integration

Green spaces enhance quality of life and provide areas for social interaction, complementing urban rehabilitation (Pillar No. 1) and cultural activities (Pillar No. 4). They increase city-centre attractiveness for both residents and visitors.

### **PILLAR NO. 8 – IMPROVING SAFETY**

A city centre perceived as safe is essential to attracting visitors, economic activity and new residents.

Improved public lighting, increased police presence and neighbourhood watch programmes strengthen the sense of security.

#### Summary description

Strengthening public safety measures.

#### Integration

Safety underpins all other pillars by ensuring that residents, workers, students, visitors and tourists can live, move, work and shop in a calm and secure environment.

### **PILLAR NO. 9 – CITIZEN PARTICIPATION**

Residents are actively involved in the revitalisation process to reinforce belonging and community spirit. This includes public meetings, participatory workshops and surveys to gather ideas and ensure projects meet local needs.

#### Summary description

Active involvement of residents in the revitalisation process.

#### Integration

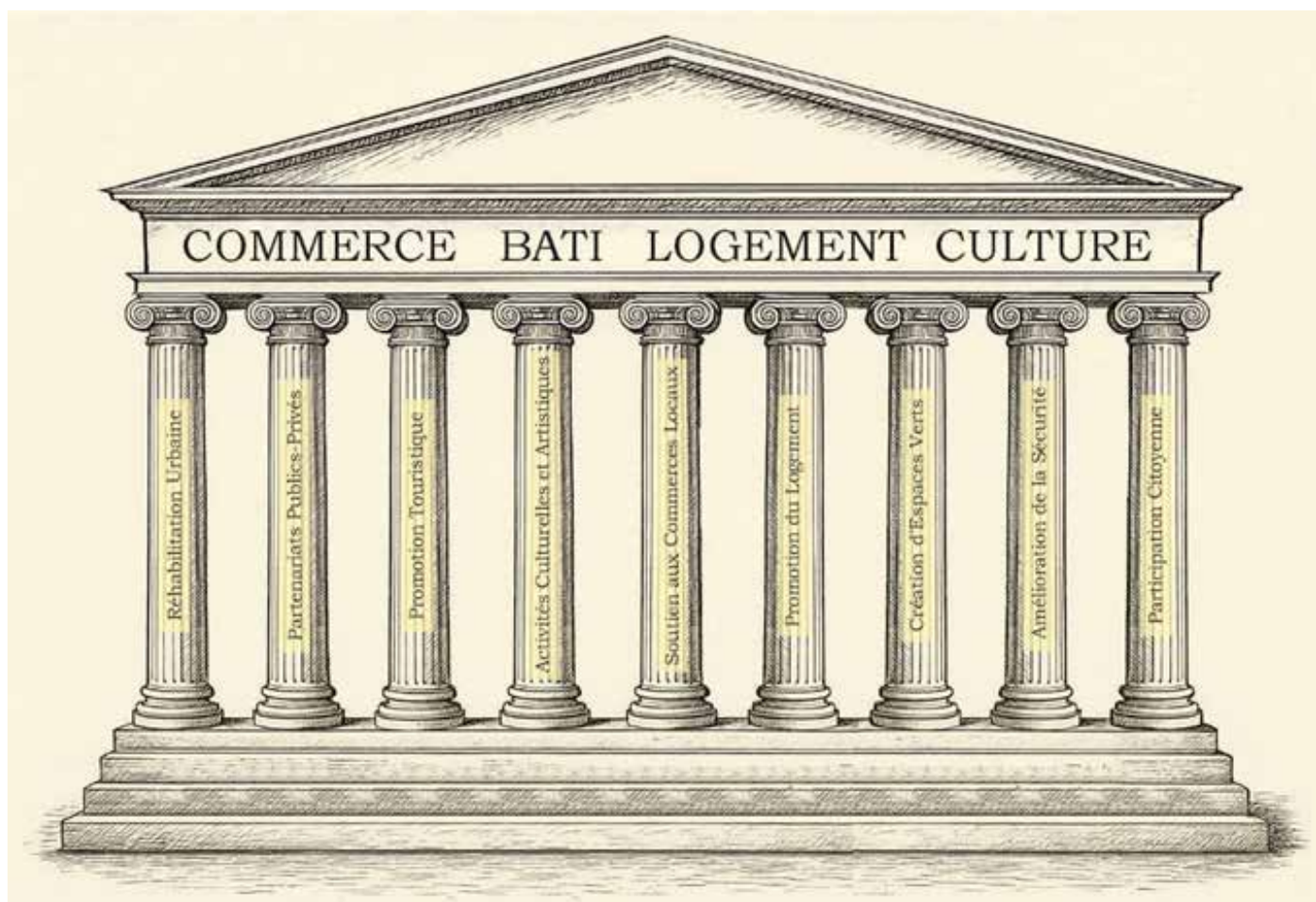
Citizen participation ensures projects reflect local needs, reinforcing ownership and long-term support. It strengthens all other pillars by ensuring sustained local commitment.

### **SYNERGY BETWEEN PILLARS**

Together, these pillars form an interconnected system in which each reinforces the others, producing a harmonious, sustainable and inclusive urban transformation.

Urban Rehabilitation and Public–Private Partnerships constitute the foundational pillars, already firmly established, and therefore serve as the structural base for all future actions.

This approach allows priorities to shift over time, focusing efforts on specific pillars according to available resources and defined timelines.



The assessment carried out shows that, in recent years, the city centre — the historic core — has experienced a significant decline, marked by the disappearance of numerous businesses, making the area less attractive for both residents and visitors.

This has led to :

- a loss of social diversity,
- impoverishment of the hyper-centre,
- problems related to mobility, cleanliness and public safety.

The lack of green spaces and the excessively mineral character of the city centre further reduce its attractiveness and overall vitality.

This pattern of decline mirrors what has occurred across the wider municipality of Fleurus, albeit to varying degrees.

Using the hyper-centre as a “laboratory” to test initiatives is therefore particularly relevant.

The objective is not merely to revitalise the city centre, but to #TRANSFORM it through a series of targeted actions addressing current challenges.

## **KEY PROBLEMS IDENTIFIED**

- Progressive impoverishment of the city centre
- Closure of numerous businesses
- Depopulation of the area
- Antisocial behaviour and vandalism
- Pollution
- Lack of green elements and low aesthetic appeal

## **VISION AND ACTIONS TO ADDRESS THESE CHALLENGES**

- Attract a socially mixed population to encourage inclusivity and diversity (new residents)
- Create new businesses adapted to local needs, current trends and newcomers (smaller, higher-quality retail units)
- Improve aesthetics and functionality (mobility planning, parking areas, etc.)
- Strengthen social ties through the ULG and public-private partnerships (administrative simplification, project follow-up)
- Increase footfall in shops and public spaces by improving the overall environment (road works, infrastructure, equipment, cleanliness, graffiti removal, repairs after vandalism, promotion of street art, etc.)

## **EXPECTED RESULTS AND BENEFITS**

- Improved quality of life through city-centre enhancement
- Creation of new jobs and commercial opportunities
- Increased social diversity
- Greater inclusivity through improved safety
- Higher footfall in shops and public spaces
- Promotion of street art to calm public space, connect streets and neighbourhoods, attract tourists and improve aesthetic value

## 6.1. OBJECTIVES, ACTIONS, TIMETABLE AND IMPLEMENTATION FRAMEWORK

### PILLAR NO. 1 – URBAN REHABILITATION

Ref.	Objectives	Actions	Responsible services/bodies	Key partners	Timeline
1.1.	Optimise parking usage	Precise comparative inventory of available parking, resident needs and external demand	Mobility Department – City of Fleurus	Walloon Public Service (SPW) Mobility & Infrastructure / Residents	Programme launched – under evaluation
1.1.1		Study of city entry and exit traffic flows	Mobility Department – City of Fleurus	SPW Mobility & Infrastructure / Private parking owners	Launch 2025 – End 2025
1.2	Reduce on-street parking	Inventory of fines and warnings for illegal parking and identification of sensitive areas	Police services / enforcement officers		Monthly monitoring (year 1), quarterly thereafter
1.3	Optimise parking usage	Installation of signage to guide vehicle flows	Mobility Department – City of Fleurus		
1.3.1		Comparative occupancy survey of relay parking			Daily counts, weekly analysis
1.3.2		Automatic vehicle counting at parking entrances	Mobility Department – City of Fleurus	Designated operator (infrastructure setup)	Monthly reporting
1.3.3		Creation of safe, attractive pedestrian routes between parking areas and city centre using street art	City Promotion Department / Municipal Executive / Social Cohesion Plan	SPW Mobility & Infrastructure / Private parking owners	Basic signage in place – extension planned
1.3.4		First route created as part of the Small Scale Action (SSA)	Mobility Department – City of Fleurus	Designated operator	Weekly counts (6 months), quarterly thereafter

### PILLAR NO. 2 – PUBLIC-PRIVATE PARTNERSHIPS

Ref.	Objectives	Actions	Responsible services/bodies	Key partners	Timeline
2.1.	Strengthen public-private links	Creation of city-centre management and City Centre Manager position	City Promotion Department	Municipal Executive / Private entrepreneurs	Since 2021 – reinforced in 2024
2.2	Increase number of private partners	Outreach to create a network of potential partners	Commerce Department & City Centre Manager	Igretec	Annual review

## PILLAR NO. 3 – TOURISM PROMOTION

Ref.	Objectives	Actions	Responsible services/bodies	Key partners	Timeline
3.1.	Increase number of external visitors	Review city communication channels to better showcase local potential	Fleurus Tourist Office	City of Fleurus / External providers / General Tourism Commission (CGT)	Weekly monitoring (6 months), quarterly thereafter
3.2	Develop tourism attractiveness	Development of storytelling linking the city to European construction	Fleurus Tourist Office	City of Fleurus / External providers / CGT	Launch 2025 – End 2030
3.3	Improve protection of heritage sites	Establishment of a register of sites requiring protection	Fleurus Tourist Office	Walloon Regional Heritage Services	Priority register by June 2025
3.4	Enhance built heritage	Development projects for long-term heritage enhancement (5 priority sites)	Fleurus Tourist Office	CGT / Province of Hainaut / Walloon Heritage Institute	Launch 2026 – End 2035

## PILLAR NO. 4 – CULTURAL AND ARTISTIC ACTIVITIES

Ref.	Objectives	Actions	Responsible services/bodies	Key partners	Timeline
4.1.	Maximise efficiency and impact of events	Creation of a consolidated calendar of Fleurus events	Fleurus Culture (non-profit) / City Centre Management	Event unit / Private providers	Launch 2025
4.1.1	Avoid self-competition between events	Unified calendar to prevent overlapping events	All public-sector event organisers	All private-sector event organisers	Annual calendar preparation
4.2	Improve city appearance (colour, demineralisation)	Mapping of suitable areas for intervention	Mayor's Office – "A portée de vert" plan	Urban Planning / City Promotion / Artists / Fleurus Culture	Launch 2024 – End 2026
4.2.1	Creation of street art murals in and around the historic hyper-centre	Development projects for long-term heritage enhancement (5 priority sites)	See Action 1.3.3	Artists / Cultural operators	Ongoing



## PILLAR NO. 5 – SUPPORT FOR LOCAL BUSINESSES

Ref.	Objectives	Actions	Responsible services/bodies	Key partners	Timeline
5.1.	Reopen more shops in commercial streets	Inventory of vacant commercial units	Commerce Department & City Centre Manager	Urban Planning / Living Environment	“Shop in Fleurus” plan – ongoing
5.1.1		Initial contacts with property owners			Continuous
5.1.2		Promotion of available commercial units	City Centre Manager		Continuous
5.2	Rehabilitate vacant units via purchase/ resale	Register of buildings with reusable commercial units	Commerce Dept. & City Centre Manager	Walloon Region / Mon Toit Fleurusien	Launch 2024
5.3	Boost weekly market activity	Recruitment of additional mobile vendors	Commerce Dept. & City Centre Manager	City Promotion Dept.	Launch 2025
5.3.1	Increase transactions on market day	Collection of transaction data			Ongoing

## PILLAR NO. 6 – HOUSING PROMOTION

Ref.	Objectives	Actions	Responsible services/bodies	Key partners	Timeline
6.1.	Upgrade historic housing stock	Register of buildings and condition assessment	AMCV	Urban Planning / Property owners	Post-approval
6.1.1		Contact owners and assess willingness	City – selection of 10 priority sites	Owners	
6.2	Combat derelict / vacant buildings	Inventory and enforcement regulation	Urban Planning / Living Environment	Police Zone “Brunau”	As per municipal directives
6.3		Owner notification and compliance measures	Formal notices / sanctions	City	Owners

## PILLAR NO. 7 – CREATION OF GREEN SPACES

Ref.	Objectives	Actions	Responsible services/bodies	Key partners	Timeline
7.1	Green the city centre	Mapping of areas suitable for greening	Mayor's Office / Urban Planning / Mobility	Citizens / Neighbourhood committees / PCS	Launch 2025 – End 2027
7.1.1		Citizen involvement upstream (choice of sites, vegetation)	Creation of gardens	City of Fleurus	Citizens
7.2	Redesign underused green spaces	Redevelopment projects	Urban Planning / Living Environment	Citizens / Landowners	
7.3	Create new green spaces	Development of parks on unused land	Urban Planning / Green Spaces	Fleurus Culture / Landowners	

## PILLAR NO. 8 – IMPROVING SAFETY

Ref.	Objectives	Actions	Responsible services/bodies	Key partners	Timeline
8.1	Strengthen feeling of safety	"Zero waste" policy in city centre	Municipal Executive / Urban Planning / Promotion	Citizens / Neighbourhood committees	Launch 2025

## PILLAR NO. 9 – CITIZEN PARTICIPATION

Ref.	Objectives	Actions	Responsible services/bodies	Key partners	Timeline
9.1.	Identify consultation themes	Systems for structured citizen feedback	City / Coordination meetings	Fleurus Culture / Library / Youth Centre	Launch 2025

## 6.2. SMALL SCALE ACTIONS (SSA)

Within the framework of Pillar No. 4 – Cultural and Artistic Activities, the City of Fleurus has, over the years, developed several street art projects aimed at transforming the historic city centre.

These initiatives build on previous successful actions: a monumental mural created in 2021 that revitalised an entire neighbourhood, and the decoration of bus shelters which, somewhat unexpectedly, has led to a long-term reduction in antisocial behaviour for nearly ten years.

### 1. CONTEXT AND SITE SELECTION

The initial project planned the creation of a mural on a different support than the one ultimately selected.

Following several exchanges between representatives of the Urban Local Group (ULG) and the local authorities, the choice of the wall was reassessed in order to guarantee optimal visibility and the greatest possible urban coherence.

The final decision resulted from a consultation among the stakeholders involved, taking into account both technical constraints (surface, orientation, materials) and the symbolic relevance of the site within the urban fabric.

The selected wall, like the one initially envisaged, is located on one of the main entry routes into the city centre. As such, it retains an equivalent strategic function: it acts as a visual landmark marking entry into the central area and contributes to enhancing the surrounding pedestrian route.

This repositioning therefore did not diminish the scope of the project but, on the contrary, strengthened its territorial anchoring and public readability.

### 2. INITIAL STATE

Before the artistic intervention, the site had a neutral and under-valued appearance.

The main wall, ochre-yellow in colour, formed the rear façade of an unadorned building, devoid of any particular visual expression. The entire small square was dominated by dull tones — brown, grey and beige — reinforcing an impression of abandonment or service space.

The absence of any aesthetic opening and the predominance of concrete contributed to making this area a place of indifferent passage, without any identity-related vocation.

### 3. ARTISTIC INTERVENTION

The street art artwork, created across the entire surface of the wall, profoundly altered the perception of the site.

It depicts a seated human figure holding a glass of water, whose head is replaced by a sunflower. The realistic treatment and monumental composition give the piece an immediately legible and striking presence.

The vivid blue background acts as a symbolic opening onto the sky, softening the rigidity of the surrounding built environment, while the floral and animal elements reintroduce the presence of living forms into a highly mineral context.

#### **4. EFFECTS ON THE URBAN ENVIRONMENT**

The intervention constitutes a visual and symbolic requalification of the space:

- From a visual perspective, it breaks the monotony of the façades and creates a strong focal point, visible from the main access routes to the city centre.
- From a symbolic perspective, it reconnects with values of growth, care and nature, in opposition to the inert character of concrete.
- From a social perspective, it modifies the collective perception of the site: the courtyard, previously perceived as a marginal space, becomes a point of reference and shared valorisation.

The choice of this wall, following negotiation, therefore proves to be fully relevant. It enables the artwork to fulfil the same urban and symbolic function as the site initially proposed, while better responding to technical and institutional criteria.

#### **5. CONCLUSION**

The comparison between the two states of the site highlights a significant transformation, both aesthetic and contextual.

The wall, once neutral and closed, has become a medium for expression and visibility. The artwork integrates harmoniously into the access route to the city centre, playing a strong role as an urban signal and visual call.

This project illustrates the capacity of street art to act as a lever for urban requalification, by bringing together institutional actors, citizens and artists around a shared ambition: restoring expressive and living spaces to the city.

### IMPLEMENTATION OF PROJECTS FOR THE CITY CENTRE OF FLEURUS

Through the project presented within the URBACT framework, the City of Fleurus therefore aims to support the revitalisation of its city centre by combining multiple projects within a global vision of its urban space.

In order to achieve this objective, and in a general manner, local authorities will need to mobilise diverse talents and resources, both for this project and for others, which can be characterised as follows:

#### **Launch with an emblematic artwork by an expert company**

To ensure professional implementation and to create a strong visual impact from the outset within this more limited framework, a specialised street art company was commissioned to produce the first artwork.



This artwork was designed in consideration of the cultural and historical identity of Fleurus, in order to generate immediate interest and draw citizens' attention to the broader project. This first realisation will also serve as a showcase to promote the rest of the artistic route.

#### **Involvement of local artists**

Following this inaugural phase, the project will take on a more local dimension through collaboration with artists from the region.

These artists will be invited to propose original creations reflecting the spirit of Fleurus and highlighting the artistic diversity of the municipality. The open call for applications will be accompanied by information sessions and exchanges to guide artists throughout their participation.

This parameter must never be neglected in future actions and projects. Local involvement is the key form of support to be gained.



## Citizen participation and collaborative workshops

The participatory component lies at the heart of this project. Residents have been actively involved at several stages :

- Public consultations: to gather ideas on sites to be #TRANSFORMed and on the themes of the artworks.
- Participatory workshops: citizens, particularly young people and local associations, will be able to take part in the creation of certain artworks or in supervised painting sessions alongside the artists.

Local participation cannot be limited to merely providing “opinions”.

It must materialise in concrete actions.

### Greening actions

In parallel with the murals, green spaces will be developed (vertical gardens, plantings, vegetated urban furniture).

The creation of street art works as well as the maintenance of planted areas in the city centre may, among other contributions, be partially supported by volunteer residents and schools.



## ADDITIONAL CONSIDERATIONS

While the local authority's own resources will make it possible to initiate the process, it is clear that additional measures, resources and means will be required.

### Communication and promotion

#### Monitoring and sustainability

A monitoring committee, including representatives of the City, artists and citizens, will be established to assess project progress and ensure its long-term sustainability.

This committee may also propose adjustments or new locations to be integrated into the route in the future.

By combining professional expertise, local creativity and citizen engagement, this street art and greening project aims to transform the city centre of Fleurus into a living, attractive and inspiring space, serving all its users.

This is also the objective pursued through all projects presented in this document.

## Financial resources

Within the framework of the Small Scale Action, a budget of €10,000 has been allocated from UR-BACT – Cities@Heart funds.

To fully develop this street art project, an additional budget of approximately €70,000 will be allocated by the City of Fleurus through its City Promotion Actions, spread over several years.

Applications for regional and/or European subsidies will be submitted to support this cultural and environmental project.

This approach mirrors that used for all projects co-financed by the City: each project relies on a combination of local, regional, national, European funding sources, as well as public-private partnerships.

## Human resources

Several partners have been engaged to share their experience in the street art and greening project.

The municipal services involved include :

- CITY PROMOTION DEPARTMENT: overall project coordinator; commissioning of artworks via external providers; promotion of the project in its cultural, tourism and event-related dimensions; creation of a genuine artistic and tourist route including guided tours.
- SOCIAL COHESION PLAN SERVICE: development of links with young people involved in the Xpression<sup>2</sup> project (street art works and expression walls in the City of Fleurus).
- FLEURUS CULTURE CULTURAL CENTRE: cultural involvement during and after the creation of street art works.
- GREEN SPACES DEPARTMENT: involvement of municipal green-space staff in greening and the development of selected city-centre areas.

Beyond these services, the intention is to mobilise the entire social fabric of the city around projects carried by the municipality.

## 7.1. RESOURCES

### GENERAL VISION

It should be noted that although this Small Scale Action (SSA) originates within the URBACT project, it is fully consistent with and integrated into a broader vision for the future of the municipality, as set out in the locally implemented #TRANSFORM plan, as well as with the objectives of the European Social Fund (ESF) and the main priorities of the European Regional Development Fund (ERDF).

It should also be recalled that the Integrated Action Plan (IAP) proposed by the City of Fleurus is not intended to cover certain fundamental aspects of the desired development of the municipality.

Within the #TRANSFORM plan, the following is also addressed :

- Social inclusion, through the achievement of active inclusion by attracting mixed and diversified target groups.

Similarly, the main ERDF priorities not directly covered include :

- More competitive and smarter, through innovation, support for small and medium-sized enterprises, digitalisation and digital connectivity. As previously mentioned, Fleurus is working both on the refurbishment of new shops linked to evolving consumption habits in the city centre and on supporting new innovation hubs and start-ups.
- Greener, low-carbon and resilient, with Fleurus acting as a key player in the green transition by producing and supplying green energy to neighbouring areas, encouraging the creation of green businesses and imposing ecological standards on new construction.
- More connected through improved mobility: through its mobility plan, Fleurus works to enhance active mobility and develop accessible infrastructure and facilities for all.
- More social, by supporting employment, education, skills, social inclusion and equal access to healthcare, while strengthening the role of culture and sustainable tourism. Through its Tourism Plan, Fleurus promotes a more responsible way of discovering its territory: slow and sustainable tourism.
- Closer to citizens, by supporting local and sustainable urban development across the EU. Since 2021, Fleurus has placed participatory democracy at the heart of its decision-making process, establishing a city-centre management structure supported by an informal public-private partnership.

## 7.2. RISK ANALYSIS

Launching a large-scale project such as the one described in the IAP inevitably involves risks. No plan, however well designed, can eliminate them entirely. What Fleurus is committed to doing is to identify them clearly, monitor them actively, and act intelligently to reduce them.

### 1. FINANCIAL RISKS — CONTROLLING BUDGETS WITHOUT PARALYSING THEM

Issue : budget overruns, unforeseen costs, pressure on municipal finances.

Concrete actions :

- Divide projects into autonomous phases to limit short-term commitments.
- Combine multiple funding sources (URBACT, regional funds, private partnerships).

- Build a financial safety margin into each budget line.
- Monitor expenditure in real time via a shared administrative dashboard.

## **2. ECONOMIC RISKS — CREATING FLOW, NOT EMPTINESS**

Issue : new infrastructure but deserted spaces, vacant shops, lack of visitors.

Concrete actions :

- Involve retailers upstream to validate uses.
- Test ideas on a small scale before scaling up (SSA as a proof-of-concept).
- Plan activities and events from the opening of new spaces.
- Strengthen links with the local economy (short supply chains, artisans, markets).

## **3. SOCIAL RISKS — INVOLVING RATHER THAN IMPOSING**

Issue : feelings of exclusion, gentrification, rejection of the project.

Concrete actions :

- Involve residents through workshops, urban walks and calls for ideas.
- Create citizen monitoring committees for each major project.
- Identify rent-increase risks and introduce safeguards.
- Prioritise projects fostering intergenerational and intercultural links.

## **4. ENVIRONMENTAL RISKS — BUILDING LESS, REGENERATING BETTER**

Issue : loss of green spaces, nuisance, poor environmental management.

Concrete actions :

- Prioritise reuse of existing buildings and urban infill (“missing teeth”).
- Systematically assess environmental impacts from feasibility stage onward.
- Integrate active greening (roofs, façades, planters, urban meadows).
- Align actions with the municipal À portée de vert plan.

## **5. POLITICAL RISKS — THINKING BEYOND A SINGLE MANDATE**

Issue : political change, disagreements between partners, project blockages.

Concrete actions :

- Define projects around a shared, non-partisan vision.
- Deliver visible short-term progress to maintain momentum.
- Draft multi-party agreements or commitment charters.
- Maintain clear decision traceability for political handover.

## **6. TECHNICAL AND LOGISTICAL RISKS — ANTICIPATING OPERATIONAL FRICTION**

Issue : construction delays, coordination difficulties, lack of internal expertise.

Concrete actions :

- Assign each project to a clearly identified project manager.
- Build a directory of reliable and available service providers.
- Prepare logistical contingency plans.
- Train municipal staff in project-specific requirements.

## **7. PLANNING AND IMPLEMENTATION RISKS — ACTING IN SEQUENCE, NOT ALL AT ONCE**

Issue : poor prioritisation, unrealistic expectations, lack of clarity.

Concrete actions :

- Plan projects in coherent blocks (IAP pillars) with differentiated pacing.
- Apply a flexible method: stable objectives, adaptable means.
- Regular evaluation: amplify what works, adjust what blocks.
- Never launch everything simultaneously — good phasing ensures readability.

### **CONCLUSION : A REALISTIC AND PROACTIVE APPROACH**

Fleurus does not seek to build an ideal city centre on paper.

It seeks to transform it with its residents, accepting uncertainty and adapting without renouncing its ambitions.

Success depends as much on vigilance as on vision: vigilance regarding risks, and a shared, collective long-term vision.

The goal is not perfection.

It is a living, resilient city, where every painted wall, every installed bench and every tested idea contributes to making the city centre desirable once again.





# ANNEXES

8.1. #TRANSFORM PLAN

8.2. TOURISM DEVELOPMENT PLAN OF THE CITY OF FLEURUS

8.3. MOBILITY PLAN

8.4. 2025 CITY-CENTRE MANAGEMENT STRATEGY

8.5. AMCV SATISFACTION EVALUATION REPORT – NOVEMBER 2024