URBAN DEVELOPMENT AND SOCIAL COHESION POLICY AT THE SERVICE OF THE METROPOLITAN PROJECT

Toulon Provence Méditerranée Urban Community (FR)

Espoo (FI)
26-27 October 2017
What is Toulon Provence Méditerranée (TPM) Urban Community?
STRATEGY OF TOULON PROVENCE MEDITERRANEE URBAN COMMUNITY

STRATEGY

Urban development and social cohesion policy at the service of the Metropolitan project

Integrated Territorial Investment (ITI)

- Focus on SOCIAL INCLUSION
- **Main objective:** reduce development gaps between territories
- 3 axes
- A dedicated budget of **€4.5 millions of ERDF**
Your expectations from the Peer-Review Workshop

• What we seek:
  
  • Networking opportunities
  • Discovering the good practices of others in the field of European funds
  • Optimization between different levels of government in EU funding use
  • Longterm sustainability of investments made for integrated projects
  • Definition and implementation of an ISUDS at the level of a city or group of cities and not only at the level of specific areas

• Experiences we would like to share with others
  
  • Setting up specific tools to sustain NGOs benefiting from European funds from the beginning to the end of the project.
  • Inter-fund mobilization (ERDF / ESF) on investment and operation
  • Link between European arrangements and national, regional and local arrangements (city contract, local urban renewal projects, etc.)
Three questions you would like peers to discuss

- **QUESTION 1**: How to facilitate access to European funds for all types of projects and stakeholders (e.g. NGOs)?

- **QUESTION 2**: How can investments made under specific schemes linked to the integrated urban strategy be sustained beyond the duration of the projects?

- **QUESTION 3**: What are the conditions for a good articulation of territorial scales (from the district, to the city, to the Urban Community and to Europe) in the implementation of urban policies?
Urban context

Film of presentation

• 12 towns: **Toulon is the main city**
• From 01/01/2018, TPM Urban Community will change to become the 11th biggest Metropolis in France
• Demography: **425 000 inhabitants** (164 000 in Toulon), on **36 654 hectares**
• Environmental aspects: located between the sea (200 km of Mediterranean shores) and the mountain (the Faron)
• Economy and productive activities: **Over 50 000 businesses operating in several areas**
• Social synthesis: **13 priority neighbourhoods** with strong urban and social problems that are concentrated in specific areas:
  • poverty rate: **48.5 %**
  • **27%** of beneficiaries of social support
  • **33%** of social housing in priority neighbourhoods
Urban context

13 priority neighbourhoods
**EU policy**

**THE INSTITUTIONAL FRAMEWORK 2014 - 2020**

From major strategic objectives...

...to the operational application

**Partnership agreement**
Defines the strategy of intervention for the ESFI in France and its variation by objectives

**Programmes**
Definition of Operational Programmes by regions. OP declined in 11 axes

**EU STRATEGY 2020**
June 2010

**ISUDS reglements**
December 2013

**Partnership agreement**
08 August 2014

**Operational Programmes (OP)**
From December 2014

**City contract/ ITI / sustainable urban projects**
ITI TPM 1st April 2016

**The integrated approach to territorial development**
Declines the OP and Investment Priorities of the programmes to which they relate to the scale of a coherent territory.
STRATEGY OF TOULON PROVENCE MEDITERRANEAN URBAN COMMUNITY

COHESION AND SOLIDARITY

METROPOLITAN PROJECT

EASY GOING, EXPERIMENTAL SUSTAINABLE AND ATTRACTIVE TERRITORY

COHESION AND SOLIDARITY

A PLACE IN MEDITERRANEAN SPACE

3 PILLARS

CITY CONTRACT

ISUDS

3 TRANSVERSE AXES

QUALITY OF LIFE AND URBAN RENEWAL

SOCIAL COHESION

EMPLOYMENT AND ECONOMIC DEVELOPMENT

DEVELOP THE ACTIVITIES, SKILLS AND JOBS IN PRIORITY NEIGHBOURHOODS

IMPROVE ACCESSIBILITY AND EMPLOYABILITY OF INHABITANTS BY DEVELOPING A SUSTAINABLE MOBILITY OFFER

FACILITATE SOCIAL, HEALTH AND EDUCATIONAL INFRASTRUCTURE, EQUAL OPPORTUNITIES AND FIGHT AGAINST POVERTY

3 IP TO IMPLEMENT THE ISUDS

IP 4e: INCREASE PUBLIC TRANSPORT MODE

IP 8a: ACTIVITIES AND JOBS IN PRIORITY NEIGHBOURHOODS

IP 9a: IMPROVE THE EMPLOYABILITY OF THE PEOPLE IN PRIORITY NEIGHBOURHOODS
Experience in ISUDS

2007-2013 Programme: As an Intermediate Organization Manager of EU urban axis funds:

**An implementation rate of ERDF consumed of 98,37% (6 026 064 €)**

Review job: 257 jobs created (57 indirect jobs)

**Stakeholder’s type**

- Companies: 28%
- NGOs: 60%
- Public institution: 12%

Lessons to take into account for 2014 - 2020 Programme:

- Need for additional support for small NGOs
- New condition: Project of a minimum amount of €100 000 benefiting from €50 000 ERDF grant
- Need to put in place tools to facilitate access to European funds for these structures (specific support + toolbox + guide to stakeholders)
- Promote integrated projects by developing a Project planning with the use of additional funds: ERDF, ESF, ERASMUS, etc.
The choice of TPM: a new integrated approach

Integrated approaches

Sustainable growth

Smart growth

Inclusive growth

New organization

Development Pole

Direction for housing and social cohesion

Housing Department
City contract Department
Europe-ITI Department
Urban Renewal Department
Sharing of missions

The Missions of the Region: legal and financial responsibility for programming

- Dissemination of the calls for proposals
- Eligibility of projects to the ITI
- Decisions on the programming of operations
- Payment of ERDF, tracking control
- Optimizes the use of funds
- Ensures that TPM compliance with this obligations (audit trail)

The missions of the EUROPE ITI department

- Integrated strategy implementation
- Definition and animation of calls for proposals
- Selection of the projects by a selection Committee of the ITI TPM

The Tool Box of the EUROPE ITI Department

- A project information sheet
- A guide to stakeholders
- An interactive map of the areas
- One-stop shop at the service of the territorial projects
- (coworking with manager authority)

http://tpm.maps.arcgis.com/apps/webappviewer/index.html?id=bf7b71e9ac4a4de4924c6c8b8ea4c3f2
Building the evidence base for the new strategy

City contract elaborated on the basis of a shared diagnosis built on several steps:

1. Definition of methodology
2. Definition of priority axes of action
3. 6 THEMATIC WORKSHOPS
4. SPECIALIZED PROVIDER
5. Supplementation and synthesis of the diagnosis
6. TECHNICAL GROUP
Vision and change

Metropolitan project

Urban part of city contract

Expected change for Metropolis

Vocations for 4 priority areas

Vocations
Diagnosis
Urban scenarios
Urban and social action plan
Evaluation

Partners and Citizen’s Council participation
2 main tools used for Participation

Development Council: targeting participative democracy
- A consultative assembly with 70 members
- 2 main missions
- Privileged contacts between the community and political decision-makers
- A genuine think-tank and stage for debates

Citizens’ Councils: a new step in participative democracy
- From the 2002 law to the 2014 one

<table>
<thead>
<tr>
<th>College of inhabitants</th>
<th>College of NGOs</th>
</tr>
</thead>
<tbody>
<tr>
<td>• designated by drawing lots</td>
<td>• designated after a call for applications</td>
</tr>
</tbody>
</table>
The city contract contains a global action plan for each neighbourhood area.

Main criteria to benefit from the ITI:
1/ the action must meet one of the three ITI investment priorities
2/ the action must be part of an integrated project which deals with global issues of the territory

**1st example: rehabilitation of a building in the city of La Garde to develop a “GRETA” hotel and tourism training center**

A local, regional, national and european partnership in several steps

**1st step : a cost of €1 700 000**

Project based of redesigning landscaping for better integration:
- A major interior and exterior rehabilitation operation by the social landlord (SAGEM)
- Integration and installation of a training center (GRETA)

Next steps :
- Development of short circuits
- Youth mobility / Strategic partnership
- Occupational integration sites :
  - Recovery of food waste to make composts for vegetable gardens
  - Sustainable waste management

Participation of the inhabitants /Citizens Council

ERFD / ITI
IP9a

EAFRD

ERASMUS or MARITIMO

ESF
Action Plan

2nd example: Urban requalification of a degraded block of 27 buildings (8000 m²) called “Baudin” in the historical center of Toulon

Project cost: €25 000 000
A local, regional, national and European partnership

Construction of 106 student housing units

Accompaniment of the development of the university cluster

Development of a social nursery

Reducing employment barriers and increasing the employability of inhabitants

Construction of 42 social housing units

Improvement of the inhabitants' living conditions

Construction of a new public square and requalification of boundary roads

Improvement of the inhabitants' living environment

Development of local stores

Enhancing the attractiveness of the neighbourhood

Before:

During the works:

After:
## ITI projects’ evaluation

### Convention ITI Region / TPM
1\textsuperscript{st} April 2016

### Annual performance objectives of the financial envelope consumption

**TPM ITI envelope:** €4 500 000 of ERDF

<table>
<thead>
<tr>
<th>Year</th>
<th>Performance objectives</th>
<th>ERDF amount</th>
<th>Scheduled</th>
<th>% of completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016</td>
<td>15%</td>
<td>€675 000</td>
<td>€867 000</td>
<td>128 %</td>
</tr>
<tr>
<td>2017</td>
<td>19.7%</td>
<td>€887 000</td>
<td>€379 000</td>
<td>43 %</td>
</tr>
<tr>
<td>2018</td>
<td>24.4%</td>
<td>€1 098 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2019</td>
<td>20.3%</td>
<td>€913 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2020</td>
<td>20.6%</td>
<td>€927 000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>100 %</td>
<td>€4 500 000</td>
<td>€1 246 000</td>
<td>28 %</td>
</tr>
</tbody>
</table>

**Call for proposal 2016 – programming 2016/2017**

- IP9a « MAMI » Nurseries: €57 000 FEDER
- IP9a « GRETA/SAGEM » Vocational training organization: €810 000 FEDER
- IP9a « CCAS HYERES » Nurseries: €146 000 FEDER
- IP9a « CCAS TOULON » Social services: €233 000 FEDER

**TOTAL:** €1 246 000

**Call for proposal 2017 – programming 2018**

- IP4e: Mobility house
- IP8a: Hyères’ center revitalization
- IP9a: 2\textsuperscript{nd} chance school

**More than €3 000 000 of ERDF still available**

If targets are not achieved, a 6% penalty may be used on the envelope of the IO.
Completion of objectives for the 4 ITIs of PACA Region

Reference Indicators

**IP 4e**
- **IR4e1 Indicator**: Number of alternative public transportation services improved or created in priority neighbourhoods

**IP 8a**
- **IC01 Indicator**: Number of companies receiving support

**IP 9a**
- **IR8a Indicator**: Areas built, constructed or rehabilitated for economic activities (m²)

- **IR9a Indicator**: Areas built, constructed or rehabilitated for social activities (m²)

- **CO37 Indicator**: Number of inhabitants of priority areas benefiting from integrated urban development strategies (inh.)

PACA Region Objectives for 2023

- 5 units
- 150 units 4200 m²
- 4 000 m² 105 000 inhabitants

Provisional contribution of TPM Europe-ITI service to the implementation targets set by the Convention at the level of PACA Region

5 programmed projects for IP 9a:

- **MAMI**: building of 3 nurseries - IR9a: 440 m² / CO37: 150 inhabitants
- **SAGEM**: rehabilitation of premises for GRETA implantation - IR9a: 730 m² / CO37: 0
- **GRETA**: vocational training offer - IR9a: 0 m² / CO37: 350 inhabitants
- **CCAS HYERES**: nursery rehabilitation - IR9a: 116 m² / CO37: 2361 inhabitants
- **CCAS TOULON**: social services offer - IR9a: 789 m² / CO37: 8632 inhabitants

Completion rate:

**IR9a**: 52%

**CO37**: 11%
## City contract’s evaluation

**Establishment of a priority neighbourhood observatory managed by the local Urban Planning Agency (audat.var)**

- 3 main objectives

- Definition of monitoring indicators:

<table>
<thead>
<tr>
<th>Category</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality of life and urban renewal</td>
<td>• Housing vacancy rate</td>
</tr>
<tr>
<td>Social cohesion</td>
<td>• Poverty rate</td>
</tr>
<tr>
<td></td>
<td>• Number of beneficiaries of social assistance</td>
</tr>
<tr>
<td></td>
<td>• Number of beneficiaries of health assistance</td>
</tr>
<tr>
<td>Employment and economic development</td>
<td>• Number of jobseekers</td>
</tr>
<tr>
<td></td>
<td>• Number of long-term jobseekers</td>
</tr>
<tr>
<td></td>
<td>• Number of young jobseekers</td>
</tr>
<tr>
<td></td>
<td>• Number of unskilled job seekers</td>
</tr>
</tbody>
</table>

For each indicator:
- Data for year N
- Data for year N-1
- Evolution between year N and year N-1
SWOT of TPM’s ISUDS strategy

Strengths
● Various government levels cooperating
● Local involvement
● Different funding instruments involved
● A new integrated strategy building on experience

Weaknesses
● Little operational funding to have sustainable actions
● Cooperation between different territorial scales could be better
● Difficulty to implement all the Investment Priorities of the ISUDS

Opportunities
● Improvement of priority areas’ attractiveness
● Trigger for more investments

Threats
● Short and middle-term duration of the investments
● Long time between the end of the projects and their real impact in priority areas
● Uncertainty about metropolitan governance structure
Question for round table 1

**How to facilitate access to European funds for all types of projects and stakeholders (e.g. NGOs)?**

**Why?**
- Reinforced requirements at the level of the European Commission and the Managing Authority
- A network carrying projects consisting mainly of small associative structures
- A diagnosis showing the difficulties of access to information and the complexity to access possible funding

**What has been done?**
- Methodology of project support adapted to the needs of stakeholders
- Creation of adapted tools: project information sheet, guide for project promoters (points of attention, identification of potential local partners for ERDF / ESF funding, etc.)
- Technical assistance contract financed by TPM to secure projects

**What worked?**
- Support for project developers at the stage of project idea - only the 5 projects that have benefited from this support were programmed
- Reorientation towards more suitable funds in case of ineligibility
- Project phasing over time with the mobilization of additional funds and guarantee integrated projects

**What did not work and why?**
- Project support was reduced in time compared to the time it takes from project application to final decision
- Differences in interpretation of the aid schemes
- Technical Assistance for department (aid schemes) cannot be sustained without financial aid of the management authority (technical assistance of programmes)
Question for round table 2

How can the investments made under specific schemes linked to the integrated urban strategy be sustained beyond the duration of projects?

Why?
• Most of public investments concentrated on urban renewal projects

What has been done?
• New national framework to deal with urban and social issues to make investments sustainable: new urban renewal projects now considered as a part of city contracts
• A specific investment fund for Urban renewal projects combined with an operational budget (defined in city contracts)

What worked?
• Use of investment AND operational funds for specific actions to promote employment

What did not work?
• Operational funds used to sustain massive investments not long enough to have an long-term impact in priority areas
• Usual/traditional funds not used after using specific funds

Why did it not work?
• Different governance for urban renewal projects and for city contract
• Links between both of them not strong enough
What are the conditions for a good articulation of territorial scales (from the district, to the city, to the Urban Community and to Europe ...) in the implementation of urban policies?

Why?
• Each neighbourhood is different and has different needs and role to play, but at the level of a metropolis social cohesion and solidarity is needed.
• Public policy increasingly becomes a multi-partnership. Multiple government levels are intervening to reach the goal of making a metropolis with social cohesion and solidarity. Finding the right role for each actor is not easy.
• A major uncertainty are the new competences and roles after TPM becomes a metropolis.

What has been done?
• City contract and an integrated urban strategy that are readable and shared
• A governance model that combines neighbourhood, city and community levels, state and Europe, and inhabitants through Citizens’ Councils.
Example: Ilot Baudin in Toulon

What works?
• Positioning each neighbourhood in the context of the Urban Community
• Have shared decisions: multi-partner projects with the support of all (partners, inhabitants)
• Work with dedicated structures that ensure the proper articulation between these territorial scales: the urban planning agency

What did not work and why?
• Mixed technical team (cities and TPM) which sometimes induces integration difficulties, because of different objectives and interests.
Contacts

For more information

Magali LAFITTE MATHERON
Head of Europe ITI Department
mmatheron@tpmed.org

Sophie IMBERT
Social cohesion and housing Director
simbert@tpmed.org

Caroline MASSONNEAU
Urban Renewal Project Manager
camssonneau@tpmed.org