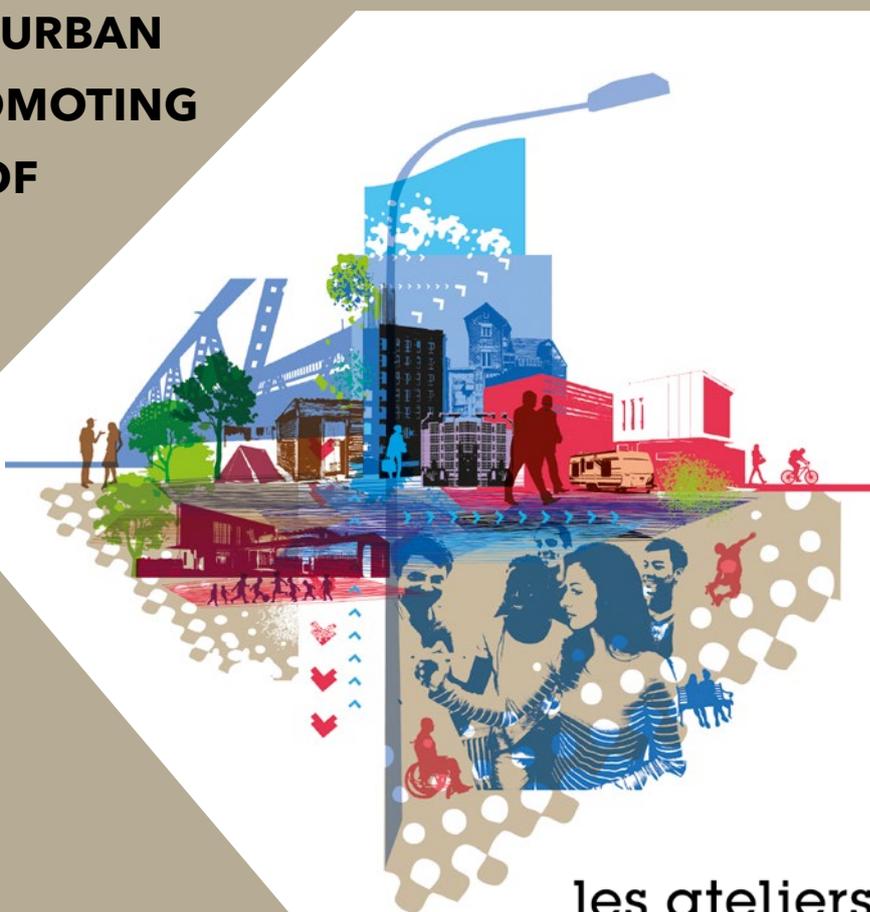# TOWARDS AN INCLUSIVE CITY
DRIVERS OF SOCIAL VALUE AND WEALTH CREATION

WHAT ARE POSSIBLE URBAN RESPONSES FOR PROMOTING INCLUSION BY WAY OF THE TEMPORARY, THE INFORMAL... ?

35TH INTERNATIONAL URBAN PLANNING WORKSHOP OF CERGY-PONTOISE

3-22 SEPTEMBER 2017

les ateliers
maîtrise d'œuvre urbaine

CONTEXT DOCUMENT

www.ateliers.org

Les Ateliers internationaux de maîtrise d'oeuvre urbaine de Cergy-Pontoise

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"There are few places in the world where freedom of expression, mix of cultures and disciplines, mutual cross-fertilization and production of ideas, combined with a true professionalism allow us to think about those spaces where more and more inhabitants of our planet live: cities."

Pierre-André Périssol, Chairman of les Ateliers

A non profit- organization since 1982, Les Ateliers – International workshops of planning and urban design – aims to develop the collective creation of ideas that tackle the challenges and processes of everyday city planning and design by promoting a process of collective and multidisciplinary work that produces innovative and illustrative proposals relating to urban design and spatial development.

Whether it involves students or professionals, each "atelier" brings together people of diverse nationalities and disciplines: architecture and urban planning, but also geography, economics, landscape architecture, sociology, art, engineering, environment...

Year after year, Les Ateliers internationaux network has been growing: it includes more than two thousand former participants who are now professionnals, academics, and decision-makers in the urban field.

Our convictions

Creating cities is by its very nature a collective process. As true as architecture enables an individual and identifiable creation of masterpieces, developing cities cannot be ascribed to a single person who would dominate all the aspects of urban creation: this process is collective in its essence.

Based on the logic of laboratory work, urban project management should encompass the various disciplines required to plan urban areas and their interfaces. Therefore, each atelier is a place of freedom of proposal, where the aspirations of collective and voluntary work enable the development of new ideas, innovative projects and proposals for the future of urban areas which are in perpetual transition.

Partners of the 2017 Paris Region Workshop :

Context document

2017 Paris Region Workshop

This document is the culmination of extensive research, case studies, as well as observations on projects conducted on the proposed topic and in the territory of the Île-de-France. Its purpose is to serve as a tool for participants of the 2017 Paris Region Workshop, who will expand on its analysis. It offers a multi-angle view of the workshop's focus territory, incorporating an interdisciplinary approach through the use of cartographic, iconographic, and bibliographic resources. A highly collaborative effort, this document reflects the intersection of many approaches and multiple points of view. Particularly strengthened by the compact brainstorming session held on 19 April 2017, this document also bears the mark of the many discussions exchanged among the workshop's pilot team, monitoring committee members and other partners.
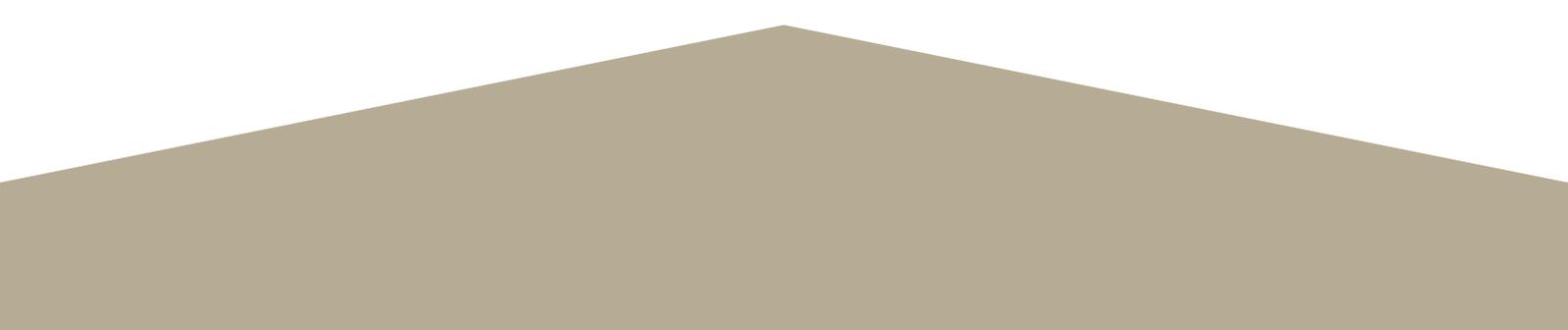
Les Ateliers would like to thank all who participated in the creation of this document.

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Preface

By the pilots of the 2017 Paris Region Workshop

The 35th International Urban Planning Workshop of Cergy-Pontoise is focused on inclusive cities and their spatial and urban responses. How can exclusion be avoided? Is it by thinking about cities for all? What forms of cooperation and mutualisation should be created between the economy, housing and services? How can inclusive cities become drivers of value creation and wealth – through their forms, their functions – in order to facilitate the inclusion of populations in at-risk situations? Is it by thinking about that which they unite?

Why are such questions being asked today? A situation that has indeed been worsening for the last two decades can be seen through the deteriorating living conditions of inhabitants and territories. This applies to extra-urban areas as much as city centres when speaking about being socially isolated from the city (absence of transportation, commerce, sometimes cut-off from networks). This phenomenon is explained by the rise in disadvantaged populations: those excluded from employment and housing, those who are migrants seeking refuge.

Inclusive cities are those that encourage living together, that unite people through their public spaces, that weave new links between formal and informal habitats; connect buildings and neighbourhoods, the centre and the periphery; reconcile multiple temporalities, from moments of urgency to the long-term and the permanent. The cities of tomorrow should be reconsidered by using human and ecological dynamics as processes in which all may find their place, which is to say that these are cities that bring people together, not ones that tear them apart.

Les Ateliers de Cergy proposes to work on these urban and spatial responses by defining the concept of the inclusive city within the Île-de-France.

The Île-de-France, whether the Paris metropolitan area, the heart of the conurbation, or inner Paris, is subject to worsening inequalities:
- Social inequalities that are part of how territories function (residential segregation)
- Inequalities within institutions such as education and health
- Inequalities in the use of cultural, sports or recreational facilities
- Inequalities in access to employment
- Inequalities in the possibilities of movement
- Inequalities in the ability to be housed in decent conditions.

This last form of inequality is expressed in diverse forms: living in the street or in a car, being housed by third parties or in a hotel, encampments, slums, squats, substandard housing, accommodations based on occupancy availability, year-round camping, etc. This situation of poor housing is tied to structural factors such as the insufficient construction of affordable housing as well as cyclical factors such as the influx of migrants linked to economic and environmental crises and wars. The weakest individuals, the populations the most at risk are penalised, excluded, confined and made invisible.

The measures that have been put into place no longer meet the quantitative and qualitative needs required to respond to this massive phenomenon of homelessness, poor housing and precarious habitats. These deficits are the result of funding and policy difficulties, largely due to the lack of social acceptance. The latter can take on various forms (from the refusal to acknowledge the existence of populations to physical bans), but can also result in inadequate processes and over-

structured isolated approaches (one public = one strategy = one type of accommodation/housing) that lack sufficient transversality.

The result, in an almost universal manner, is a lack of inclusion and integration in a community, neighbourhood or city:
- People without housing or are poorly housed (human aspect)
- Reception structures (construction aspect)

Faced with this assessment, Les Ateliers proposes to approach the topic from a new perspective by questioning the role urbanity can play in the social and spatial inclusion of populations in at-risk situations. The concept of the INCLUSIVE CITY presents a unique opportunity since it questions the relationships between all of the elements to which these populations are completely or partially excluded from: housing, work, mobility, training, major public services, etc.

The subject concerns the notions of transitional places, temporalities and places that welcome the possible. It is not necessary to focus on one single population, nor on one specific temporality (which in theory should be short), but to question whether territories are capable of rapidly changing with the needs of the populations they receive. It is precisely the notion of mutability that needs to be developed: a city that can "welcome changes and encourage possibilities".
How can existing processes that are informal or temporary be reinforced?

In the name of urgency, but also that of the need for flexibility and adaptability in responding to quantitative and qualitative needs over time and in line with the territories, we propose to address this concept of the inclusive city intended to help vulnerable populations by questioning the potential represented by vacant lands, wastelands, and empty buildings awaiting assignment, demolition, renovation or conversion, which are therefore available for a transitional period that is defined or not.
It is necessary to use:
- temporalities as a staring point for the subject, through the notions of the transitory and the temporary, as much as for the people and for the places
- the mutability capacity of cities, including their ability to return backwards

This approach of transitory urban planning that gives rise to the right to experiment, foreshadow and error must be combined with citizen participation and the mobilisation of economic, social and cultural stakeholders. But above all, it must give its place to the power to act and to the individual capacities of the people being housed or accommodated.

Anne Durand et Patrice Berthé

Inclusive Cities

Chapter 1

This section examines the choice of the topic of "the inclusive city", beyond that of the Île-de-France territory. It requires revisiting the definition, as well as the current research being conducted in France and abroad, in order to establish a non-exhaustive list of the latest developments along with the different issues that exist in contemporary contexts.

THE INCLUSIVE CITY: DEFINITIONS?

The concept of the "inclusive city" is currently spreading into the discussions and practices of the many professions tied to the making of cities (conception, planning, development, etc). Behind this concept stretches an objective that is admittedly difficult to achieve, which includes taking into account the needs, desires, solvency and representations of inhabitants in the approach of making a city. At a time when concerns are increasingly be raised about the opening of social boundaries in urban planning practices and when the continuing increase in inequalities makes clear the resounding disparities in the access to urban resources, the "inclusive city" presents itself as an imperative that affects everyone from professionals to elected officials, researchers in various disciplines and citizens.

Sometimes seen as a portmanteau concept, "the inclusive city" refers on one hand to the idea of "social inclusion", while also seeking to be a "city for all". The highly generic nature of this concept opens the field as much as it imposes on those involved, designers who engage in its practices, to limit themselves to that which they believe lies behind it. Therefore, there is no singe "inclusive city" but rather "inclusive cities" and inclusive territories – beyond the distinctions between urban territories – that are also pluralist and to which city designers are ready to involve themselves in and find solutions.

Impact des transformations globales

The imperative of the "inclusive city" is first a question of "for whom is the inclusive city conceived?" Although it implies "for all", it actually deals with groups of people undergoing the process(es) of exclusion. The position of the 2017 Paris Region Workshop, as defined by the monitoring committee in September 2016, has been to approach the theme of the inclusive city by focusing especially on the living conditions of the Île-de-France's disadvantaged populations. Our choice, as was presented in the preface, focuses our research on the inclusion of the needs of individuals in situations of great instability. By doing so, we have chosen to turn this question of the inclusive city into an examination of the access available to these people to the multiple resources offered by the city.

Our entry into the challenges related to the "inclusive city" requires us to consider the possibilities of going "towards an inclusive city"; but this demands us to revisit the factors that generate exclusion in cities today. We start from the constant that our world has changed under the impact of global transformations. The phenomenon of precariousness among French families is growing and becoming polymorphic. This development is not limited to the question of housing, but also encompasses the access to services and urban amenities. Moreover, as we follow the definitions established by United Cities and Local Governments (UCLG), we observe our world grappling with a global and dynamic movement that is opening boundaries, displacing populations and transforming our environment. Our world has thus changed for all of us as individuals, since our ways of living and our social groups have become more complex, and often more fragile; and the traditional foundations that once served as references for previous generations, have, for us, become something else. The effects of this transformation touch firstly the populations experiencing the greatest levels of instability. The imperative of inclusion is therefore fully in line with this global evolution.

The UCLG's "Social Inclusion and Participatory Democracy" report, published in 2010, states that the question of inclusion has come to replace, for a large part of the academic and political world, the former paradigm of class relations. It defines inclusion as a result of the distancing of certain people or certain groups from "normal" society. While globalisation can be thought of as positive in the field of cultural exchanges and civilisations, it also participates in economic dislocation, job insecurity, social fragmentation as well as the accelerated destruction of the environment. The factors of discrimination appear to have increased today, expanding the circle of populations suffering from its effects and also compounding the impact of these same effects on the populations concerned. The development and spread of technologies (in particular those for information and communication) participate in this globalisation and in the erosion of traditional authorities, with a growing individualisation of life

trajectories. Finally, among the effects of globalisation, it is important to cite the astonishing increase in human mobility and the even greater "agility" of individuals in this new maelstrom.

This increased freedom of movement is a double-edged sword. For some and at certain moments in their lives, it enables the positive development of their life trajectories beyond social and geographical boundaries. However for others, and at other moments of their lives, its increases the uncertainty in the development of their life paths.

A GLOBAL ISSUE

There is a proliferation of research and projects on the subject of the "inclusive city", both at the global and national level, as well as locally in the Île-de-France. As stated earlier, this concept has led to the conducting of numerous experiments; and as a result, also many suggested responses.

One constant is clear among the great number and variety of projects and studies that have been conducted in the last twenty years: urban zones are the scene of an ever-increasing disparity in equalities that adds to the social and environmental factors of urban exclusion throughout the world.

Therefore, the solutions proposed also vary for this imperative of an "inclusive city". Here, we will present a non-exhaustive account of the events, projects and current research on the idea and practice of the "inclusive city" throughout the world and in France.

International and European Networks

In observing the current work being conducted on the subject of the inclusive city, variations can be seen between initiatives on a wide-range of scales. While it is clear that today the issue is global, the actions that are being taken are being done at varying extents and with differing levels of financial means. At the global level, international networks are being developed to exchange and capitalise on the knowledge and expertise required for creating an inclusive city.

Committee on Social Inclusion, Participatory Democracy and Human Rights

For the Committee on Social Inclusion, Participatory Democracy and Human Rights (CISDP), a member of United Cities and Local Governments (UCLG), one of the responses was to develop an "Inclusive Cities Observatory". Involving members of the organisation's Global Platform of Local Governments (cities and other collectivities responsible for urban development), an exhaustive study was conducted to question, represent, and defend the interests of local governments.

Beginning in 2016, the project conducted over 65 case studies, in collaboration with local governments, on innovative policies in community development, access to basic services, gender equality, environmental protection and the eradication of poverty, among others. With the support of Prof. Yves Cabannes of University College of London and the team of researchers at the Centre for Social Studies (CES) at the University of Coimbra, working under the supervision of Prof. Boaventura de Sousa Santos, the purpose of this observatory is to identify and investigate successful experiments that might inspire other cities to design and implement their own social inclusion policies. Attached to the field of public policy, the analyses are intended to serve as a tool of transmission through the studies that have been conducted.

To learn more:
Committee on Social Inclusion, Participatory Democracy and Human Rights

Habitat III Conference

Habitat III was the third conference led by the United Nations on sustainable urban housing and development. Twenty years after the Habitat II Conference in Istanbul, Habitat III is considered one of the major events addressing the problems facing cities. The Habitat III Conference was held in Quito, Ecuador on 17-20 October 2016, on the theme of "Sustainable Urban Development: What is Future of Urban Planning?"

For the immensely broad issue of social cohesion and equity, an entire chapter on "inclusive cities" was included in the conference's report. Based on the conviction that it is necessary to combat the rise in urban exclusion, the report on inclusive cities offers two main axes of approach: the first is to participate in political advocacy that reinforces the necessary inclusion of inhabitants and civil society in urban development at all levels; the second proposes a series of mechanisms to facilitate inclusion, including political participation, universal access to services, spatial planning, and a call to recognise the complementary roles of local and national policies. Ever-convinced of the importance of the role of inclusive cities in policies of social inclusion, the conclusions reached at the Habitat III

To learn more:
Habitat III Conference

Conference also pointed out that the urbanisation and economic vitalisation of cities can bring with them many benefits, but they can also exacerbate inequalities.

Jorge Aurelio Alvarez Yáñez

Fig. 1 : Heinrich Böll Stiftung, 2016.

OECD: The Organisation for Economic Co-operation and Development

The Organisation for Economic Co-operation and Development (OECD) is also developing a campaign for inclusive growth. The OECD sees it as an opportunity for all populations to generate an economic growth, of which the dividends can then be distributed to increase prosperity. For the organisation, this objective seems like a potential way, both in economic and non-economic terms, to develop society in a fair manner. The OECD also views inclusive growth as a multidimensional goal, one that extends beyond the simple question of economic income and moves towards an economic growth that can be shared.

As a key participant in the "Cities for Life – Global Summit on Inclusion, Innovation and Resilience" organised in Paris in November 2016, the OECD launched actions plans in cities wishing to develop an inclusive growth strategy. This summit in Paris, which also called on those to "Share [Their] Ideas on Inclusive Cities, the City for All", and the OECD focused on four specific themes: the built environment (housing and transportation), education and the world of work,

labour markets for immigrants and refugees, and lastly, the fight against climate change.

This intergovernmental organisation operates on a global scale, serving as a forum to address these issues by working with international organisations such as the United Nations, but also those active in local public policy.

To learn more:
OECD for Inclusive Growth

URBACT European Programme

In Europe, another network of actors is growing that encourages sustainable integrated urban development in EU Member States, from Norway to Switzerland. URBACT, whose name is derived from the contraction of "urban" and "action", seeks to be an instrument of cohesion policy, and is financed by the European Regional Development Fund (ERDF) and EU Member States. Conceived as a forum for the exchange and building upon of experiences between cities since 2005, URBACT promotes connecting European cities by networking and aims to identify sustainable solutions on various themes, including that of inclusion in urban development. For Laura Colini, an URBACT programme expert and guest speaker at Les Ateliers de Cergy's Brainstorming Session held on 19 April 2017, one of the necessary factors in creating "a fair city" is found in the development of processes that integrate multiple actors. This Italian researcher sees in these policy processes the possibility of designing shared and collective spaces and projects necessary for regaining possession of the city's resources. The issues addressed in the brainstorming session will be distributed to the participants when they arrive. Laura Colini's talk will be available in the documentary file delivered to participants at the beginning of the workshop.

To learn more:

URBACT European programme

Social Mixity Challenges in France

Since 2010, the question of the inclusive city has also been spreading in France. Reflecting national concerns and mentalities, the public debate on inclusion most often relates to the question of "social mixity". This local specificity is tied to the Anti-Exclusion Act of 1998, which was based on the principle of social mixity. In this sense, we can identify specific actions, localised and thematic studies that have been conducted on the national territory. The debate on inclusive cities tends to promote themes that are specific to a concept dear to the French, that of "living together" and access to housing.

Observing Social Cohesion and the Inclusive City

For the Assemblée des Communautés de France (AdCF) and the National Centre For Studies and Expertise on Risks, Environment, Mobility, and Urban and Country Planning (CEREMA), the imperative of the inclusive city stands out in a study conducted following the 13th Urban Observation Seminar held in November 2015, titled "Observing Social Cohesion and the Inclusive City". This scientific study sees the traditional understanding of social cohesion and the inclusive city as a focus on economic disparity and inequalities. It considers that these indicators, which are addressed exclusively through quantitative means, are insufficient. And it places an accent on the need to integrate the viewpoints of the inhabitants themselves, underlining the significant disparities in perception between the feelings evoked by inhabitants and the quantitative measures used to define poverty and in return used to also design new forms of policies. Focusing particularly on the challenges directly related to neighbourhood policies, this study sees urban renewal as an opportunity to question the inclusive city.

To learn more (in French):

Report: Observing Social Cohesion and the Inclusive City

The Inclusive Dimension of Urban Projects

The public policy think tank FORS Recherche Sociale is investigating whether, now in 2017, this issue of inclusion is a new factor in urban planning. In a study titled "The Inclusive Dimension of Urban Projects", FORS based its research on the observation of a weakening of the city's faculty "in the process of creating society". It studied examples of urban renovation projects (PRU), large-scale development projects, and housing programmes and policies that promoted the hosting of disadvantaged populations and those living in precarious situations; as a result it concluded that the importance of recognising the needs and desires, but also the constraints facing inhabitants of city neighbourhoods in construction or redevelopment, is an essential factor. For FORS, the challenge lies in the articulation between the phenomena of precarity and development, and the need to restore urban planning's respectability in a society where the gap between urban production, lifestyles, aspirations and purchasing power have evolved at such a rate that it seems unacceptable that urban design and real estate programmes have not followed suit.

To learn more:

FORS-Recherche sociale

Hospitality and Reception of Populations

More specifically, the concept of the inclusive city has seen a significant rise in prevalence around what has been called the "migrant or refugee crisis" in France since 2015. Realising that the movement of populations entering the national territory has become massive with the wars that have affected the Far and Middle East, as well as some African countries, researchers and practitioners have embarked on or intensified their involvement in the many initiatives addressing the hospitality and reception of populations. The compounding nature of this situation, and its transformation into a mass phenomenon, has led to a great number of events and studies such as day-long conferences, seminars and performances – all subjects of intense media coverage.

The "Urban Hospitality?" event organised by Pôle de Recherche et d'Expérimentation de la Ville (POLAU), in March 2016, combined art and social sciences. The purpose of this gathering was to consider what the role of artistic and scientific endeavours play in facing the urgency of a human situation. While, the "School of Situations" hosted by the Pôle d'Exploration des Ressources Urbaines (PEROU), in Paris in April 2017, brought together students, architects and political scientists to reflect on this situation of urgency and the multiple responses that could be established in the contemporary context. Relying heavily on networks of solidarity and citizen mobilisation, these issues were further analysed through discussions on the crisis of political media coverage.

To learn more:

Paper about the Association PEROU

Association pOlau

In the Île-de-France

In the Île-de-France, the work and concerns about the inclusive city are primarily focused on the specific issues of the capital region (which will be discussed in Chapter 2 of this document). In this urban context with its wide-range of disparities, there are a variety of studies and projects examining the issues of inclusion, reception and hospitality. Many professionals are also seizing on the issue of institutions. The Délégation Interministérielle de l'Habitat et du Logement (DIHAL) and the Commissariat Général à l'Egalité des Territoires (CGET) are conducting these discussions in the field of public policy. While elsewhere, many collectives and associations are developing their own programmes and becoming involved in the creation and implementation of projects. This look at the research and practices being conducted in the Île-de-France is only a minor overview and is partially supplemented in Chapter 4 of this document.

The Sharing of Space in the Île-de-France

Already in 2010, the question of "The City, a Place of Reception and Hospitality" emerged in the Île-de-France and was addressed by the association Profession Banlieue, along with the départements of the Val D'Oise, the city of Paris, and the département of Essonne. This study used the territory of the Île-de-France to investigate the concept of hospitality in cities and how it could prove to be another aspect in the fight against exclusion. In contrast to the strong appeal of the greater Paris region, these researchers examined the rights, examples of solidarity, and roles of these populations who are left out of the national processes of redistributive solidarity (such as social security) or who do not have access to the benefits of common law. In this study, the public space forms in itself a place of solidarity. As the ultimate example of a shared space, the public space brings together different usages and finds itself even serving as a place of accommodation for the homeless.

To learn more (in French) :

Association Profession Banlieue

Babels

The programme "Babels, the City as a Border. What Cities Do for Migrants", supported by the French National Research Agency (ANR), examines the evolution of the "migrant crisis" phenomenon in Europe. Its purpose is to investigate the different forms of hospitality and rejection towards migrants that have emerged from this "crisis". Based on ethnographic studies of European and Mediterranean cities, this programme also includes a section dedicated to Cities of Refuge and the "Asylum Crisis". Observing in Paris one of these Cities of Refuge, this study

Babels

Fig. 2 : Website of Babels Project

questions not only the modalities of reception but also the importance of the solidarity movements that are working to make the Parisian territory a place of reception for populations in need.

To learn more (in English) :

Projet ANR Babels

Babels at the EHESS

Quartiers-tremplins

The question extends across various scales and also affect studies more localised on the neighbourhoods outside of the city's limits. "Quartiers-Tremplins, Ordinary City, Urban Citizens in Difficulty: What is the Transition or Extinction Planned for Neighbourhoods Seen as a Springboard to Integration?" was a project conducted until 2016 by the Centre de Recherche sur l'Habitat. This project postulated that an interdependent relationship exists between the capital city and the neighbourhoods that, in turn, serve to receive and host populations in the Île-de-France. Within the quartiers-tremplins, or springboard districts, areas can be observed to be in the process of transforming, but there are also places where the capacity to receive populations is called back into question due to the high number of arrivals. Examining the processes of normalisation for the arrival of populations through the study of the "city of everyday life", this project also aimed to characterise places of reception and their evolution through the prism of the city's transformations.

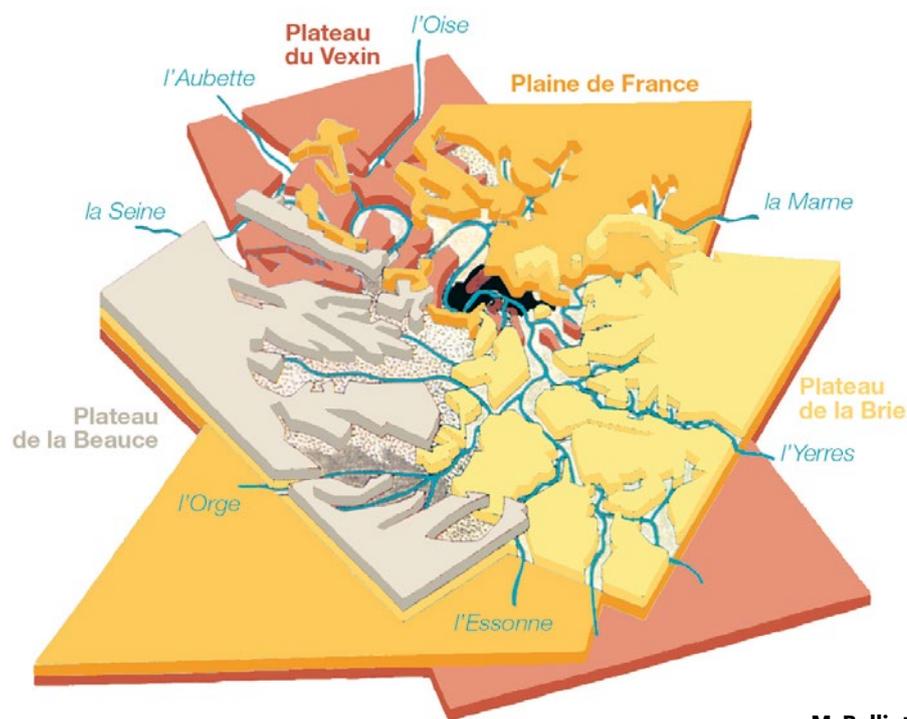To learn more (in French):

Quartiers-tremplins

The Île-de-France, a Territory For Questioning Inclusion

Chapter 2

This section offers a cartographic and photographic overview of the large territory of the Île-de-France, in order to examine its topographic, demographic, and socio-economic characteristics.

Fig. 3: Sketch of the geological structure of the IDF, IAURIF 1983.

M. Belliot

C. Mattoug

THE METROPOLITAN REGION: A CENTRALISED AND ATTRACTIVE TERRITORY

A Structuring Landscape: The Genetic Code of the Greater Territory

The Île-de-France has a geography marked by a structuring landscape. Its water network (the rivers Seine, Marne and Oise) design the arteries that punctuate the urban landscape, and its valleys define the greater region. Around the city is an agricultural ring that is receding as urbanisation gains ground. However, the green belt still represents the greatest share of the surface area in the Île-de-France. The various sections of the landscape are organised in the shape of a star around the capital city of Paris.
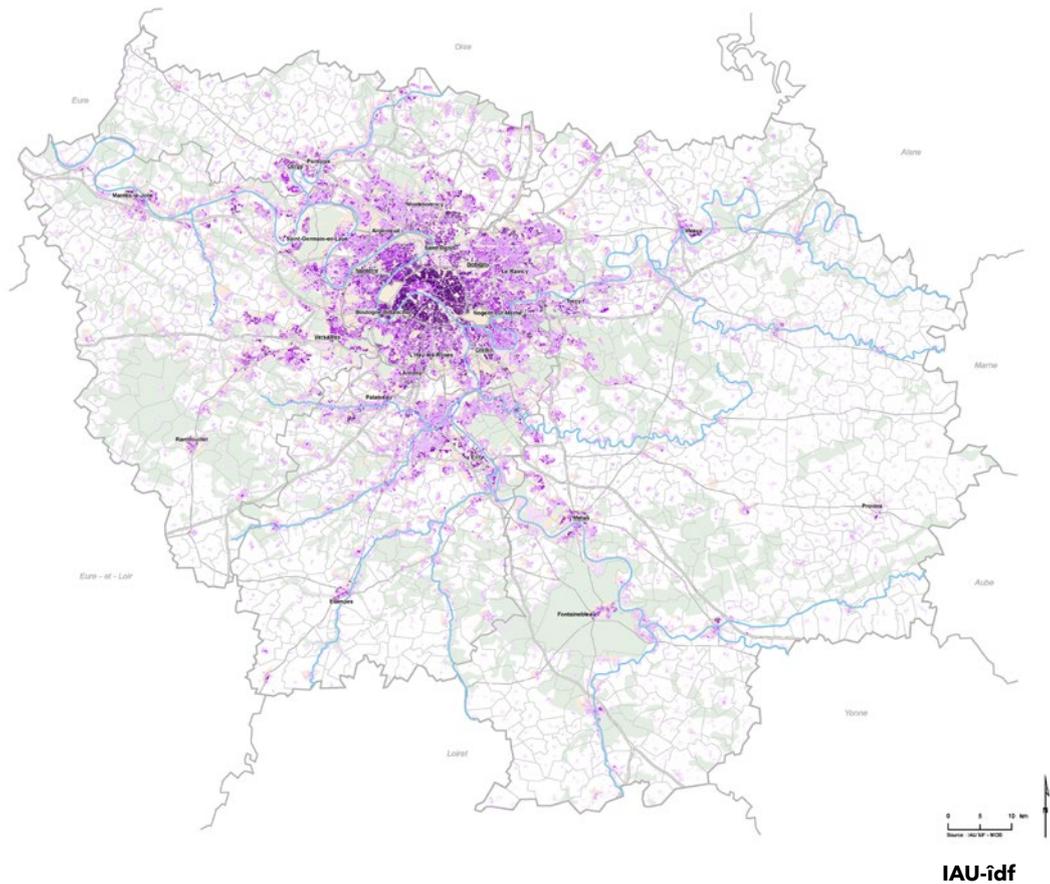
There are two levels embedded into each other in the landscape of the Île-de-France region and they represent a clear division: the first level is that of the "country" and the large valleys (the Seine upriver and the Marne and Oise downstream), of which some extend beyond the limits of the region and the Parisian conurbation; the second level is that of the major areas identified by the characteristics of their landscapes.

As a whole, this large territory has a concentric structure reinforced by an urban presence in the valley of the Seine. As illustrated in the sketch by Jacques Sgard, the urban construction of the Parisian conurbation sits in the valleys and is concentrated in the heart of the Île-de-France territory.

Fig. 4: Between the valleys, countries: An identity resulting from historic and geographic specificities, 1996.

J. Sgard

Fig. 6: Economic orientation, density, and accessibility, 2010.

IAU-îdf

Structures and infrastructure that Divide the Île-de-France into Sections

Urban Density
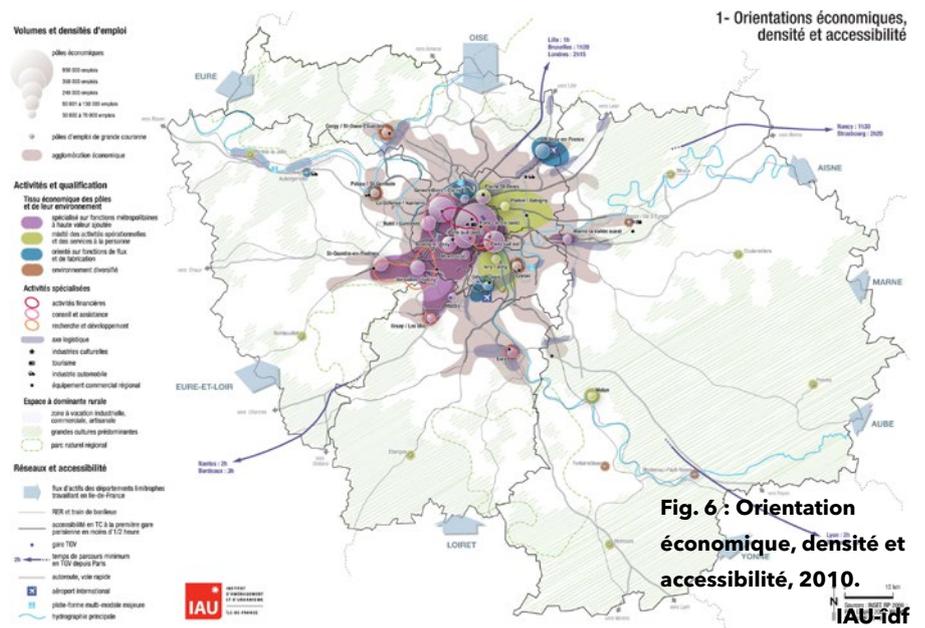
This urban presence that is concentrated in the region's centre thus follows the pronounced landscape, just as the urban density is also concentrated in the very centre of the Parisian conurbation. The hierarchised urban framework is largely dominated by Paris (which represents ¼ of the conurbation, over a surface area of 100 km²). The development of a series of levels can also be observed, from the nearby regional centres to the Outer Ring, from the historic to the recent (Saint-Denis, Mantes, Meaux, Melun, Pontoise, Saint-Germain, Versailles, the new towns), and from the medium- and small-sized towns to the hamlets and villages.

Differential Urban Development

Since the Second World War, a remarkable population growth, linked to rural exodus and a favourable economic situation, has generated a strong need for the restructuring of urban centres. During the last half century, periphery urban centres have been designed around new towns (Cergy-Pontoise, Saint-Quentin-en-Yvelines, Marne-la-Vallée, among others) to relieve congestion within Paris and the Inner Ring. In a simultaneous manner, these entire neighbourhoods have been constructed to receive the people entering the Île-de-France territory

Fig. 6 : Orientation économique, densité et accessibilité, 2010.

IAU-îdf

Source.

and to mitigate the population growth associated with the rate of natural increase and the replacement of a dilapidated habitat: from the increase in urban amenities due to industrial transformation in the former deteriorating peri-urban centres, as well as in the expansion of suburbs, the emergence of major tertiary centres, the building of major highway, rail, and airport infrastructure, along with the development of residential neighbourhoods, and so on. All of these constructions have definitely transformed the face of the urban area of Paris. Today, there are over 12 million souls living together on a territory of nearly 120,000 km², in other words, an area 120 times larger than the single city of inner Paris.

Linking these urban hubs and servicing the neighbourhoods between the centres and the various peripheries are heavy infrastructures, which in turn leave their own mark on the urban landscape and reinforce the centralised character of the Parisian conurbation. Simply accentuating the geographic structure of the region, these infrastructures are set in the valleys and along the rivers that have become the backdrop for numerous economic activities including commerce and logistics. Designed as radiating beams around the capital city, enclosed by the two major ring roads of the A86 and the A104, these infrastructure lines mark the fractures and spatial links between the urban zones.

METROPOLITAN PROSPECTS TO COUNTERBALANCE THE TREND

Today, these massive infrastructures represent both the strength and the unity of the Île-de-France territory, but also its most important challenge. Causing continual bottlenecks due to the flow of people and goods, this phenomenon of centrality is compounded by the continuity of urbanisation that devours virgin spaces and generates strong spatial disparities. The latter is one of the major challenges facing development prospects for the greater Parisian and Île-de-France region.
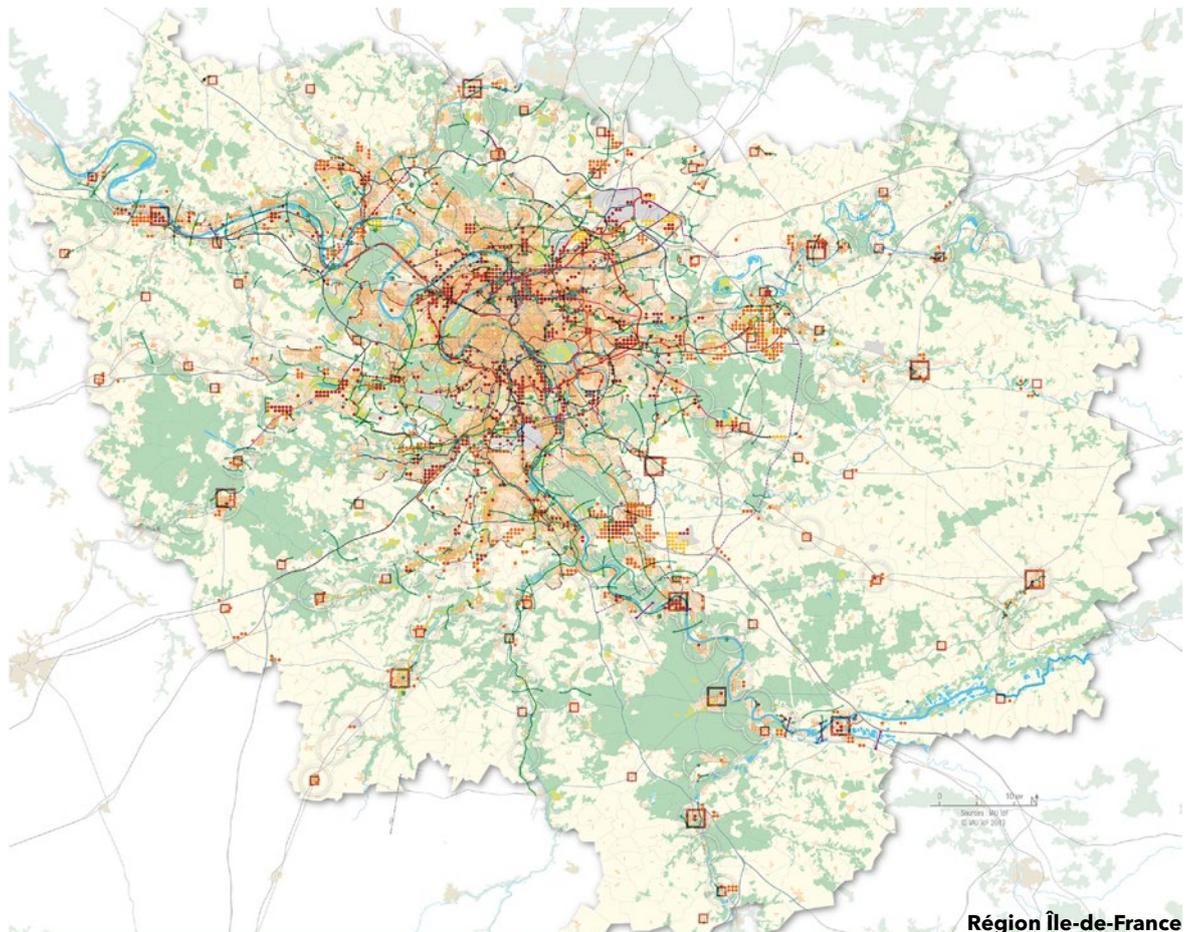
Key Themes of the SDRIF

Voted in 2014, the Schéma de Direction Régional de l'Île-de-France (SDRIF) is a regional master plan committed to identifying and designating "the general uses of the various parts of the territory, the means of protection and promotion of the environment, and the placement of major transportation infrastructure and urban amenities. It also determines the preferential placements of urban expansions, as well as those for industrial, artisan, agricultural, forestry, and tourism activities."

Fig. 8: Île-de-France 2030: Map of the general functions for various parts of the territory, SDRIF 2013. Île-de-France Region

Région Île-de-France

Relier-structurer

Polariser-Equilibrer

Préserver-valoriser

Key Themes of the SDRIF

1. Linking and Structuring:

- Transportation infrastructure
- Reinforcement of airport infrastructures
- Reinforcement of the logistics framework
- Networks and amenities tied to resources

2. Polarising and Balancing
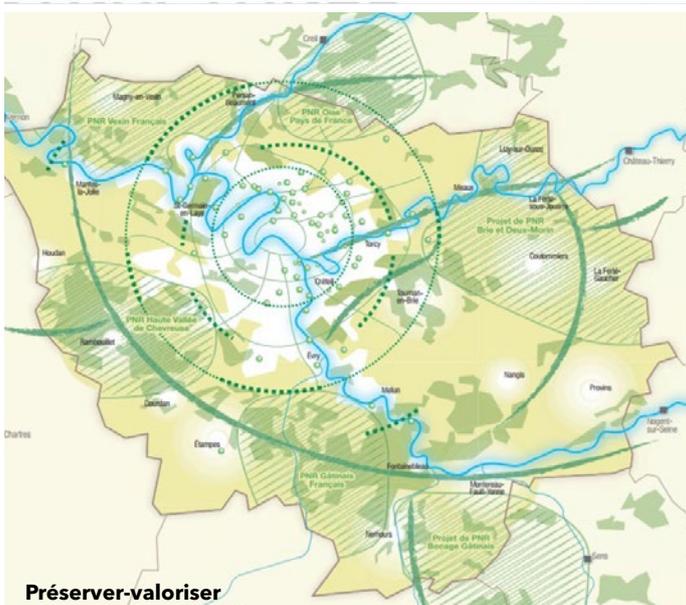
Priority is given to limiting the consumption of agricultural, wooded and natural spaces, and thus to an urban development conducted through the densification of spaces already urbanised. Urban planning proposals should increase significantly, by 2030, to include reception capacities, related to population and employment; urbanised spaces, and new spaces for urbanisation in the territory. It will thus be necessary to:

- Promote the mutability of lands and the densification of constructions in the existing urban fabric, especially by exploiting urban wastelands and enclaves, etc.
- Promote the development of major projects in urban zones.
- Reinforce the diversity of functions and their translation in the planning of spaces to avoid a policy of zoning.
- Reinforce the existing city centres and their infrastructure (public transportation, commerce, cottage industry, public spaces, etc) along with their system of hierarchy at various levels (from city centres to neighbourhood centres), which will in turn promote the diversity of functions and the densification of neighbouring sectors.

3. Preserving and Promoting

- Urban fronts
- Agricultural spaces
- Wooded areas and natural spaces
- Green spaces and recreational areas
- Continuities: Breathing spaces, agricultural and forest links, ecological corridors, green links, etc.
- River and aquatic spaces

A Concentric Zone Model Of The Grand Paris

"Numerous forms are available for the choice of metropolitan governance: unitary schemas, simple or hierarchical poly-centralities, organisation by district or a scaleable geometry of project territories, a dense core or expanded metropolis. Faced with social urgency, economic challenges and technical delays, efficiency is imperative.

[…]

The Grand Paris will come into existence through simple, modest measures, but ones essential for breaking the logistics segregation: a shared name, a single tariff system for transportation, an equitable redistribution of services. It obviously requires significant investments in order to provide each inhabitant with equality in the following three areas:

• housing, whose current deficit (nearly one million) constitutes not only a penalization for the poorest populations and a pauperization of the middle class, but also an obstacle to economic development;

• training and education, which is essential at all levels, from early childhood to vocational training, in order for equal opportunity to be something other than a formula regularly espoused without effect;

• mobility, which, in large contemporary cities, conditions both access to training and employment, but also culture and leisure. […]

The only serious alternative to a concentric zone model that maintains inequalities is not in an abstract battle between centralities and polarities, it is in the implementing of a hierarchised poly-centrality ensured through the creation of an efficient network of heavy public transportation, in which three effects can be expected: the reinforcement of existing centres, the revealing of new centralities, and the linking of the different territories of the Grand Paris metropolitan area without ever having to pass through the centre. I have been told that this is already planned or that it will cost too much. But how much does it cost the nation to poorly maintain, let's face it, 2 million unemployed people for the last 20 years? How much does it cost the nation to wait and postpone, from plan after plan and proposal after proposal, the quality of urban life to which each inhabitant has a right? These are such things as proximity to services, access to information, employment and leisure. This is a question of citizenry. The map of a more just and more unified Grand Paris will be the plan for its public transportation."

Panerai Philippe. <u>Paris métropole: Formes et échelles du Grand-Paris</u>, Edition de la Villette, 2008. Excerpt from the first chapter: "How to design the metropolis?"

Grand Paris Metropolitan Area
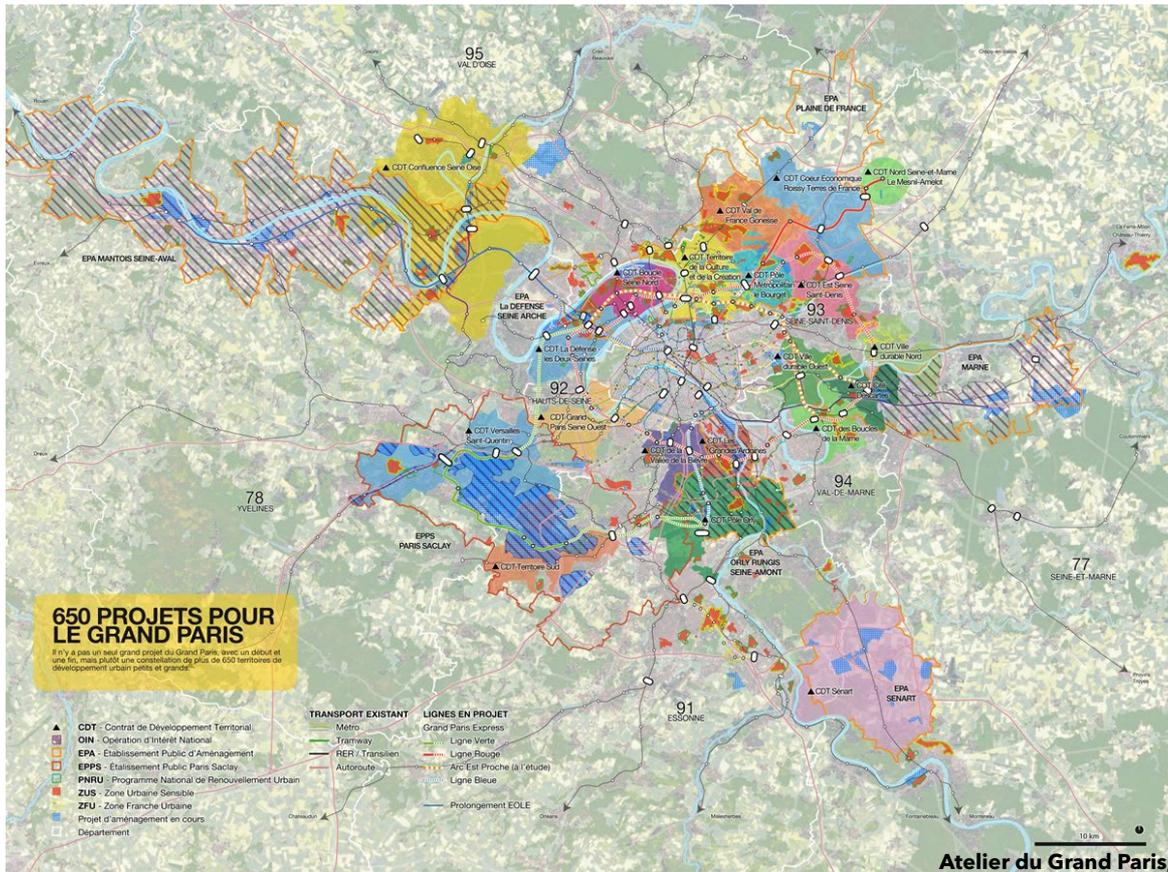
In the background of the numerous evolutions concerning the future development of the Île-de-France region, a major reform of the governance system has emerged during the last decade led by the creation of the Métropole du Grand Paris (MGP) on 1 January 2016. Representing 7.5 million inhabitants spread across 12 territories over a surface area of 175 km², this metropolitan area was created by the law of 27 January 2014 for the modernization of public territorial action and the affirmation of metropoles, and was reinforced by the law of 7 August 2015 for the new territorial organisation of the French Republic. The purpose of its creation was to define a metropolitan project around the Inner Ring of Paris in order to concentrate the area's territorial development jurisdictions between 2016-2018. These jurisdictions are:

- Economic, social and cultural development and planning (1 January 2016)
- Protection and promotion of the environment and the quality of life policy (1 January 2016)
- Planning of the metropolitan space (1 January 2017)
- Local habitat policy (1 January 2017)

Fig. 9 :
MGP 2016

Fig. 10: Atelier du Grand Paris, 650 projects for the Grand Paris

Atelier du Grand Paris,

Projects of the Grand Paris

Following the international consultation of 2008, titled "Le Grand Pari(s) de l'Agglomération Parisienne", the Atelier International du Grand Paris was created with the objective of pursuing developed reflections. By producing numerous "work sites" and development themes, more than 600 projects now accompany the metropolitan transition of the Parisian conurbation. Affecting the entire area around Inner Paris, its focus is on the restructuring of mobilities through transportation projects. In producing an entire series of construction projects from public transportation infrastructure to train stations and new centralities in the peripheries, the Grand Paris represents a key opportunity for the restructuring of the metropolitan project.

Fig. 11 : Flagship projects of the Grand Paris.

https://www.ateliergrandparis.fr

POPULATIONS IN MOVEMENT FOR A GLOBAL CITY

Transitory Population

The dynamic population growth of the Parisian conurbation is very similar to that of other capital regions around the world. The metropolis is highly attractive and thus generates important reception needs. Education, research, economic vitality and cultural standing are the main reasons behind the appeal of global cities. The Île-de-France is a strong demographic driver with the presence of a young population due to the high birth rate. Considered to be a high rate of natural increase, there is a birth every three minutes, a death every seven minutes. The region also represents the highest rate of natural increase for all of Europe, without including the net migration rate. Therefore looking at its progression, the population of the Île-de-France will see an increase of 50,000 to 60,000 people each year. Already one-tenth of the population has been added since 1990.

This demographic growth in the Île-de-France is occurring despite a negative net migration in comparison to other French regions. The net migration rate however remains positive in comparison to the rest of the world (estimated between +25,000 to +45,000 per year). This growth has been stable for the last thirty years, but the region's geography has evolved with a return to the centre of the metropolis since 1990.

IAU-IDF
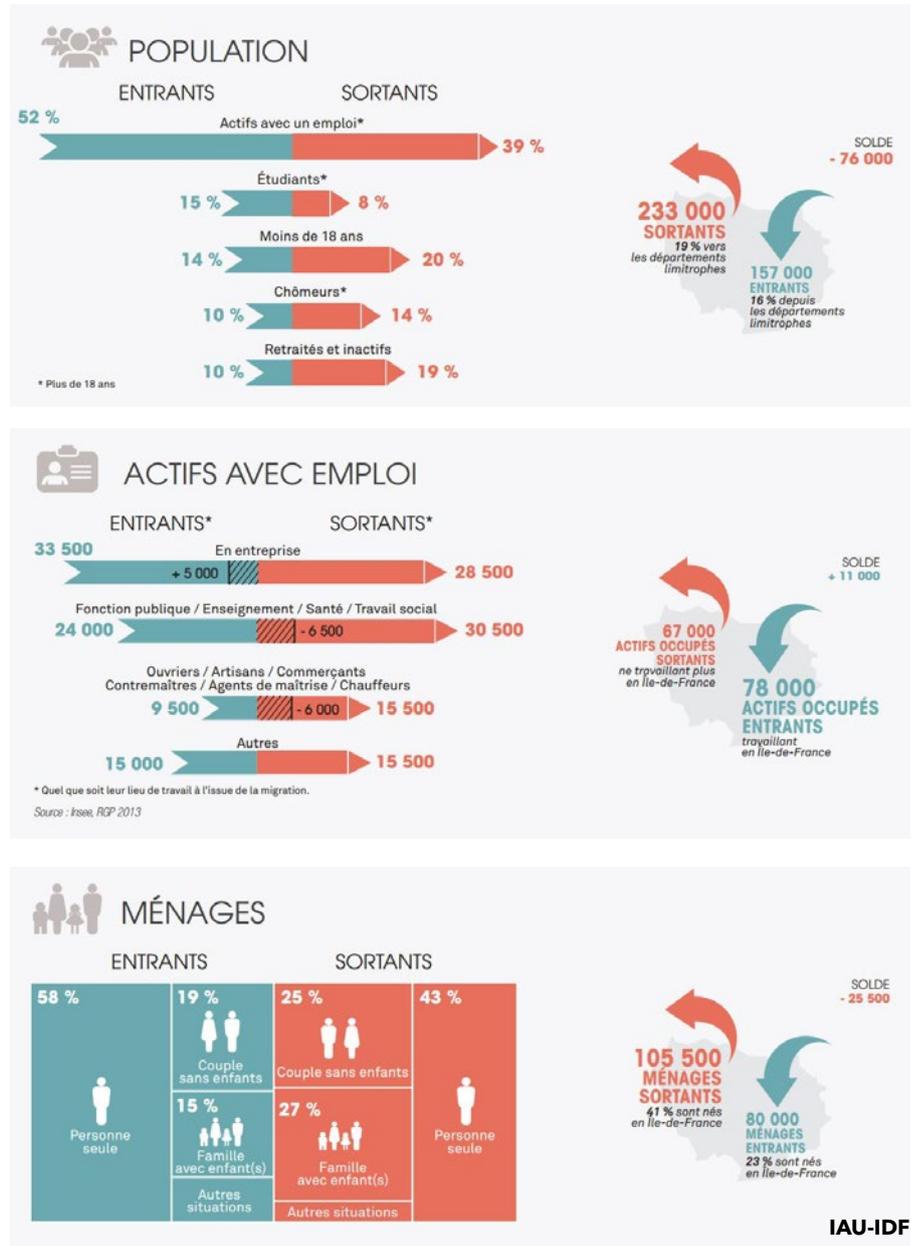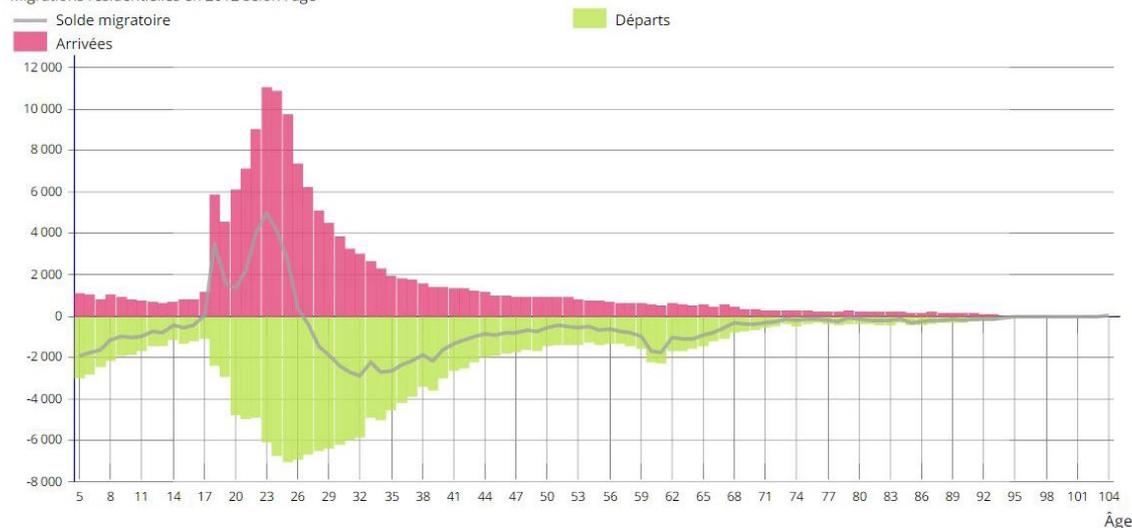
Fig. 12 : data provided by INSEE and RGP 2013, 2016

Des arrivées dans la métropole du Grand Paris plus nombreuses entre 18 et 30 ans
Migrations résidentielles en 2012 selon l'âge

* Hors arrivées et départs de/vers l'étranger.
Source : Insee, recensement de la population 2013.

Fig. 13 : INSEE, Arrivals and departures in the MGP, survey of the population in 2013, excluding arrivals and departures abroad. INSEE.

Drivers of Appeal
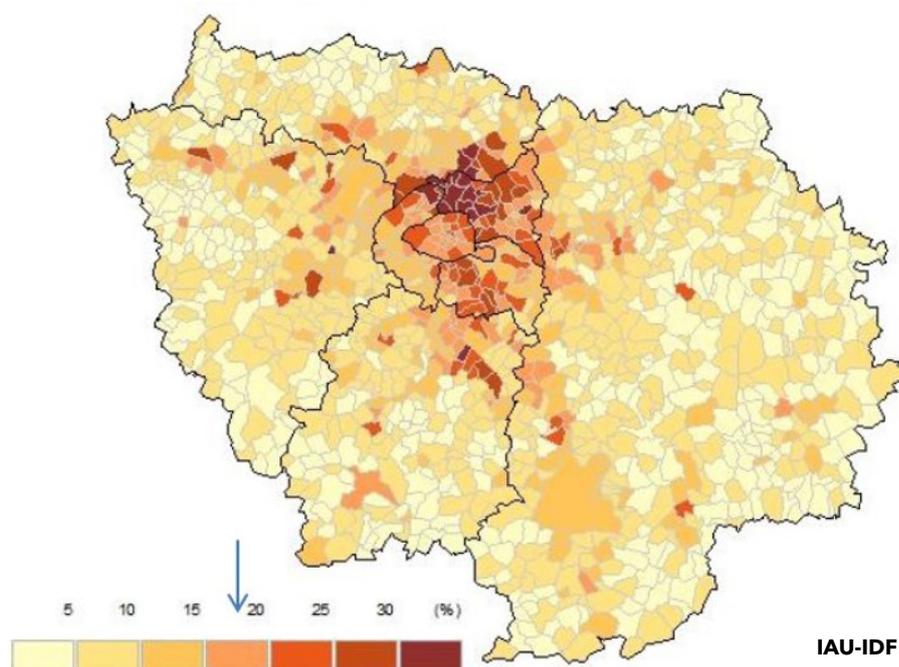
Employment and training are the main drivers of appeal for the Île-de-France, and attract a young population: "60% of arrivals in the Grand Paris metropolitan area are between 15 and 29 years old". Nevertheless, these flows are different depending on age: young people are arriving more in the territory, but peaks in departures can be seen at specific life stages: couples with children, homeownership, etc. Any change to the household structure leads to the shifting of the population. This can be explained by the living conditions for those in the Île-de-France, where it is difficult to find accommodations, to move around, to have children watched after, etc. Those who leave the Île-de-France region are working-age populations who are the least qualified. The demographic structure is particularly pronounced in the centre of the metropolis, where young populations can be seen passing through for their first job or the end of their studies.

Migrants and the Move from Temporary to Permanent Residences

The Île-de-France has a cosmopolitan population that contrasts starkly with the rest of the national territory. Nearly four out of ten foreigners that live in France, live in the Île-de-France. This represents over 2 million immigrants, and one out of three long-time residents of the Île-de-France is an immigrant or a descendent of an immigrant. However, the distribution of these foreign and migrant populations remains highly

Fig. 14 :: Share of the immigrant population by commune + a close-up of the south-eastern territory, 2011.
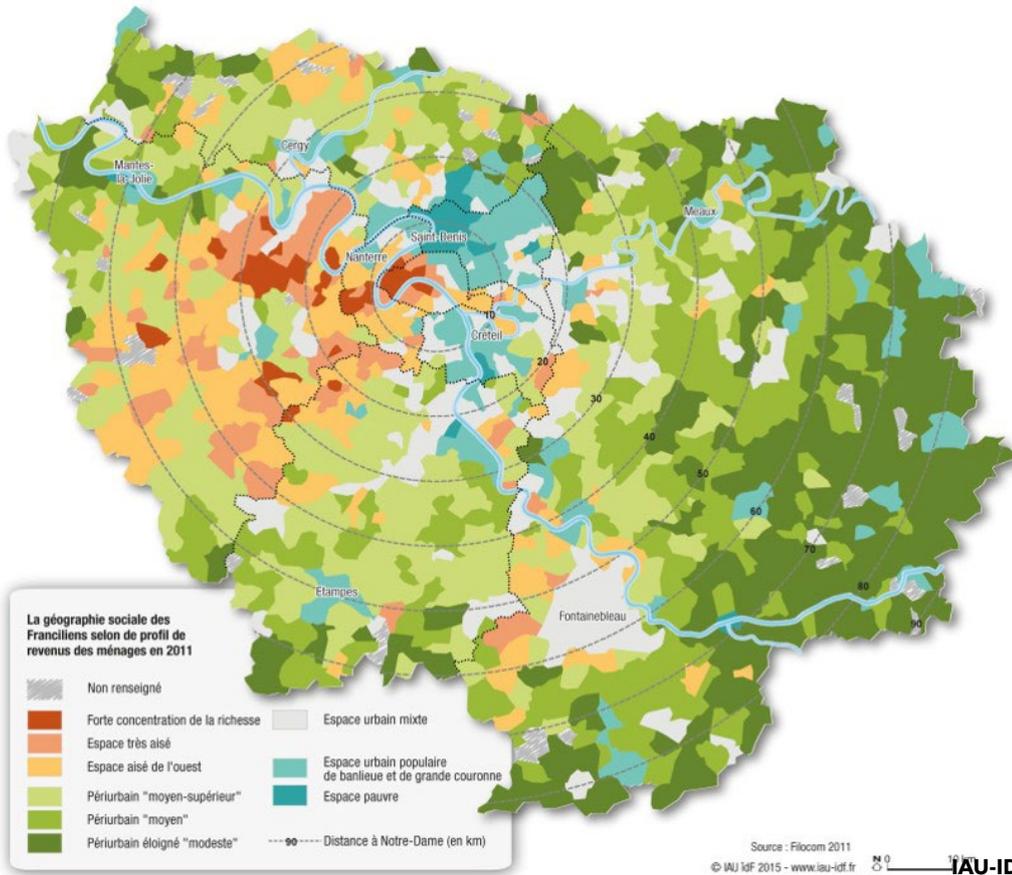
IAU-IDF

contrasted across the conurbation. Massively concentrated in the north of Paris and in the east, near the Inner Ring, true "cosmopolitan" pockets can be found not only in the centre of the conurbation, but notably in the very close periphery. These areas act as entry points for newcomers.

The upper part of the Seine, in the south-east of the city of Paris, is where a significant portion of the Île-de-France's immigrant population is concentrated, with a presence higher than the regional average. Although less concentrated than in the north of Paris, this "cosmopolitan" area is one of the defining characteristics of the Île-de-France's south-eastern section and the urban valley.

Fig. 15 : The social geography of residents in the Île-de-France according to household incomes, 2011

A Pronounced Social Geography

The young and cosmopolitan population of the Île-de-France also represents a social geography marked by significant disparities between wealth and poverty. These inequalities in income form strong socio-economic contrasts and follow the design of the territory in the same manner as the distribution of immigrant populations. Contrary to popular believe, poverty does not increase little by little as one moves away from the capital city. The greatest poverty is found much closer to the heart of the conurbation, across the Inner Ring, while wealthier households are moving outwards.

These two observations make it possible to highlight the reception zones within the Greater Parisian territory, but also the development of a social polarisation in the Île-de-France. This polarisation goes far beyond the simple opposition between a centre that is wealthy and a suburb that is poor. As Marielle Sagot stated in her 2015 study Métropolisation et spécialisation sociale du territoire francilien, which was supported by the Institut d'Aménagement et d'Urbanisme d'Ile-de-France (IAU-IDF): "… it would be futile to put the capital, the suburbs and the peri-urban areas into opposition. The heterogeneity of social situations crosses all of these territories. The social contrasts are, however, more pronounced in the centre of the conurbation, where the most affluent and the poorest areas are neighbours. These contrasts increased markedly until the mid-2000s, without the crisis amplifying them. The forces that interact in the territorial polarisation create a system, take place over a long period of time,
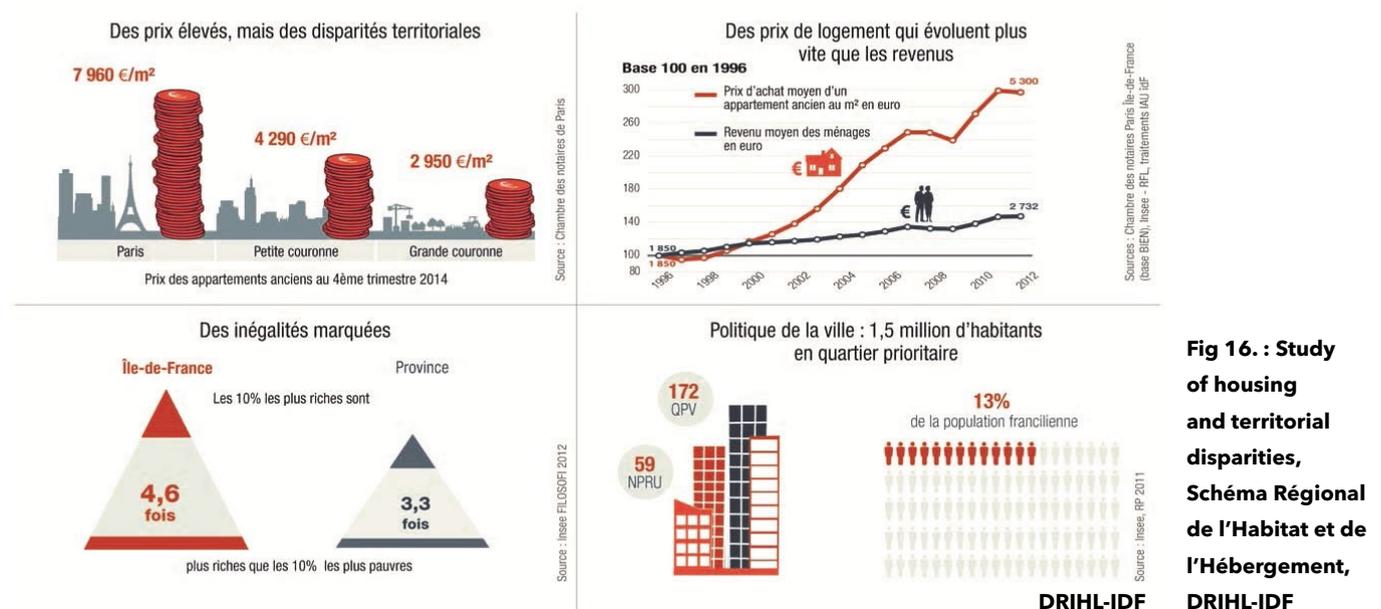
and go beyond the sole effect of the economic situation.

By recasting these phenomena in light of the long term and especially when defined by characteristics specific to life stages, the relationship between social geography and the evolution of the Île-de-France territory can be made clear.

Un logement cher et des disparités territoriales

Fig 16. : Study of housing and territorial disparities, Schéma Régional de l'Habitat et de l'Hébergement, DRIHL-IDF

DISADVANTAGED POPULATIONS AND TERRITORIES AT AN IMPASSE

Vulnerability of Households in Relation to Income
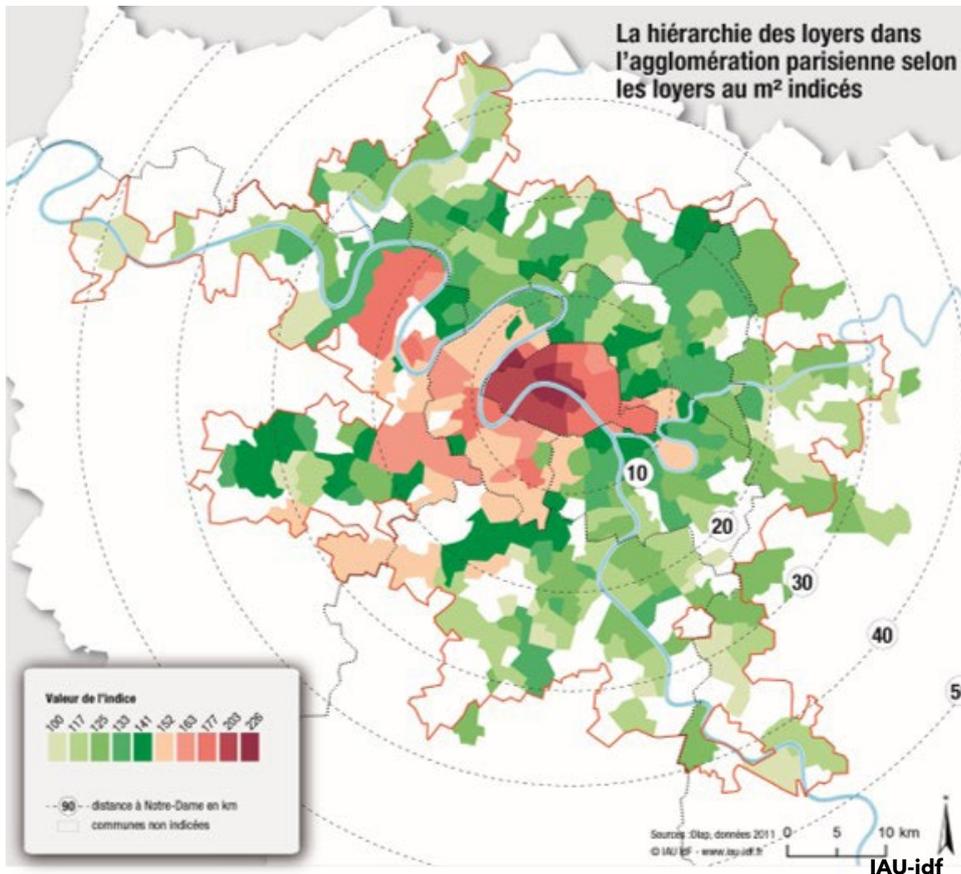
The significant demographic growth in the Île-de-France and the specificities of the rental market generate unique situations in terms of the lifestyles of the region's residents. Indeed, the price of rent is historically high in the Île-de-France. The market pressure that is tied to the continual growth of the population directly causes the massive rise in rental prices. While consumer prices have increased 5.5 times higher in recent years, the price of rent has risen 10 times higher and home purchases 14 times higher. The outcome is simple in the development of the city: this situation impinges the capacity of those living in the Île-de-France to purchase or rent a home.

Populations are affected in different ways by this increase. The incomes of the poorest households are increased less rapidly than those for others. There is, therefore, a stalling of incomes for the poorest households, who once having paid their rent, find themselves with a remainder insufficient for their other living costs. In 1973, households dedicated 17% of their income to housing; in 2013, this rose to 36% of their income simply to pay for rent, even despite housing assistance. This requires an extra budget that threatens some households and leads to an inability to cover other financial needs. Young or single-parent families and individuals (with a single income) are particularly affected by a generational divide; nearly one-third of households are unable to cope with vital expenditures (food and clothing).

Rental prices are so high that 220,000 households in the Île-de-France cannot find solutions within the existing rental market and this includes in the social housing market.

Thus, nearly a million people in the Île-de-France are living in poor housing conditions (social residences, makeshift housing, etc).

Fig. 17 : La hiérarchie des loyers dans l'agglomération parisienne selon les loyers au m² indicés, 2011

Accessible Rents and Spaces Without Exit

This situation is presented in different ways across the greater Parisian territory. The centre of the conurbation, inside the walls of Paris, is indeed where the highest rental prices are concentrated, followed by what can be observed as an evolution of concentric circles around the city of Paris. Nevertheless, there is a stark contrast between the rental market of the Inner Ring in the east and the west. The west clearly shows higher prices, while the east has the same rates as some of the areas in the Outer Ring. These rental prices are explained by something other than their distance from the dense centre of the conurbation. It is more in the nature of this latter rental market that the origin of this disparity must be sought.

For certain sections of the population, who still have a choice in the form of their housing, there is a movement towards the periphery and residential zones. However, the poorest populations remain in the centre of the conurbation and in particular in the north of Seine-Saint-Denis, where all of the aspects of territorial polarisation are concentrated. Moreover, a polarisation from the top is spreading in the west of the greater Parisian territory due to the ever-increasing number of wealthy inhabitants.

Residential mobility is found in the hierarchy of rental prices. A centralisation of wealth can be seen in the centre of the conurbation as well as a residential mobility that remains contrasted. Often populations move farther outside the centre to access the possibility of home ownership and this distancing creates other vulnerabilities, such as fuel poverty.

Impasses Related to Fuel Poverty

The peri-urban area receives populations who are able to choose their forms of housing and who seek lifestyles that makes them dependent on transportation. These lifestyles lead to tenser family situations. The slightest incident in a family's situation (divorce, job dismissal, unemployment) jeopardises its capacity to stay in housing. This tension is tied to the cost of housing and the cost of transportation. These situations lead to less resilience and compound these households' vulnerability to fuel poverty. This affects anyone who spends over 10% of their income in energy expenditures. Therefore, this calculation makes it possible
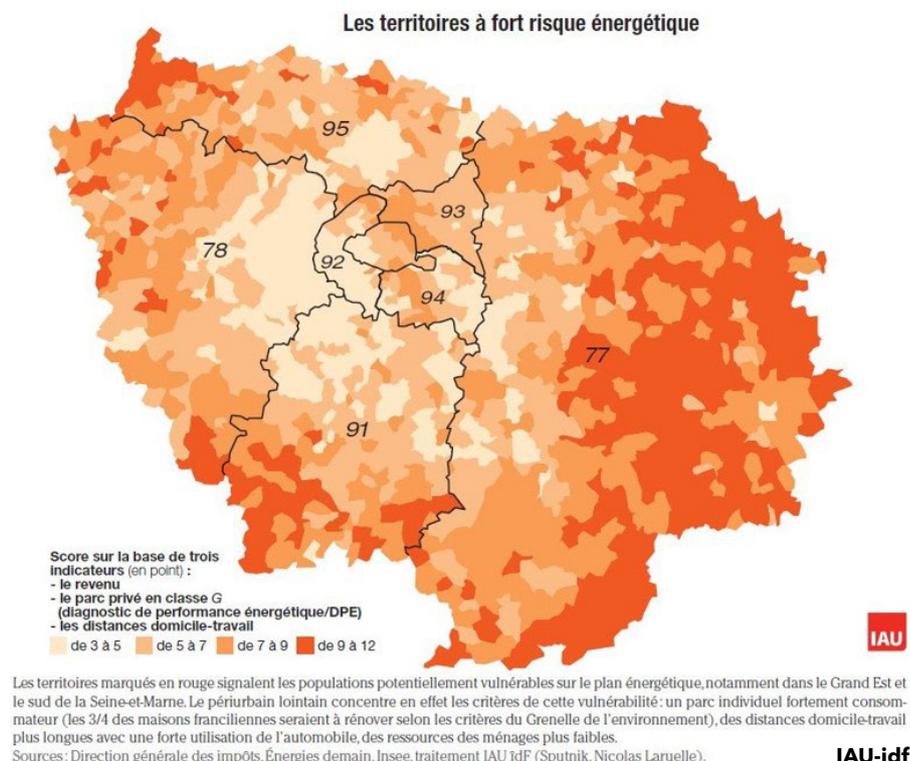
Calculation of Fuel Poverty

Criterion 1: Number of houses with a Class-G energy efficiency label
Criterion 2: Average income amount
Criterion 3: Share of working-age population that travels more than 40 km per day for work

to see if this expenditure exceeds the remaining income allotted for a person's living costs.
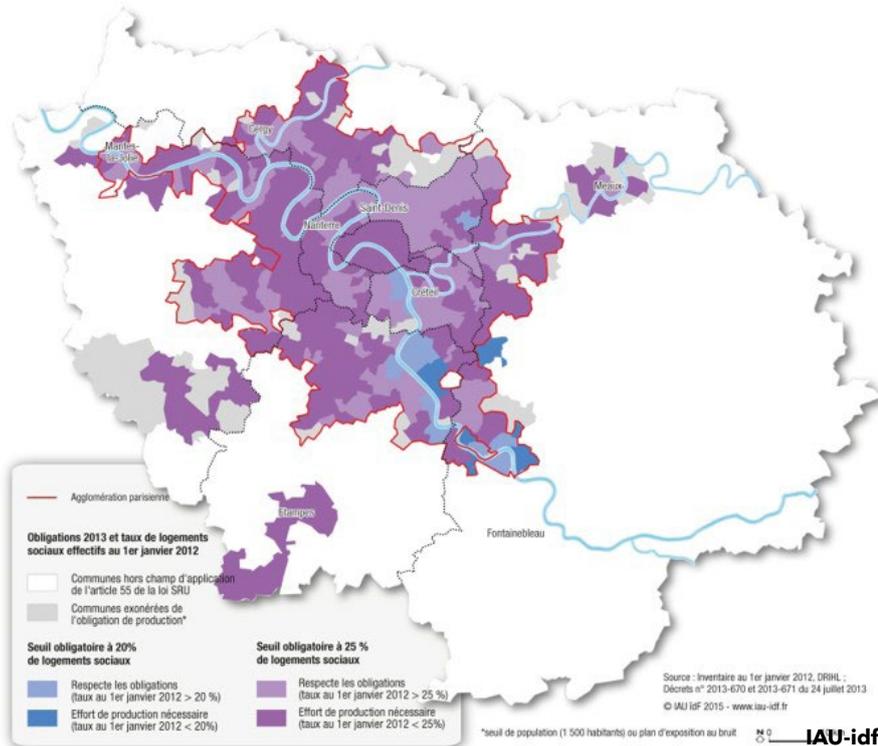
In the Île-de-France in 2014, it was estimated that 360,000 households spent over 10% of their income on energy. By following these criteria, nearly 7.5% of the region's household populations will be affected by fuel poverty. This is a portion of the population that is difficult to identify. Also called the "invisibles of social services" by Lucile Mettetal, researcher at the IAU of the Île-de-France, these are people who are often owners of single-family homes in poor condition, but who are nonetheless considered affluent since they have the opportunity to be owners of their own homes. Regardless of this fact, they remain in highly vulnerable situations since they are also considered among those poorly housed or even among those populations who live in the cold in winter and have difficulties in finding employment, given their isolation.

In the Île-de-France, this phenomenon of fuel poverty is linked especially to the distances from the city centre. The fringes of the region, in Seine-et-Marne and the Essonne, seem particularly affected by this isolation of urban centres. However,

Les territoires à fort risque énergétique

Score sur la base de trois indicateurs (en point) :
- le revenu
- le parc privé en classe *G* (diagnostic de performance énergétique/DPE)
- les distances domicile-travail

de 3 à 5 | de 5 à 7 | de 7 à 9 | de 9 à 12

Les territoires marqués en rouge signalent les populations potentiellement vulnérables sur le plan énergétique, notamment dans le Grand Est et le sud de la Seine-et-Marne. Le périurbain lointain concentre en effet les critères de cette vulnérabilité : un parc individuel fortement consommateur (les 3/4 des maisons franciliennes seraient à rénover selon les critères du Grenelle de l'environnement), des distances domicile-travail plus longues avec une forte utilisation de l'automobile, des ressources des ménages plus faibles.
Sources : Direction générale des impôts, Énergies demain, Insee, traitement IAU ïdF (Sputnik, Nicolas Laruelle).

IAU-idf
Fig. 18 : Territories with a high risk of fuel poverty, (Sputnik with data provided by INSEE)

the Inner Ring, which nonetheless benefits from a close proximity to the city centre, also represents a high rate of fuel poverty. Concerned more by household poverty, as previously stated, the north-east and the south-east also seem to be highly affected by the vulnerability tied to the forms of habitat and the shortcomings of the housing market..

Fig. 19 : Social housing production: Demand in 2013 and the rate of construction completion, 2012.

SHORTCOMINGS OF THE PARISIAN RENTAL MARKET AND FALLBACK PLACES

The Île-de-France territory shows a serious malfunction in its rental market; and the origin of this malfunction resides beyond the simple insufficiency in the quantity of its supply, although it is true that the existing constructions do not meet the demand.

Demands for the Social Housing Market
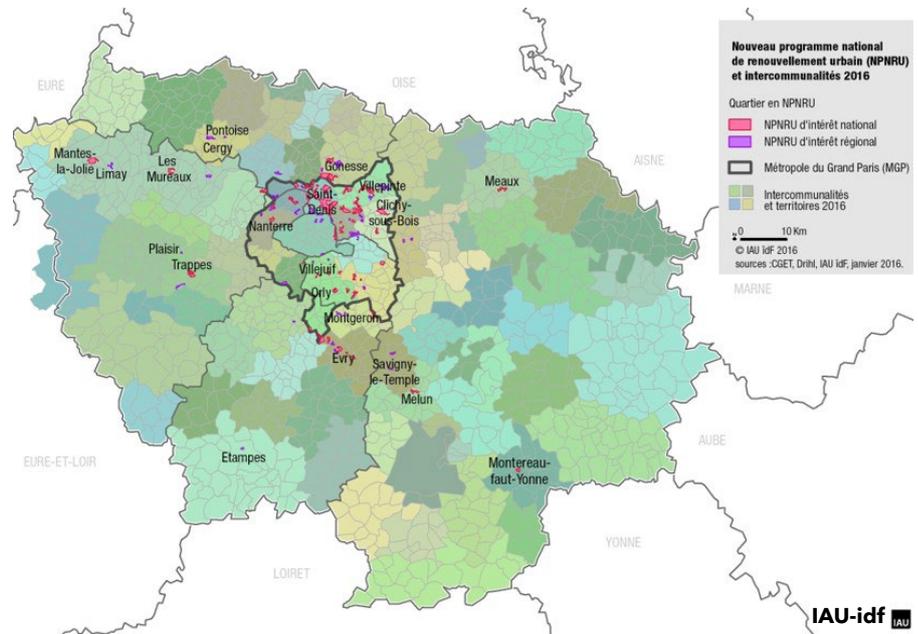
The demand for social housing continues to rise, reflecting the inability of households to find accommodations in the traditional housing market. On 31 December 2016, 679,000 requests were submitted for social housing, of which nearly 70% were from people living in metropolitan areas, even though only 84,000 social housing units are allocated annually. This means that only one out of every eight demands is met across the entire Île-de-France region and only one out of every ten for the Paris metropolitan area. When looking at the profiles of applicants, it can be observed that 71% of applicants correspond to the profile of those most in need of social assistance, that is to say those in need of the lowest rent.

The choice therefore seems rather limited for the populations in need of housing. Even in this social housing market, trends can be seen that indirectly cause a decrease in its supply. The creation of the National Agency for Urban Renewal (ANRU), which focuses on residential areas deemed sensitive urban zones, has improved the living conditions of the people living in these neighbourhoods. The Urban Renewal Programme carried out numerous demolitions, while also seeking to promote population diversity. Nevertheless, the most disadvantaged populations do not have the opportunity to change locations. The programme operates on a basis of maintaining the populations who are already in place, thus preventing the reception of new populations in difficulty.

Fig. 20 : Regional map of neighbourhoods deemed high-priority and NPNRU areas, 2016.
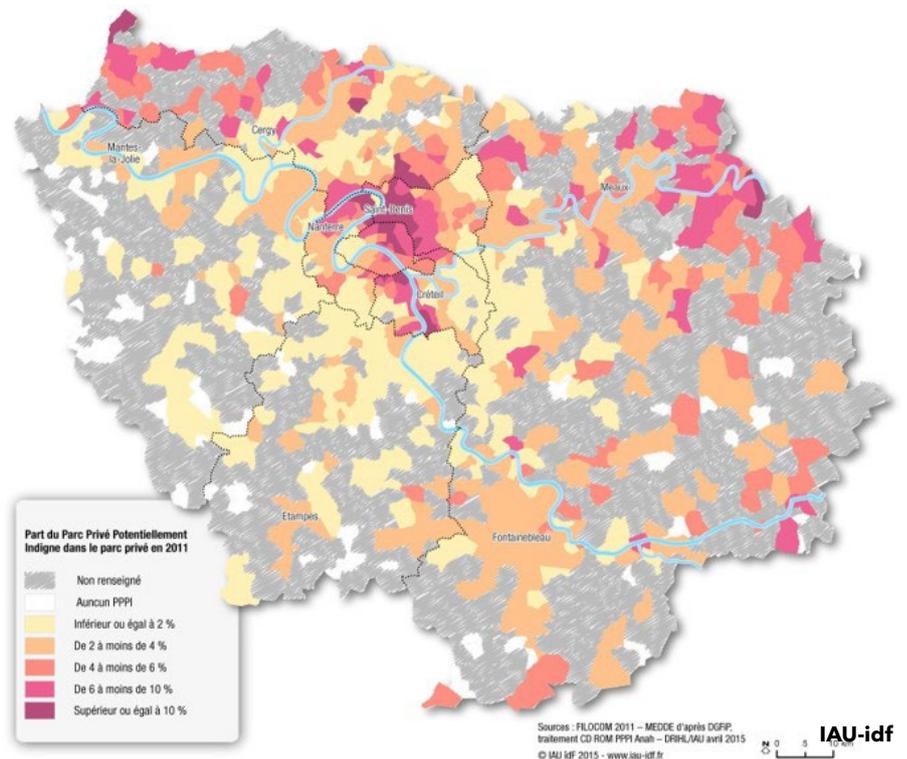
Captivity of the Poorest Households

Despite numerous attempts to diversify the geography of social housing in France as a means to increase its production, rental price levels remain very high. This market represents only extremely low-income housing, which are found in older buildings offering accessible rental prices but that present a significant disparity in living conditions in comparison to more recent buildings. The areas in which this older housing market is located are thus the true hosting territories. In particular, it is this deteriorating housing market that assumes the form of a "last chance" for households in need of housing. Following once more the same geographic distribution, this portion of the housing market deemed potentially substandard is again located across the same territories as those where the lowest incomes and the highest proportion of immigrant populations are concentrated.
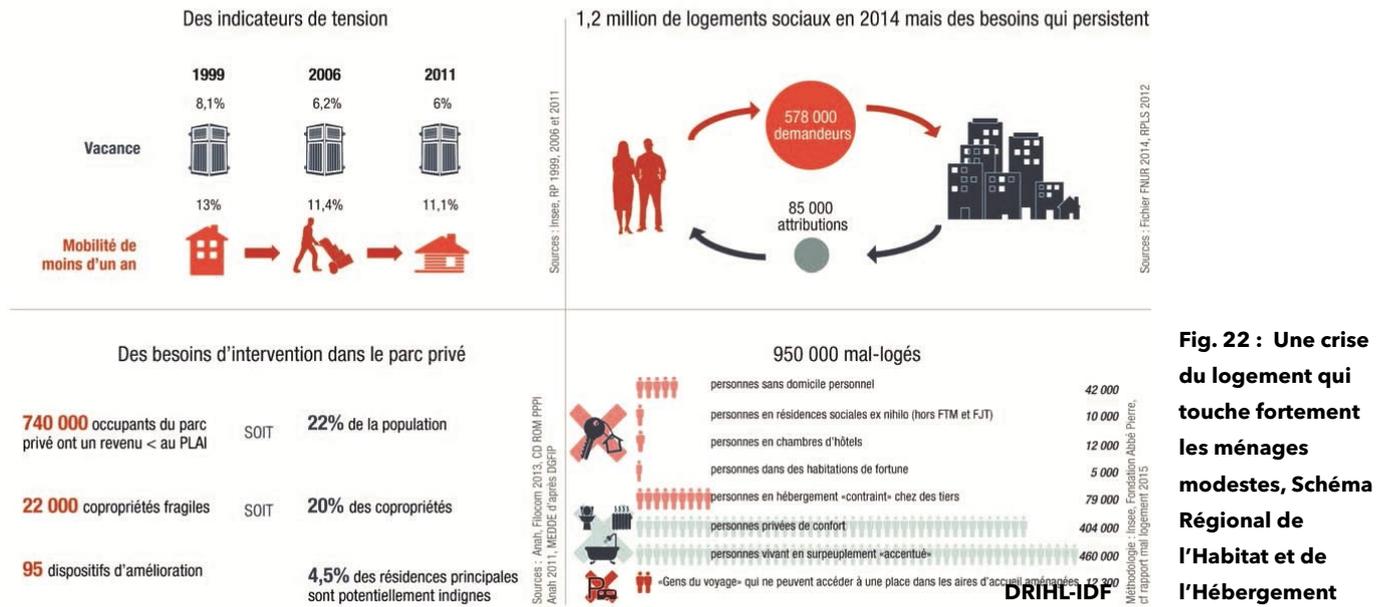
The profile of the social geography illustrates on one side the polarisation of hosting territories, and on the other the fact that some households find themselves captives in terms of the choice of their place of residence. Backed into a corner, the poorest populations are forced to take up residence in areas with a high concentration of deteriorated housing, or even undignified housing.

Fig. 21 : Share of the potentially substandard housing market in 2011.

Backed into a Corner of Poor Housing

Une crise du logement qui touche fortement les ménages modestes

Fig. 22 : Une crise du logement qui touche fortement les ménages modestes, Schéma Régional de l'Habitat et de l'Hébergement

In the Île-de-France, it can be said that a captivity exists, one that is linked to precarious housing; and this captivity is tied to the metropolitan market. Given the high demand for housing, there is an urgent need for accommodations, which in itself is confining. For Anne-Claire Davy, researcher at IAU in the Île-de-France: "This is a market that is practically criminal". Well beyond the simple existence of slumlords, it is the far too lucrative manner in which the market functions that creates a market with only occasional owners, causing there to be no incentive to adapt rental prices or invest in the housing units.
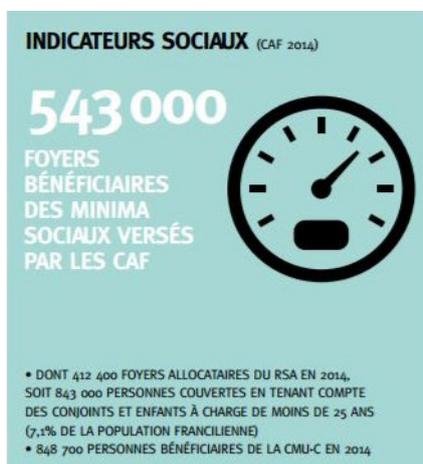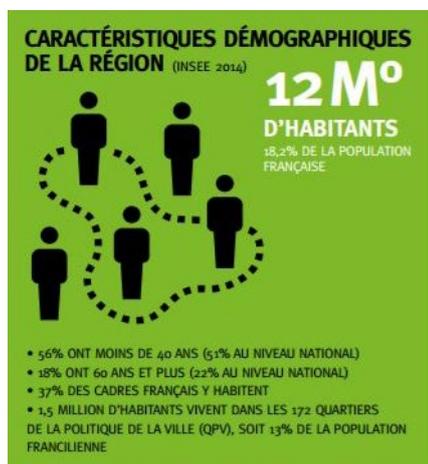
In fact, owners are aware that the shortages in the housing market are what has allowed them to be owners, regardless of their property's state of deterioration. If this state of affairs can also be observed in the dynamics of reception, then a strong tension can also be seen in the Île-de-France that is tied to a metropolitan context. The metropolis wishes to both strive for greater diversity and to develop solidarity for the most modest in its territory. Nevertheless, this apparent utopia must grapple with the reality of a real estate market and also the reality of households urgently seeking solutions.
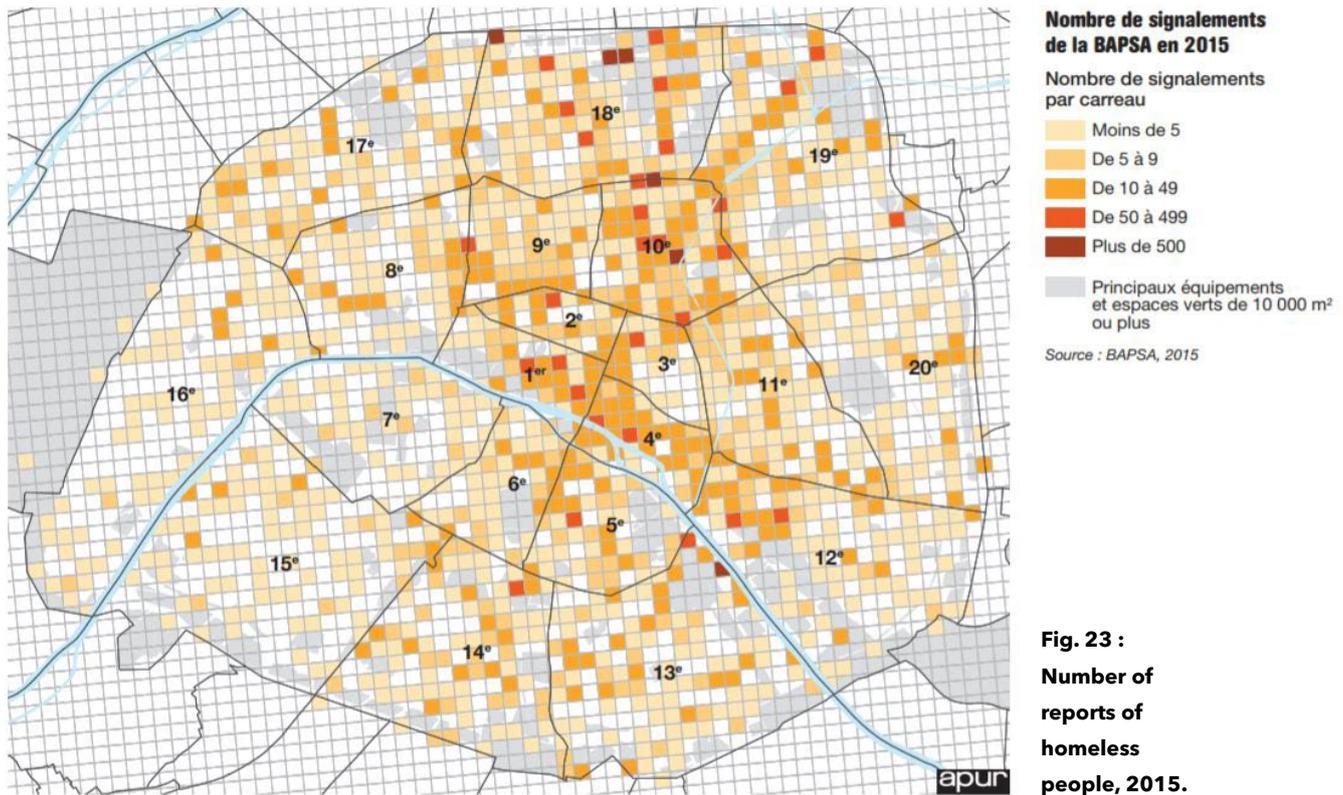
Several Characteristics of Poor Housing in the Île-de-France, According to the Foundation Abbé Pierre

[…] According to the assessment by the Regional Housing and Accommodation Plan in the Île-de-France, there are at least 950,000 people living in a poor housing situation. The construction shortage represents a major reason for the housing crisis that is striking the region in an alarming manner. In fact, there are a multitude of assessments and analyses aimed at addressing the housing shortage to meet the needs of a constantly growing population.

[…] Malthusianism remains the strongest approach to housing production, with the conditions for a construction revival not set in place; nor, unfortunately, are the conditions for ensuring that those with the most modest of incomes have access to a dignified housing situation adapted to their means. A veritable "centrifuge", the commercial housing market selects more than ever its "applicants" according to the solvency of their resources and turns away others to the responses given by the government. As for HLMs (or rent-controlled housing), this market, although important, remains insufficient in meeting needs – both quantitative and qualitative – and it too now makes selections for households that penalise a proportion of those with the most modest incomes. The temporary housing and accommodation sectors have also been forced to select applicants, make them wait, and provide poorly adapted responses. Even more serious, thousands of households can find refuge only through makeshift solutions, unworthy of a region that can boast of having Europe's second highest GDP. And more, there are others, who although have a roof over their heads, are threatened by a pauperization that no longer enables them to pay for their housing.

Fondation Abbé Pierre

CARACTÉRISTIQUES DÉMOGRAPHIQUES DE LA RÉGION (INSEE 2014)
12 M° D'HABITANTS
18,2% DE LA POPULATION FRANÇAISE
• 56% ONT MOINS DE 40 ANS (51% AU NIVEAU NATIONAL)
• 18% ONT 60 ANS ET PLUS (22% AU NIVEAU NATIONAL)
• 37% DES CADRES FRANÇAIS Y HABITENT
• 1,5 MILLION D'HABITANTS VIVENT DANS LES 172 QUARTIERS DE LA POLITIQUE DE LA VILLE (QPV), SOIT 13% DE LA POPULATION FRANCILIENNE

MAL LOGEMENT
950 000
MAL-LOGÉS (IAU 2015)²
• PERSONNES SANS DOMICILE PERSONNEL — 42 000
• PERSONNES EN RÉSIDENCES SOCIALES EX NIHILO (HORS FJT ET FTM) — 10 000
• PERSONNES EN CHAMBRES D'HÔTEL — 12 000
• PERSONNES DANS DES HABITATIONS DE FORTUNE — 5 000
• PERSONNES EN HÉBERGEMENT «CONTRAINT» CHEZ DES TIERS — 79 000
• PERSONNES PRIVÉES DE CONFORT — 404 000
• PERSONNES VIVANT EN SURPEUPLEMENT ACCENTUÉ — 460 000
• GENS DU VOYAGE QUI NE PEUVENT ACCÉDER À UNE PLACE DANS LES AIRES D'ACCUEIL AMÉNAGÉES — 12 000
Précaution de lecture : cette estimation repose sur les données existantes dans les enquêtes nationales de l'INSEE. Ainsi que le montrent d'autres sources utilisées pour cet éclairage, cette approche sous-estime certains phénomènes (personnes en chambres d'hôtel, personnes sans domicile personnel...), mais a l'avantage de permettre des comparaisons nationales.

NOMBRE DE RÉSIDENCES PRINCIPALES (ENL 2013)
5,1 M°
• 49% DE PROPRIÉTAIRES
• 25% DE LOCATAIRES DU PARC SOCIAL
• 20% DE LOCATAIRES DU PARC PRIVÉ
• 6% LOGÉS EN HÔTEL, MEUBLÉS OU GRATUITEMENT

PAUVRETÉ
15%
DES MÉNAGES SOUS LE SEUIL DE PAUVRETÉ
ET VIVANT AVEC MOINS DE 990 € / MOIS (14,3% EN FRANCE MÉTROPOLITAINE) (INSEE FILOSOFI, 2012)
• 645 000 MOINS DE 18 ANS VIVENT DANS DES FOYERS ALLOCATAIRES À BAS REVENUS (MOINS DE 1 021 € MENSUEL PAR UC EN 2013)
• TAUX DE CHÔMAGE (INSEE 2014) : 8,9% AU 4ᵉᵐᵉ TRIMESTRE 2014 (10% FRANCE ENTIÈRE)

INDICATEURS SOCIAUX (CAF 2014)
543 000
FOYERS BÉNÉFICIAIRES DES MINIMA SOCIAUX VERSÉS PAR LES CAF
• DONT 412 400 FOYERS ALLOCATAIRES DU RSA EN 2014, SOIT 843 000 PERSONNES COUVERTES EN TENANT COMPTE DES CONJOINTS ET ENFANTS À CHARGE DE MOINS DE 25 ANS (7,1% DE LA POPULATION FRANCILIENNE)
• 848 700 PERSONNES BÉNÉFICIAIRES DE LA CMU-C EN 2014

SANS LOGEMENT
ENTRE 60 000 ET 70 000 PERSONNES
UTILISENT QUOTIDIENNEMENT LES SERVICES D'URGENCE, D'HÉBERGEMENT ET DE LOGEMENT D'INSERTION FINANCÉS PAR L'ÉTAT (DRIHL, 2015)

Nombre de signalements de la BAPSA en 2015

Nombre de signalements par carreau

- Moins de 5
- De 5 à 9
- De 10 à 49
- De 50 à 499
- Plus de 500

- Principaux équipements et espaces verts de 10 000 m² ou plus

Source : BAPSA, 2015

Fig. 23 : Number of reports of homeless people, 2015.

Paris, the Last Resort for the Homeless

Given the urgency and the lack of available options, an ever-growing population is finding itself with only the streets as a hosting territory. In the Île-de-France region, it is the city of Paris that remains the hosting territory preferred by the homeless.

Studied by the Paris Urban Planning Agency (APUR), the presence of homeless people in Paris has existed for a long time and has evolved with the changes in economic situations and geopolitical contexts. During recent years especially, there has been a greater presence of families within this population, which was formerly comprised of mainly single men. In the same way, there is an ever-growing presence of large families occupying the public space. This "visibility" of the homeless is also tied to the extremely limited size of the city, whose concentration of support services is unevenly distributed across its territory. This distribution of emergency accommodations, community outreach programmes, day centres and so on, helps in identifying the areas in which these homeless populations are concentrated. Following the contrasting geography of the Île-de-France region, their presence rises in the east and north of the city of Paris. The study revealed that the profiles of these populations are people between 30 and 50 years old, and that although they were formerly considered to be exclusively male, these populations have changed considerably to now include more women and children. This landscape of homelessness has been particularly affected by the influx of migrants fleeing from geopolitical contexts such as war, and economic and climatic crises.

These situations of urgency only underscore the glaring presence today in the Île-de-France of the phenomena of exclusion, which must first be understand in order to be able to propose solutions.

Mechanisms of Urban Exclusion

Chapter 3

The purpose of this chapter is not to define all of the forms of exclusion present in cities, or those produced by urbanisation. It aims rather to provide a deeper glance at several forms of exclusion that are produced from the urban setting and urban planning, so as to trace the mechanisms that have led to them.

THE CITY, A FOUNTAIN OF RESOURCES

In the introduction of the report for the Inclusive Cities Observatory, edited by the UCLG in 2008, exclusion is presented as the "separation of certain people and groups from 'normal' society". This definition, which emerged from the belief that certain groups would likely be the preferred victims of exclusion, suggests that this phenomenon of "separation" can affect anyone at any time in their lives. This supposition requires looking beyond cultural and social specificities in order to analyse, in a more global manner, ways of living in cities. This also means examining exclusion as a contingent issue for any individual. Here, exclusion will be considered through the prism of urban resources and this "separation" as a lack of access to these resources for which the causes and mechanisms are many.

Access to Resources

Within cities is where material and symbolic resources, along with social inequalities, history, displacements, risks, opportunities, and an evermore accelerated circulation of people, goods and ideas are concentrated. The city is a fountain of resources through the services it provides; the economic, cultural and environmental opportunities it possesses; and the answers it offers to all of life's needs.

Poverty thus represents an imbalance in the phenomenon of resource distribution and is a sign of the disadvantages that affect certain people. Exclusion, on the other hand, characterises more the relational dimension of this distribution. It is through the stratification of disadvantages for populations that exclusion can be defined. For Laura Colini, an expert on the 'inclusion' component of the European programme URBACT (as referenced in Chapter 1), it is in the context of an "unjust inequality" where this separation of certain people can be studied and which she considers a "mechanism of oppression that creates privilege and privation, inclusion and exclusion..." In other words, suffering from urban exclusion means being denied access to urban resources.

LTHE CITY, A GENERATOR OF EXCLUSION

In this article, it is the possibility of choosing an urban environment to which Jacques Donzelot speaks. The mechanisms that others – such as Sakia Sassen – have associated with the metropolitan transition phenomenon influence the capacity of populations to choose their neighbourhoods. Choosing where one wishes to live does not seem to be a luxury at first glance, but more often than not, the poorest populations find themselves in such situations of urgency that they are forced to accept the few choices that remain to them, regardless of the conditions. Defined here in highly vivid terms by Jacques Donzelot, the polarisation of territories by social categories does not only testify to the market strategies that determine the

> Donzelot, Jacques. La ville à trois vitesses : gentrification, relégation, périurbanisation. Revue Esprit, Ed. March-April 2004.
>
> "While the historical dynamics of the city favoured an aggregation of diverse populations within a single space, we are today experiencing a rupture that corresponds to a threefold movement of separation: the gentrification of prestigious city centres, the departure of the middle class to less expensive and protected peri-urban areas, and the relegating elsewhere of social housing estates. Instead of a single movement that unifies the city's spaces, it is the advent of a city moving at three speeds that we are experiencing: that of the relegation elsewhere of social housing estates, the peri-urbanisation of the middle class who fear their proximity to the 'excluded' of the housing estates, but who have also been 'forgotten' by the elite of 'winners' willing to invest in the process of gentrification in the former centres."

rental market's supply, but it also is a sign of the basic social phenomenon of the exclusivity maintained by different social groups. These mechanisms, working at the different speeds of the city, raise basic questions of: Do we have a choice in our host territory? Do we have a choice in our neighbours and our neighbourhood? Can me move over the course of our lives, following

the changes in our households? What are the possibilities for each individual and how can these be promoted to create cities together? How can a place be given to the informal and to the inventiveness of each individual?

ACCESS TO HOUSING

Housing represents one of the most basic resources of a city and its access remains one of the most important factors of exclusion in metropolitan areas. Access to housing in France is a complex and comprehensive system, which seeks to respond to the needs of all social categories. Financial assistance services exist, tied to household incomes they are constantly evolving. Despite the significant construction of housing in recent years, the number of housing units remains much lower than the demand. Accessing social housing requires an average wait of seven years. In the meantime, families must find other solutions (which will be addressed in the following paragraph). Concerning commercial rentals, they are now regulated in Paris by the ALUR law of 24 March, but they remain only a slight solution to the problem.

Fig. 24 : Screenshots from the documentary A l'Abri de Rien, by Samel Bollendorff and Mehdi Ahoudig, production by Textuel la Mine [online]

Undignified Housing: Diverse Situations

• Among the 4 million people inadequately housed in France, few are truly without a roof over their heads. The housing that affects these people are ones that do not sufficiently meet their vital needs. This is therefore considered "undignified housing" or substandard housing.

•

• Among the dwellings considered substandard, two very different criteria for this inadequacy can be identified. On the one hand, there are unfit locations, whether due to their construction or their usage, that have become homes while not having undergone the transformations necessary for this evolution: garages, cellars, attics, cabins and annexes that are rented out by owners seeking additional income and which take on the role of makeshift accommodations. On the other hand, there are formal dwellings that have become undignified through the process of deterioration. These forms of housing are mainly distributed in the housing market of deteriorating, old buildings in council estates and with poor management. The council estate properties testify to a process of urban segregation and are pauperised even more by their occupation and sometimes by the unscrupulous practices of landlords :

• Old Faubourg-style housing (the most widespread section)

• Lead poisoning (deterioration tied to health and different time periods)

• Deteriorated council estates with social housing occupation

• At-risk subdivisions: without social services, status, comfort, maintenance, facilities, or planned public spaces (resulting in consequences at the urban scale)

• Cabins and shacks: It is necessary to distinguish between those for whom this is a choice and those who are reduced to it.

The Spiral of Degradation in Deteriorating Council Estate Properties

by Anne-Claire Davy, researcher at IAU–Île-de-France:

Three contradictory cycles can be found in deteriorating council estate properties:

• The technical cycle: the obsolescence of technical components in buildings that are over thirty years old leads to reinvestment demands.

• The generational cycle: which leads to a replacement and pauperization of the population

• The urban and sociological cycle: which induces risks of lessening appeal. Some types of housing, especially those constructed between 1965 and 1995 have seen a loss of interest by the most solvent populations: residences far from public transportation, formerly valued at a time of "all car"; or buildings that today seem outdated. For that matter, there are also "energy leakers" that are becoming increasingly expensive to heat. Many households only heat their homes during certain hours or certain days in order to avoid expenses that they cannot pay.

These cycles operate on "price scissors" since one of these cycles can lead to another and so on. This creates a spiral of degradation as the slightest incident in a household's situation can trigger this self-sustaining phenomenon: "Those who have the means leave council estates and, little by little, it is only those who have no other housing solutions that remain."

Factors that Lead to Housing Becoming Undignified

The deterioration factors that create substandard housing are many. The most common factor is that of the deterioration caused by unscrupulous landlords during the dividing up of a building. In such a case, it is difficult to detect the presence of substandard living conditions as they do not appear on the façade, and since numerous human factors are involved it is uncontrollable.

Visible Informal Housing

There are many other types of housing that produces forms of exclusion: isolation, stigmatisation, and so on. Unlike inadequate housing, informal dwellings are more visible, sometimes representing cultural practices or specific politics. These types of dwellings can take the form of squats in the city, shacks and caravans, camps, or slums, among others.

These forms of occupations, within limited and specific territories, take advantage of the margins of the "normal" city. Such dwellings, which have always existed, can result from a temporary or permanent choice of nomadism for some or as a last resort

Cendrine Bonami Redler

Fig. 25 : "De baraque en baraque, voyage au bout de ma rue", Editions la ville brûle, 2014
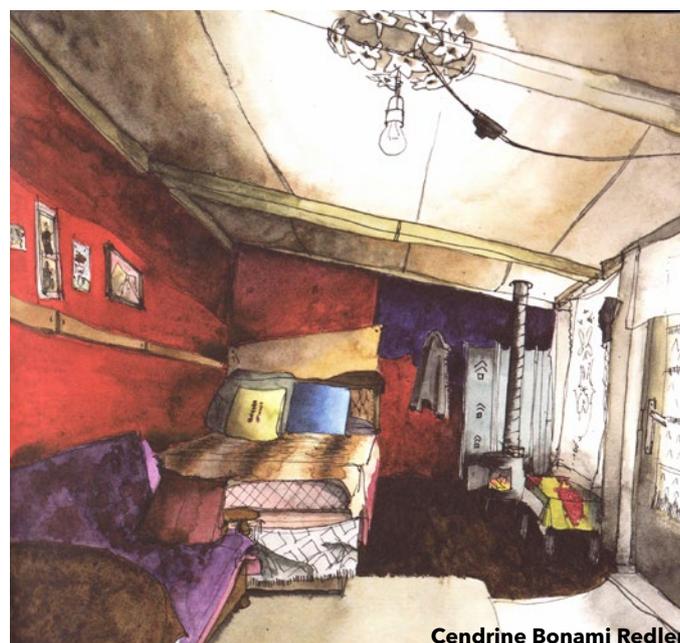
Fig. 26 : RMN-Grand Palais (MuCEM) / Franck Raux

for others. "Shanty towns" (makeshift encampments) are the most recurrent form of this type of informal dwelling and are part of a history of mass migration. Their development is tied to an accumulation of people arriving within such a short time frame that it would have been impossible to create a sufficient rental market for them.

In the 1980s, the massive construction of housing led to the belief that the era of shanty towns had come to an end, however they have returned since the early 2000s due to growing urbanisation and the uncontrolled arrival of migrants. The Délégation Interministérielle à l'Habitat et au Logement (DIHAL), or the Inter-ministerial Delegation for Housing and Accommodation, announced that there are between 15,000 and 20,000 people living in makeshift encampments in France today. Changes in housing policies and the creation of set standards for housing now prevent the presence of visible informal dwellings and lead to a loss of "non-standard" habitats. Nevertheless, this type of non-standard housing remains a rental market like any other, especially in a context where the standard rental market cannot meet the needs of everyone. For Anne-Claire Davy, talk of eradicating shanty towns or undignified housing cannot be undertaken as long as there are no solutions for meeting the needs of those for whom this answer remains a last resort.

Cendrine Bonami Redler

Fig. 27 : "De baraque en baraque, voyage au bout de ma rue", Editions la ville brûle, 2014

MECHANISMS OF URGENCY

Capacities and Limits of Temporary Accommodations

This type of accommodation provides provisional and temporary transitions for the people concerned. For Anne-Claire Davy, an entire "social hotel" initiative is developing and has expanding in recent years. Social hotels are furnished hotels or hostels that respond to a major demand in the heart of the conurbation. They provide reception to families with children (who have been evicted from their homes or are fleeing domestic violence, without resources after a divorce, seeking asylum and so on) whose current living conditions create difficult situations. However, it is impossible to cook in these establishments or receive guests, and families are divided among several rooms, or even several hotels. A high price is also applied to social services, and the humanitarian organisations that supervise these populations and provide these services do not participate in upgrading the establishments. More than often, building standards are not respected and are hidden below a "fire-resistant" surface. That being said, "the issue of renovating this [type of accommodation] comes from a public health standpoint and the need to preserve a source of reception for the poorest populations in the heart of the conurbation" (Anne-Claire Davy, IAU). There are nevertheless many other mechanisms of emergency accommodation beyond that of social hotels, including migrant worker housing facilitates and numerous agencies as well as sometimes uncoordinated solidarity movements that participate in this offer of a bare minimum of comfort. (See appendix 1: Housing measures in the Île-de-France).

The administrative situations are distinct according to the populations concerned. Public agencies as a whole are not intended to be limited to housing, but often have a "social assistance" component for individuals and families, addressing such matters as the access to rights up to the access to permanent housing. However, the lack of fluidity within the entire system of services, compounded by the lack of suitable housing, results in lengthy and complex administrative procedures for single individuals and at-risk families. These administrative procedures hamper access to a sustainable solution for housing in too many cases and contribute to breaches, periods of returning to the street, makeshift dwellings and reliance on third-party housing. These situations bear the sign of a major instability across the territories, a form of institutional itinerancy that undermines access to rights and responses to fundamental needs. Here, housing reveals its limits. "Being housed means to have a bed and to be able wash oneself," say Pascale Joffray and Lauréline Guilapin. The right to housing means to be able to choose one's own home. The questions that are raised concerning the access to housing are the following: Do you have a roof over your head that protects you? Are you safe? Can you build your every-day life in a stable and serene manner?

"What is it to have a home if not to have one's own roof for a sufficient and pre-determined amount of time, to make a place where one can enjoy some liberties of existence, to be the actor of one's daily life, to be able to welcome whomever one wants and to live together with one's neighbours without constraints?"
Pascale Joffray and Lauréline Guilapin.

ACCUMULATION OF FORMS OF PRECARITY

While housing remains a key issue, it is also intrinsically tied to other needs. There is a spiral of precarity that is created, of which housing is a catalyst. As mentioned in Chapter 2, housing is a resource, but it can also become a source of significant expense, especially when it is substandard or undignified. The twofold problem of fuel poverty finds its source in the state and situation of a home. The energy expenses, whether they be for transportation or for energy costs directly related to the home, can become a handicap to anyone whose income is low.

In the same way, the link between employment and housing no longer needs to be proven and anyone who no longer has financial resources finds themselves at risk of not being able to pay their rent. If their inability to pay their rent puts them in the street, then the absence of an address leads to additional difficulties in finding employment and so on. The very specific situation of homeless people, called Sans Domiciles Fixes (SDF) in France, represents mechanisms of exclusion; in fact, this situation is one of the last stages of all of the mechanisms of distancing resources, and this applies to those who live in the very centre of the city. For Julien Damon, an expert on the social issues tied to those who are forced to take up residence in the streets, the homeless are not "a clear-cut population, unwonted with distinctive traits; these are people who are part of the general dynamics of disqualification, disaffiliation, abandonment, loss of status, etc." This condition of homelessness represents, for him, the extreme hardship of poverty and exclusion. It seems to glaringly encapsulate all social problems, while also being an especially urban issue. At the intersection between urban challenges (housing, planning, police…) and social challenges (assistance, integration, social transfers…), the people who reside in the streets are living a daily experience of the street that cannot be understood by most.

For Pascale Pichon, sociologist, three forms of experiences of the street can be identified: "living on the streets, in the streets and of the streets".

These experiences of the street are not at all similar. Living in the public space as if it is one's home, as if it is the roof intended to protect oneself, is a situation that leads to tensions within urban life and usage. "Living in the streets" is a limited experience for Pascale Pichon, who sees it as when one adopts a complete urban life and renounces private life. This also means that the street becomes one's sole support system, with one living off the resources it offers. This condition represents an urbanity in peril, since the whole of these fundamentals – having a home, mobility and citizenship – has broken down. All of these experiences connected to the street belong to the single and unique experience of necessity. In a way, it is as if being laid bare, in the city.

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Fig. 28. : Des illusions comiques, Editions Critères, 2015

Levalet

Irish Refugee Council   **Fig. 29.**

REFUSAL OF LEGAL STATUS

The final stage in the mechanisms of separation remains the refusal of being accepted into common law. For anyone entering or has been in the territory for several years, being without "papers", that is to say without legal authorisation to build their lives, remains a factor of exclusion. For asylum seekers in France, they are able to know after a period of 9 months if they will be authorised to work or not. They must have obtained a temporary work permit upon presentation of a promise to hire or a contract of employment. During this period, these people find themselves waiting. They are thus without papers and cannot work. In the inclusive city are there solutions for these people that prevent them from being isolated, so that they can work and take care of themselves?

Asylum is the protection granted by the State to foreigners who are at risk of being persecuted in their home countries. Under the name of asylum, there are two forms of protection:
• Refugee status
• Subsidiary protection status
OFPRA, France's asylum authority, has sole justification over granting these statuses in France. Temporary protection is a special status decided upon at the European level during mass influxes of displaced populations.

(Appendix 2, page 88).

Obtaining the "droit commun" is a legal status that provides legitimacy for people to be in a territory and to be able to claim rights there. In theory, this abstract status seems to create a condition of distancing one from urban resources, but in this case it is the necessary condition for one to leave the streets and become a citizen. The origin of any city is in being the place of politics, as illustrated by the thinking of Aristotle, and more recently Hannah Arendt who defined it as "the space in-between" people. This space between people is a public space, a political space, and a space of being in society. If we leave the street, we are thus able to regain our place in society. In numerous langagues, "citizenship" and "citizenry" include the same term : "city". It means that, to be a citizen is, somehow, "to be part of the city". This status as an urbanite is the first step towards building a life in the city.

To learn more (in French) :

French government website regarding work permits for asylum seekers:

Drivers of Inclusion Through...

Chapter 4

This section addresses the drivers that can generate inclusion. Each concept or driver presented below is defined by a brief introduction, before being illustrated by existing projects in France or in Europe.

MUTABILITY: THINKING ABOUT PHASES OF THE CITY AND URBANITY

Planning – creating a framework – tends to prevent the flourishing of possibilities, always uncertain, but nonetheless indispensable and necessary for community life in a city. It is up to us to reimagine organisational frameworks that are no longer limiting, and which, to the contrary, open the doors to creativity. The urban mutability that we define as a city that can "welcome change and promote possibilities" represents a position, a paradigm that comes to complete the shortcomings in urban planning in terms of the future and this project. It raises the question of whether territories are capable of rapidly changing with the needs of the populations they are receiving. In this context, it is particularly associated with the concept of inclusive cities. When the future is seen as an uncertain period and when, through a value scale, the present becomes seen as the richest period – the producer of all that is possible – then mutability comes to reexamine the unpredictable and the present time.

Mutability is a way to speak about temporalities by articulating the notions of urbanity, the informal, transversality, otherness and acceptance. One of its objectives is to think about cities that can welcome the poorest populations who are in transitional situations, moving from one place to another. For social and economic reasons, among others, mutability concerns as much the ephemeral use of a site as the creation of a structure that is built over time, or even the hosting of one function over another because the demand presented itself and

the supply allowed for it. That said, mutability goes beyond its spatial standing: its form is not essential, it is the manner in which it takes form that is interesting.

It is a question of inventing new ways of constructing cities, while holding onto this omnipresent notion of building together and for others. Henri Maldiney once said, "the spatio-temporal experience draws man into a horizon of encounters". Therefore, if mutability is supposed to lay claim to a principle, it would be this one: that the process of creating cities is the opportunity to work together.

We propose several conditions to put this into practice, which we summarise here as three major themes: (1) welcoming change, (2) accepting uncertainty and (3) sharing a collection of inventiveness. In concrete terms, this requires a set of principles to be implemented, partially or totally, such as the development of a framework and meta-rules that adapt according to the teams and projects: temporary occupations that make it possible to satisfy local needs, experimenting with possibilities, the transformation of multi-purpose sites with the aim of producing a better cohabitation of rhythms, and so on. One of the challenges is to improve the cohabitation of times and spaces, which remain highly disjointed in the organisation of cities. And the present time, seen as the period of time being experienced by inhabitants and users, is essential to take into account. It is the time of the current moment – of life – and it is often forgotten by the stakeholders of cities. Or if not, it is the time of problems and urgency.

As for uncertainty, it has become a dominating principle in city planning. And rather than being considered as an impediment to decisions, it needs to be understood as a structuring element, one that makes it possible to test situations and share everyone's interests in the decision-making process. Lastly, local initiatives form essential elements for bringing life back to territories, stimulating collective intelligence. Calling on the engagement of citizens is a form of exercising the right to the city, an element that has been forgotten or imposed in the construction of our territories. Experiments are invented by necessity across the four corners of the world, but often the means for creating such a force face those of major developers. We are expanding on several forms of mutability: spontaneity, programmed, and so on. Each presents various interests depending on the projects to be put into place. Urban mutability is strongly tied to the construction of inclusive cities, it can serve as a basis for their implementation.

Fig. 30.

Nantes and the Plan-Guide of Alexandre Chemetoff

Nantes is a city in the west of France, 60 km from the sea. It was a port city that saw all of its shipyards close in 1987. Faced with this phenomenon of abandonment and deindustrialisation, the city has reinvented new ways of doing things. Nantes is not a city that relies on city planning, but is known for being pragmatic – knowing how to adapt. In 1999, the city launched a call for projects and the team of landscape architect Alexandre Chemetoff was selected as the winner, it was at this time that they created the architecture agency Atelier de l'Île de Nantes. For their project they reinvented the notion of a master plan for the site of the former shipyards all the way to the Île de Nantes, an island that while being in the very centre of the city had been isolated until then. This Plan-Guide, a wordplay on master plan in French, is above all a working method – a map that does not fix anything in place, but rather moves the path along. It is updated every three months, was presented in a public forum, and is permanently on exhibition.

An inventory of the existing sites was plotted in a highly detailed manner, serving as a foundation for the future project, but also, and moreover, as a collective memory to be shared. This is one of the main strengths of the project. The Plan-Guide then defined the basic outline of the public spaces and a rather broad production process allowed many private and public stakeholders to participate in the project. The production process was developed gradually, adapting to demands, while also being monitored by the committees of Atelier de l'Île de Nantes and SAMOA, the city's development company. The flexibility of the production process was accompanied by temporary occupations of the space, making it possible to experiment the unthinkable. Les Halles Alstom became, between 2003 and 2013, an emblematic site for this type of project. It hosted associations, start-ups seeking inexpensive rental space, as well as SAMOA, who shared in the on-site experience. This place has

Fig. 31.

now cleared the path for this area to be a neighbourhood of creation, an international reference. This project, innovative in its scale, made it possible to imagine new ways of making cities.

The Hospitality of Territories

In a historical perspective, the word hospitality means "the free or charitable hosting of the poor, travellers, in free and charitable convents, homes and hospitals." In the Middle Ages, the notion of hospitality appealed to the register of Christianity, of which one of the three theological virtues is charity. In the 16th century, the word reappeared with a very different sense, inspired by antiquity, becoming a "reciprocal right of protection and shelter". This reciprocal right of protection therefore took on a contractual dimension. Today, the Robert French dictionary defines hospitality as "the action of receiving at home, welcoming with grace". Nowadays, hospitality is used as synonym for welcome and reception.

However, hospitality refers more to the domestic sphere and points to the act of receiving family or friends, rarely strangers. Today, this notion of hospitality reappears with a new dimension that goes beyond that of the domestic: there is now the question of territorial hospitality. It is constantly being analysed as it seems insufficient. Although associated with the idea of openness, hospitality is called upon much more in situations of closure and borders. Hospitality comes from the sphere of giving, of loosely felt obligations, in the register of moral virtues. It is a notion that involves a relationship of trust. Thinking about the hospitality of territories or a territory is to consider reception as a requirement of openness. That said, hospitality questions the policies of cities in their capacity to receive and to reject.

To learn more (in French):
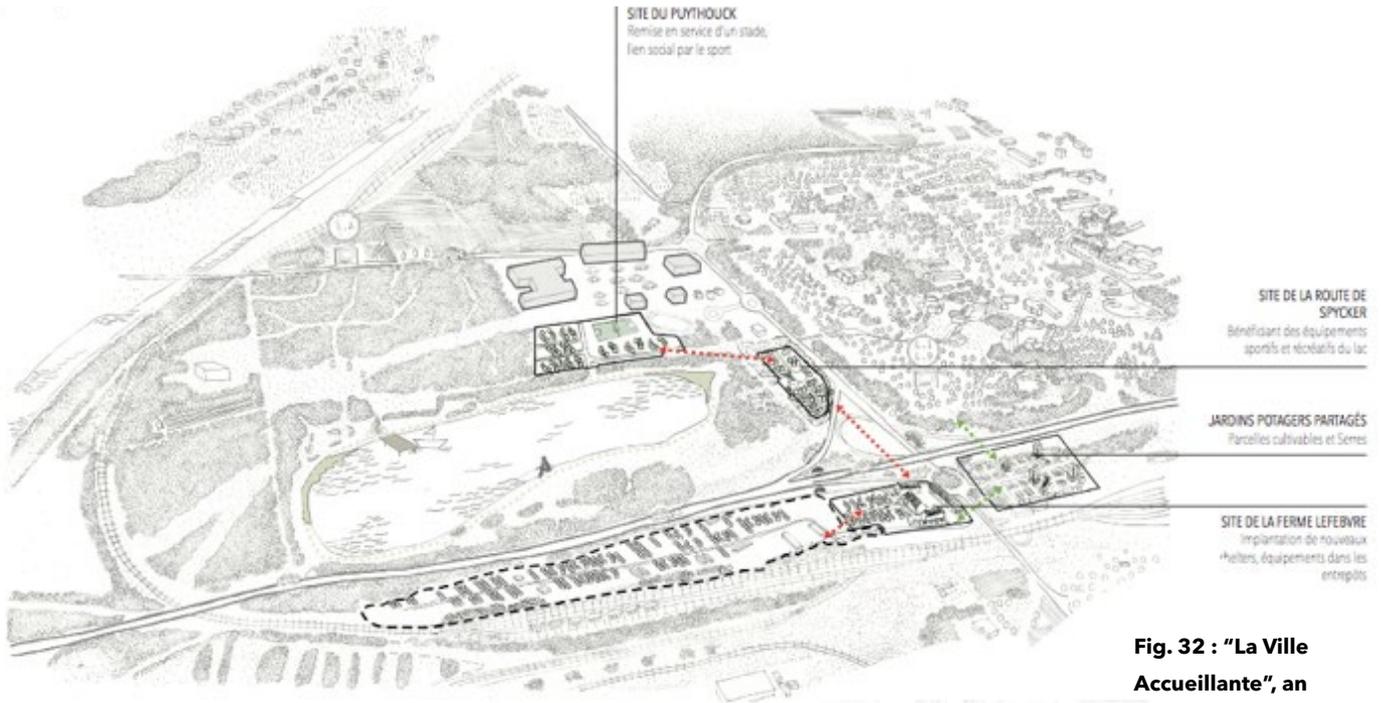
DELEGATION A LA POLITQUE DE LA VILLE ET A L'INTEGRATION DE PARIS, « La ville, lieu d'accueil et d'hospitalité »

Anne Gotman, La ville, lieu d'accueil et d'hospitalité ? Le partage de l'espace en Île-de-France, December 2011

"To be hospitable is to make place for the other, it is to open one's house to a stranger, in the strict sense of the word – a stranger to the nation, a stranger to the economic city, a stranger to the organisation."
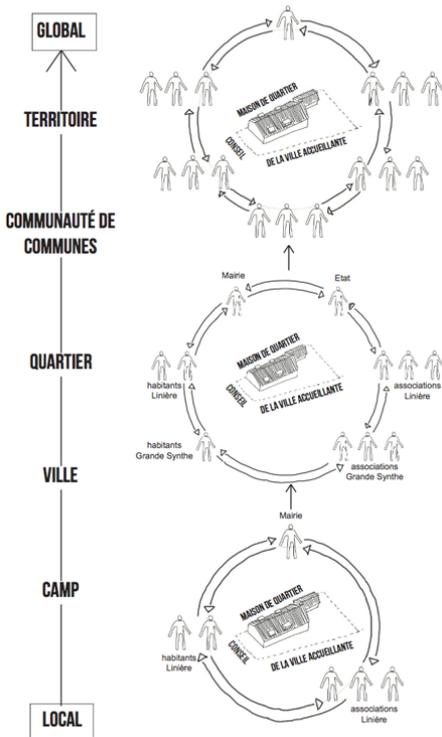
Hospitality requires a place for welcoming others. Very often, this space becomes the only place where one has the right to be: hospitality is therefore associated with encirclement, confinement, and so on.

"If everything is organised for hospitality, well then it is no longer hospitality. Constructing reception areas for travellers, buildings 'for' and exclusively 'for', is to make a place for them, certainly; but it is this place, and not another. Either these spaces will become more and more exclusively 'for', or this aspect of hospitality will gradually be erased..."

SITE DU PUYTHOUCK
Remise en service d'un stade,
lien social par le sport

SITE DE LA ROUTE DE
SPYCKER
Bénéficiant des équipements
sportifs et récréatifs du lac

JARDINS POTAGERS PARTAGÉS
Parcelles cultivables et 5emes

SITE DE LA FERME LEFEBVRE
Implantation de nouveaux
+helters, équipements dans les
entrepôts

Fig. 32 : "La Ville Accueillante", an action research project by Association Actes & Cités and AIR Architecture

CRÉATION DU "CONSEIL DE LA VILLE ACCUEILLANTE" DANS LA MAISON DE QUARTIER

Pour aller plus loin :

Association Actes & Cités

"La Ville Accueillante" in Grande-Synthe

Through the work of the association Actes & Cités and the AIR Architecture agency, the action research project "La Ville Accueillante", or The Inviting City, has been financed by Plan Urbanisme Construction Architecture (PUCA) and the City of Grande-Synthe since spring 2017. An inviting city is, for them, a city that would be able to accommodate populations in mass, all while avoiding the saturation of its hosting capacities. It would also be a city that is resilient, since it would be able to endure the fact that these people would then leave. Their research and project on the city of Grande-Synthe, in the north of France, is based particularly on the migrant camp known as Linière. This space has been improvised as a reception centre for people wishing to transit to England. The question that is being raised by "La Ville Acueillante" applies to this refugee camp where the city's mayor consciously and generously wishes to act. The committed stance of these architects, artists and other professionals is to recognise the urbanity present across these sites by encouraging and maintaining urban spaces and shared places, through the support of French and British associations, amid and around the emergency housing structures installed by humanitarian organisations. The structures themselves, wooden shelter units, become the foundation for adaptions since they remain open to DIY efforts. The project of "La Ville Acueillante" can thus be summarised as going beyond the condition of the "camp" and thinking about resilient reception areas that would make it possible to offer shared spaces and participatory processes that draw the features of a real urban fabric, here where one would not normally see an encampment.
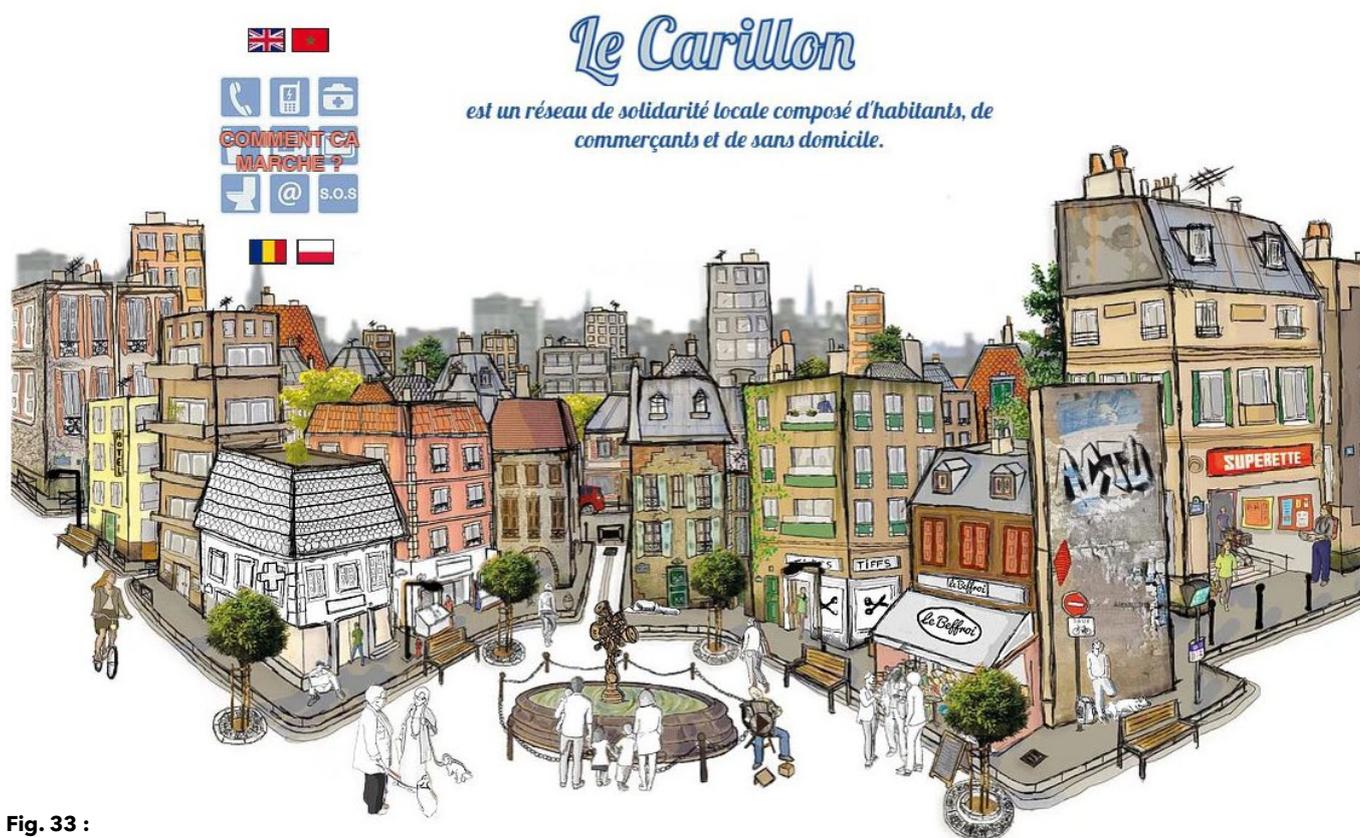
Fig. 33 : Homepage and logo for Le Carillon

To learn more (in French):

Association Le Carillon

Le Carillon, a Network of Solidarity in the City

Le Carillon presents itself as a solidarity network. Its aim is to create links between homeless people, shopkeepers and inhabitants. The objective of Le Carillon is to promote a change in how the people living in the streets are viewed and to bolster citizen initiatives, whether they be by shopkeepers or their clients. The association calls on everyone to participate in anyway they can. The shopkeepers can join the network and display the logo of the association on their storefront. The homeless then know that it is a business where they are welcome and where they can benefit from a list of services such as using the toilet, making a phone call and receiving a glass of water. As for the area's inhabitants, they can also join the association and contribute by offering to distribute cards to people in the street that enable them to obtain a hot meal for example. Le Carillon seeks to be a palliative measure for isolation and the feeling of rejection suffered by people living in the streets. The association tends to attack the impediments that exist today in the building of social links – such as the lack of communication, the fear of the unknown and the feeling of being powerless by those who would like to help – by working through a model of engagement.

Transitory and Temporary Urban Planning

Transitory urban planning is on the rise in contemporary planning practices. By making use of vacant land and buildings – such as deserted lots, was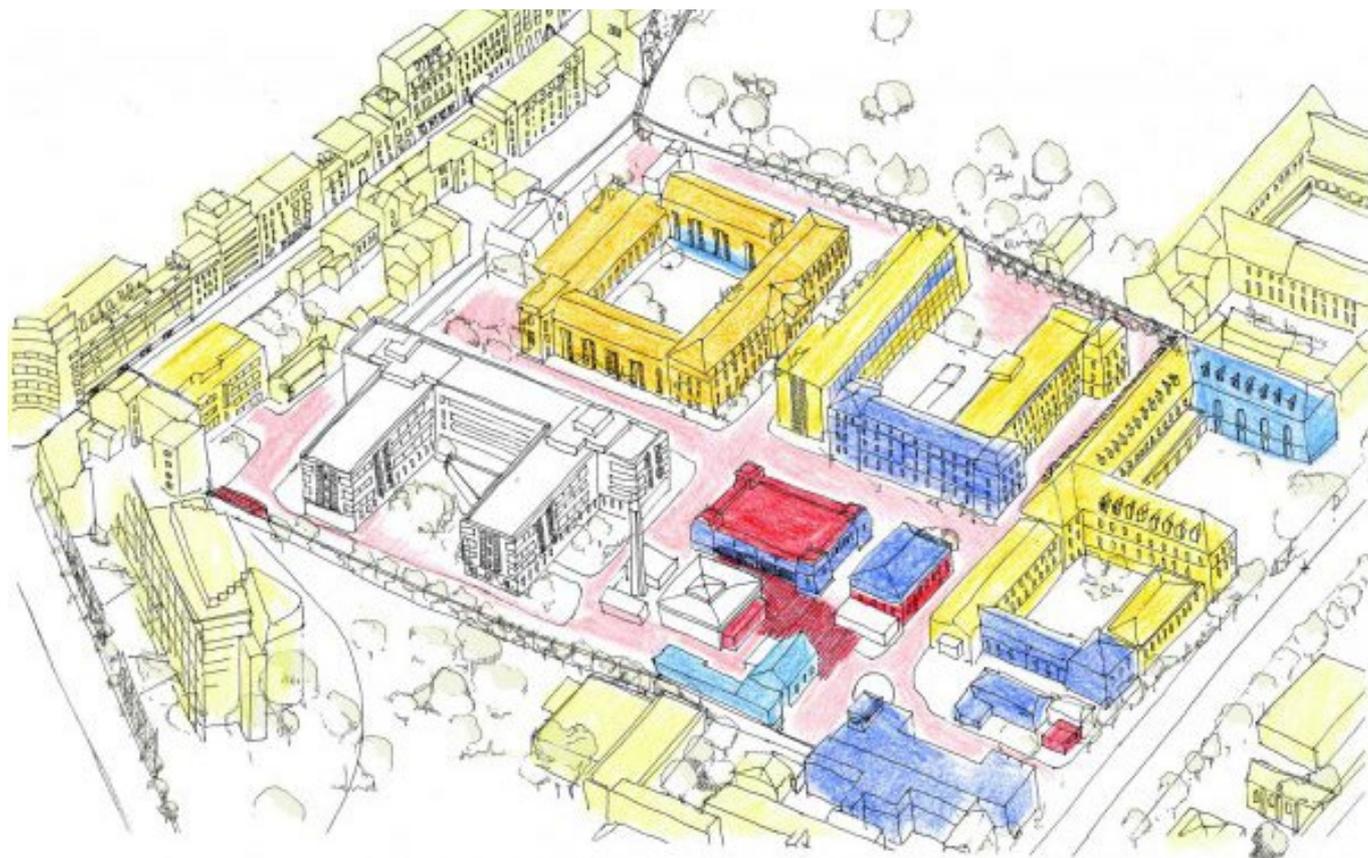telands and structures waiting to be demolished – transitory urban planning takes advantage of the long development periods to offer provisional occupation. They are more or less the same type of occupations as those for squats or illegal dwellings, except that they are based on agreements with the property's owner and most often assume an artistic and/or social dimension as well as clearly presenting themselves as being only a provisional response.

In the Île-de-France, these initiatives have spread remarkably in the last few years given the price of real estate, the extension of the planning and development period (up to ten years) and the value-creation opportunity that these projects represent for the land being used. In addition, the Île-de-France region encourages the support of these initiatives by regularly launching calls for projects for financial assistance investments in transitory urban planning projects. Helped in particular by the evolution of urban project methods and the rise of digital practices, these vacant spaces can now be located and their owners contacted. Digital platforms such as those of Plateau Urbain or Belle Friche have opened a market and set upon simplifying relationships, being the intermediary between the different actors. A genuine market for the temporary is developing in France and abroad and is leading to the creation of new professional practices in the field of real estate.

However, numerous criticisms are also being raised against temporary occupations of spaces awaiting their final assignment, in particular against temporary artistic organisations. For Sébastien Thierry, political scientist and coordinator at the Pôle d'Exploration des Ressources Urbaines (PEROU) in the Île-de-France, these organisations are often referred to as "urban entertainment", which serve to "keep squatters away, at least in areas where there is a high pressure for land". He emphasises: "Dupe or not, the artist becomes a tool for neutralising the territory. To involve him first is the best way to put into place a development policy for which cities do not always have the means, especially at the moment when they should be preserving their lands."

Fig. 34 : Les Grands Voisins by Plateau Urbain urbain

Space Vacancy Management at Les Grands Voisins

Les Grands Voisins is a large-scale temporary occupation project in the heart of the 14th arrondissement of Paris, led by Aurore, an association for the emergency housing of poor people; managed by Plateau Urbain, an association for temporary occupations; and animated by the association Yes We Camp. This three-party organisation has been installed on the site of the former hospital Saint-Vincent-de-Paul for the last several years and offers a wide range of uses within a neighbourhood defined by the former walls of the hospital.

Housing poor people, hosting associations and businesses tied to the social economy, bolstering the presence of artisans and creators, as well as sharing tools and workspaces; it is a complete set of functions that Les Grands Voisins offers within grounds that are public and open to all. Lasting until December 2017, this site is considered to be the largest temporary occupation project in Europe.
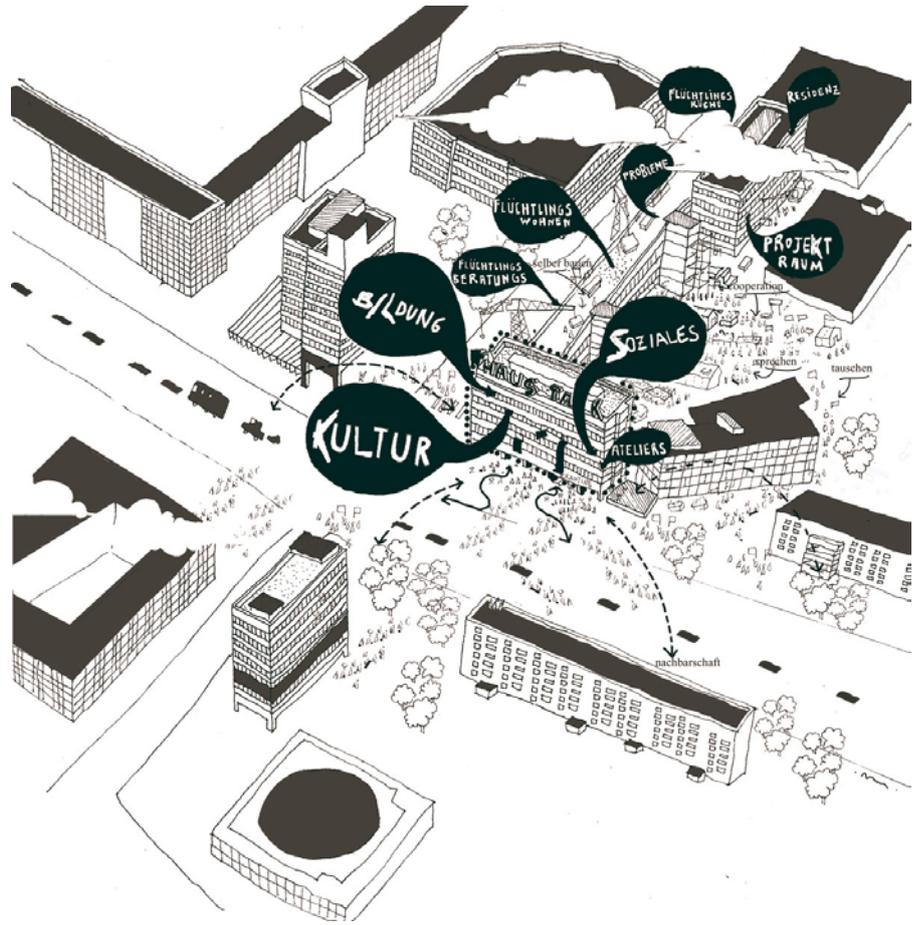
To learn more (in French) :

Les Grands Voisins

Association Aurore

Association Plateau urbain

Association Yes We Camp

The House of Statistics in Berlin, an Initiative by Raumlabor

The House of Statistics is a building located on the Alexanderplatz in Berlin that has been unoccupied for over eight years. The House of Statistics initiative, in coordination with the district of Mitte, emerged following the results of an investigation proposed by the Senate to look into urban and environmental development on the Alexanderplatz. Since the investigation highlighted the need to design new practices for this heritage building, the project intends to establish a new public centrality.
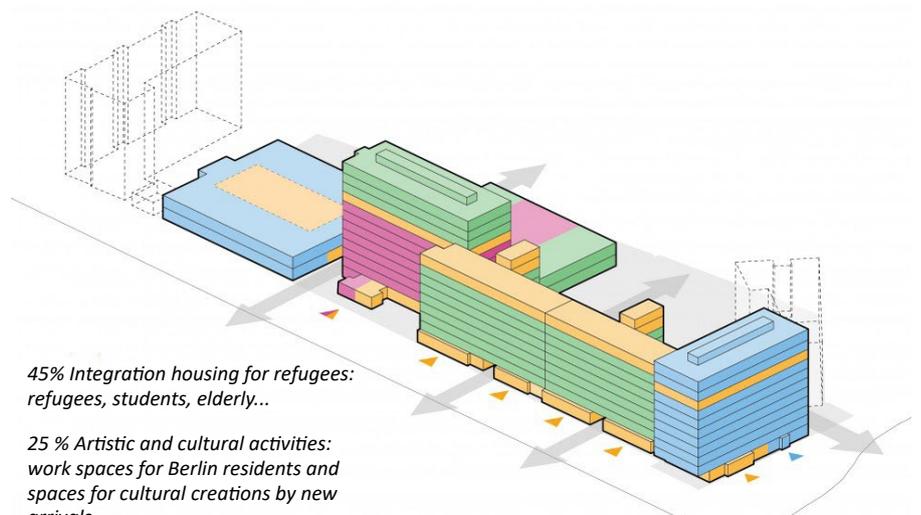
The Haus der Statistik will offer, at the price of utility costs, nearly 40,000 m² of social and community housing for refugees, students and the elderly. In addition, workspaces and gathering spaces will be offered for artistic, cultural and educational activities. The goal of this project is to establish synergies through the help of micro-initiatives and to integrate its populations into a rapidly changing neighbourhood in the centre of Berlin.

To learn more (in French):

Haus der Statistik

Collectif Raumlabor

45% Integration housing for refugees: refugees, students, elderly...

25 % Artistic and cultural activities: work spaces for Berlin residents and spaces for cultural creations by new arrivals

20 % Training and education: integration projects and training for refugees

10 % Culture and exchanges: spaces dedicated to events

Fig. 35 : The House of Statistics led by the association Raumlabor

Cities Own Resources

Cities are full of their own resources. Beyond resources for inhabitants such as expertise, cultural practices and social organisations; cities inheriting the effects of consumer society are filled with materials left behind, buildings pending assignment, wastelands and the abandoned; which create as many possibilities as there are prospects for action. Amid diverse landscapes, and given the opportunity left by open spaces and the mobilisations of inhabitants and civil society, the public space is one of the key resources unique to the city. Considered here as simply "a concrete space for practices and usages that establish forms of co-existence", based on the definition by Pascale Pichon; the public space appears as a place of possibilities, even if resources are lacking. The traits of these public spaces respond to numerous imperatives, whether they be for the people who are only passing through, those who are leaving, or those who are staying. For the homeless, public urban spaces offer material and symbolic spaces for survival (see Chapter 3).

Public spaces are also the foundation for the exploitation of the urban landscape and this exploration requires a paced approached. The inclusive modes of appropriation, in hopes of being accessible to all who aspire to them, must also be presented by different rhythms, allowing everyone to also access them. As journalist and writer Paul Ariès explains: "A shared society cannot be a slow society, but how can this slowness be managed?" Could it be simply the slowness needed to design new models, the slowness of sharing and exchanging, or the slowness of discussion and negotiation? The public space appears to be a privileged site for the slow pace needed for inclusion in cities.

Cécile Mattoug   Fig. 36

To learn more (in French) :

La Résidence Sociale

Plaquette de présentation de la Ferme des Possibles

"La Ferme des Possibles" in Stains

Located a few hundred metres from Paris 8 University, on a former fallow plot of land, La Ferme des Possibles, or The Farm of Possibilities, is a project that serves as a research and meeting centre led by the company NOVAEDIA and motivated by a dynamic of social economy. This space, installed in the heart of a block between residential zones and a large urban renewal area, aims to create and animate a centre for territorial integration and economic cooperation around urban agriculture. The purpose of this project is based on the professional integration of vulnerable populations and the bringing of awareness to inhabitants and businesses of alternative production and consumption modes. It is a place of production, training, experimentation, recreation and awareness-raising in the very centre of a neighbourhood facing multiple social challenges – conflicts, trafficking of all kinds. The site is open and offers activities around an organic garden, as well as hosts salvage areas on a 12,000 m² plot of land, of which 2,000 m² are dedicated to educational activities. The project's goal is to create twenty jobs in vocational reintegration. .

The Informal and the Unconventional

Today, construction is a highly regulated activity and its drastic safety regulations prevent numerous attempts at hybridization and experimentation. In this sense, urban planning and architecture are disciplines and expertises that are also regulated and subject to rules that ignore many human, material and technical factors that cannot, themselves, be restricted to established norms. For architect and researcher Lauréline Guilapin, it is important not to forget that "architecture remains far more than its homologation by norms and legislation, it is an experience of the necessary, that of a roof, and the shared fabric of society". In taking literally the human necessity that anchors every act of building, architects and builders are able to see vast fields that can respond to certain needs in the transcending of rules and norms. Architect and professor Pascale Joffroy states that it is necessary "to recognise informal habitats as a strategy of opportunity on the part of its vulnerable inhabitants..."

It is the conventional approach to create projects rather than question the informal, even more so than the qualifying of outcomes. But it is in the act of doing and in the result of the work that the informal remains an inexhaustible source of experimentation. Within this context, the informal cannot be anticipated, it is the actual reflection of any need and the result of the means left to any budding builder.
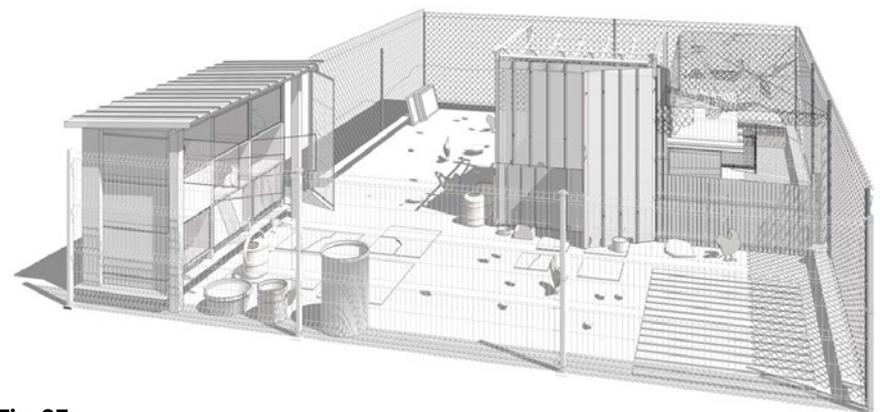
"Throughout the world, self-building demonstrates the capacity to be a driver of individual redeployment... Throughout the world self-builders live, in the strict sense of the word, by adapting, from day to day, their habitats to their needs."
– Pascale Joffroy

Bioclimatic Chicken Coops and Hutches by Agence Internationale

In this project of a chicken coop and hutch in Quimper, Catherine Rannou of Agence Internationale examines practices of self-building. Claiming that it is an ethical, political and economical choice, Catherine Rannou considers that resourcefulness and the sharing of knowledge and know-how are the key features of these forms of informal construction.

This unconventional practice results from "inventions of necessity, assessed for their 'intelligence in approach'", where the choice of "regularising the informal" requires the adoption of modes of representation. It is by taking a new look at figures of formal architecture through 3D designs and precise copying that Catherine Rannou is able to see the qualities of these constructions. Her commitment allows for the reimagining of the role of the

Fig. 37 : Quimper, 2016

Agence Internationale

architect in a "letting go" where the limits between the roles of inhabitant - architect - author - builder seem to disintegrate.

"It is a matter of examining the informal habitats and whole neighbourhoods that can be constructed despite the legal and restrictive normative environment of our developed societies."
Catherine Rannou

Fig. 38 :
Projet « Jeux d'enfants »

Système B comme bidonville

To learn more (in French):

Association Système B comme Bidonville

"Jeux d'Enfants" by Système B, Comme Bidonville

Système B is an association of architects, self-builders, journalists, students and teachers. Système B, Comme Bidonville aims to help people learn about and respect bidonvilles (shanty towns, makeshift camps): their social utility, their living conditions and their inhabitants. But it also works to defend and protect them by applying and increasing the rights of makeshift camps; expanding their acceptance by the public and their possibilities for existence; and thinking about and working towards their improvement with those who construct them and live in them. The project Jeux d'Enfants (Children's Games) was designed by its initiators as a response to the needs of the children in a makeshift camp in Marne-la-Vallée. Although the camp's school had been demolished, following a decision by the town hall, the association drew out of this destruction the opportunity to create games while spending a day during the holidays with the children of the camp. A zip line was thus built, by using the former school's wall of tires and an improvised swing in the middle of the trees. The time to construct it brought together the children, parents and architects, who joined together to give back a place to the children.

... THE ACQUISITION OF AUTONOMY: THINKING ABOUT THE PHASES OF LIFE AND HUMANS

Safety and Protection

Among the drivers that promote the inclusion of individuals, protection and safety figure among the most essential elements for the report on inclusive cities by the UCLG. The need for safety and security, to a large extent, pushes people to live in society and to find others to protect their physical and mental integrity. The feeling of security contributes to well-being and health within a group of which we are a part. Being secure means having access to resources that allow us to protect ourselves in cases of adversity. These resources include, among others, shelter from the elements and protection from health risks; access to hygiene and necessary care; and access to privacy and rest.

O Topos Mou, a Solidarity Pharmacy in Greece

The O Topos Mou project is a citizen initiative taking place in the regional unit of Pieria in Greece. It is a group of donors from abroad who finance this project with the objective of helping Greece since the start of the financial crisis. These citizens have chosen to support o topos mou (our place). Their projects include six components that have been developed gradually through the years. In the beginning, the association offered medical aid to poor families who could then be treated free of charge. However, many of the families could not afford to pay for the drugs prescribed to them, so the association created a pharmacy. This pharmacy collects unsold and donated medicine in different countries in Europe. After being registered in a digital database, the drugs can be requested in each solidarity pharmacy. Then, the association set up a grocery without intermediaries by offering products at affordable prices. Finally, the association has recently begun to help children with their school work, provide food for small tasks, and organise a Christmas solidarity market to collect funds and donations.
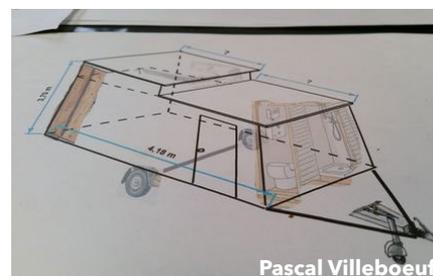
Fig. 39 : "O Topos Mou" Project

To learn more (in German) :

Association KIKAF

Fig. 39 : Photos from the article published in Le Parisien on 1 March 2016

Pascal Villeboeuf

To learn more (in French) :

Article published in le Parisien

Association le "115 du Particulier"

A Village for the Homeless in Villebéon

Since 2012, a village for homeless people has been created by an resident of Villebéon, a former homeless person, in his garden. Dozens of people without shelter have thus found refuge in this village in the south of Nemours, in the Seine-et-Marne. This was originally a personal initiative by Brann de Sénon, but it has since been grown into a community initiative called 114 du Particulier. Quickly, the association created a professional integration centre. The co-director of the association has launched a workshop to construct mobile wooden cabins, which he considers is an "alternative solution between the street and sustainable housing". These little 9 m² wood cabins are built on metal frames coming from old caravans.

"Our village will serve as showcase for the construction of other more elaborate mobile cabins, equipped with a little kitchen. There must be a solution to the lack of emergency rehousing. And housing is the solution for offering a start to the integration process for the homeless. This is the problem most often faced by social services."

– Brann du Sénon

Fig. 40 : Evolution of the Base de Vie from 2012 to 2014

http://uncampement.fr/

The Base de Vie in Ris-Orangis, By the Association PEROU

The work of the association Pôle d'Exploration des Ressources Urbaines (PEROU) is an activist work for Roma families living in makeshift encampments in Ris-Orangis and Grigny. Between 2012 and 2014, after the eviction of the camp that was in place, a rehousing project using ALGECO trailers was set up, allowing families to resettle. Following that, the association PEROU and other volunteers accompanied these families in the installation of their homes, enabling them to decorate and organise the trailers and to make them their own.

Today called the Collective of Roma Ambassadors, the people invested in this project accompany families, who wish to do so, in their legal and administrative endeavours, such as enrolling their children in school for example. These residents working to help these needy families also accompany them in the opening of bank accounts, in registering for transportation cards,...

To learn more (in French):
Association le PEROU

Blog du projet porté par le PEROU à Ris-Orangis

Recognition and the Power to Act

Dans toutes les sociétés, les bIn all societies, ethnic mixing and mobility leads to an increase in diversity. This great human wealth is a reserve of knowledge and experiences, just as it can appear as grounds for discrimination. To settle somewhere is to seek one's place despite one's differences. The search for social and cultural recognition is a process of individualisation that involves equal opportunities on the one hand and the feeling of human dignity on the other.

In the vast majority of countries, paid work seems to be the essential key to having access to resources and to enabling individuals to become full members of society. Stable incomes make it possible to pay for basic necessities and to create a home, to enjoy social security or a status. Employment provides individuals with self-esteem and a sense of personal dignity, owing to being able to take charge of oneself, while also being a jointly responsible member of the society to which one contributes

by paying taxes. It is nevertheless important to consider employment in a larger sense: the completion of tasks has an end, a utility and/or a social recognition and its objective to seek profit can also be replaced by other incomes. Thus, in the Third Sector – the social economy – there are opportunities for generating activities that can promote inclusion through the existence of alternative paths in accessing income, and which are also means of subsistence.

Fig. 41 : Blog for the association "Ouvriers du Monde"

Ouvriers Workers of the World, Open Letter to Architects

This letter addressed to architects and students of architecture served as a proposal for a meeting and project for creating housing. Written by the inhabitants of Foyer de Procession, its contents include the words of 250 Malian, Senegalese, Algerian and Moroccan workers protesting against the transformation of their building into a "social residence" based on current norms.

"... Life is long and wide, there is always a problem coming out, to the right or the left. When this problem arrives, if you are alone, if your idea manages to find a way through, then you can be saved. Otherwise, your entire

life falls apart right there, and that can push men or women to the point where they abandon their jobs and commit suicide. The consequences for housing? We must live in places where, if there is a problem, we must able to speak together [...] We push friendship to the forefront: we must have a place where we can spend a moment with people, where we can speak with others. Even if this place is small, it provides a very big space [...]

Some of us are construction workers. Builders. We don't have money, but we have the strength to work, as labourers or in many other trades. We are pleased to send you this request: that of creating the first home carried out by the workers

of the world themselves. We know that today there is no pre-prepared path for realising such a singular project. But we have confidence in the solidity of our idea, as well as in the force that could open a new alliance between architects, theatre artists and the workers of the world to push past the obstacles and to create a field of invention necessary for this grand project."

Loger le pauvre, l'immigré, le demandeur d'asile, edited by Pascale Joffroy. Except from the magazine D'architectures, n°251.

To learn more (in French) :

Association des Ouvriers du Monde

Mitglieder des Vereins Unternehmer ohne Grenzen machen auf das große Sommerrätsel aufmerksam   Foto: Neschki

Fig 42. Newspaper article on the association Unternehmen ohne Grenzen, Billstedt Wochenblatt (29 March 2012). Article: Neighbourhood shows what it is to be good-hearted (in German).

« Entrepreneurs sans frontières » à Hambourg

This project was carried out in Hamburg, within the difficult economic context of the neighbourhoods of St Pauli and Wilhemsburg, where the concentration of immigrants is high. In 2002, the city-state of Hamburg launched a financing programme called "A City in Full Growth", which selected the project of Unternehmen ohne Grenzen (Entrepreneurs Without Borders). Since 2004, this organisation has been offering consulting services to help resolve the everyday difficulties faced by entrepreneurs and small-business owners. This creation centre, similar to a business incubator, offers individual assistance, seminars and debriefings on legal, fiscal, legislative and social issues. It also organises gatherings that bring together entrepreneurs and potential backers. The quality that makes it unique is that it offers services free of charge in the primary language of the directed group (Turkish, Russian, English, Spanish and French). This competence enabled the organisation to quickly become one of the representatives speaking on behalf of the communities on issues related to migrant populations, as well as allowing it to study their development possibilities as entrepreneurs.
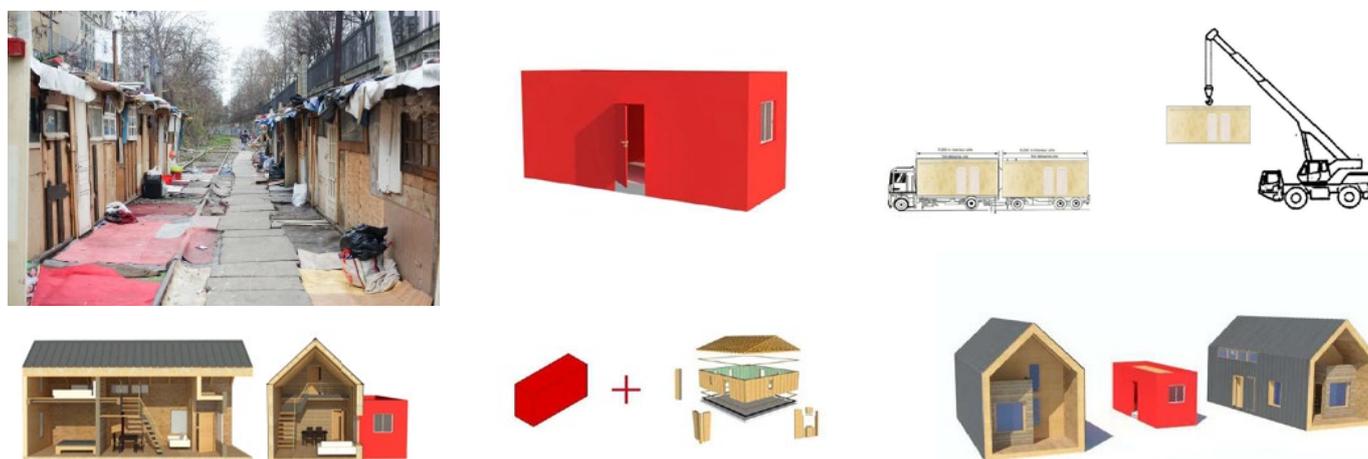
To learn more (in German):

Association des Entrepreneurs sans Frontières

Education and Training

Being a part of society implies knowing, at least in the broad sense, its modes of communication, and having the necessary knowledge to understand and find one's place in the different spheres of social and professional life. Knowing a society means knowing its social codes of communication. The learning and relaying of this information requires spaces of expertise and knowledge, and the access to these spaces is what determines many factors of inclusion.

These spaces where one acquires skills and training are not only classrooms, but can also take on many other forms. However, their main object must remain the following: to give people the opportunity to live and develop independently in society. The educational function must therefore be present in all forms of these spaces, but with the guarantee of a common educational foundation that ensures the transfer of basic knowledge to every person. These spaces then allow for the learning of social codes and basic communication (language, know-how...), but also the access to culture. This access to culture must not be simply observed as a process of assimilation, but also as the means of opportunity to express one's own culture. Education provides access to the transfer of the core values and common social codes of society.

Fig 43. : Project of linked houses, Actes & Cités

Linked housing in the Construction-Training Site of Actes & Cités

This project, led by the association Actes & Cités, was established in the makeshift encampments of Porte de Clignancourt with the objective of promoting self-building. The purpose of this project of logements-passerelle, or linked housing, is to accompany inhabitants in attaining housing of their own thanks to movable modular units. The inhabitants participate in designing the units and are involved in the construction of their unfinished sections. A construction-training site has been set up by the association and allows its inhabitant-builders to integrate into the construction project where they will be trained during the building process. In parallel, they learn French and other necessary skills required on building sites. Through this project, the inhabitants are brought under common law (legal recognition) and obtain certificates that then allow them to look for employment. The housing units include a standardised modular unit, which however offers specificities for organisation, such as a central stove that defines the living area and a large room that can host several people. There is also the option of a loft, which makes it possible to accommodate children. The modular unit can be moved, whereas the self-built portion is thought to be de-constructible. The principle behind this project is to learn through constructing and de-constructing, in order to follow the life cycles of materials as they go through the recycling process.

To learn more (in French)
Association Actes & Cités

Habitat and Society

In all forms of society, isolation is a barrier to inclusion. Maintaining links and belonging to many social networks – virtual or human – that support quality relationships is an essential factor that can be linked with income levels, education and well-being. Social relationships provide the essential asset that is information: practical information, useful in different areas of life in society. These relationships constitute true social capital, which creates or reinforces strategic values, such as confidence and solidarity, and facilitates the functioning of all other aspects of life. Moreover, access to the political dimensions of social life also represent an essential driver for demanding "to socialise" with those who surround us.

Among the immense varieties of needs that this implies, the most essential is the capacity to take one's time to peacefully become part of a social environment, which means that permanent housing is an important key. Access to these networks and information is also a major driver, as well as the capacity for social mobility and political mobilisation in all forms of activity. Lastly, access to material resources and well-being represent a final essential factor in attaining autonomy and a quality of life necessary for inclusion.
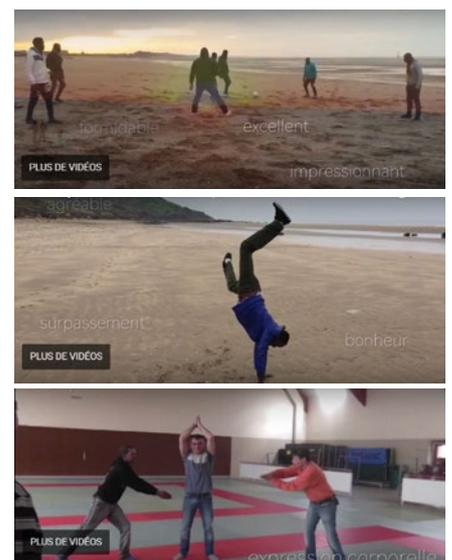

Fig. 44 : Screenshots of the promotional film Un ballon pour l'insertion in 2016

Sports, a Factor of Social Inclusion

The Pôle de Ressources Nationales – Sport, Éducation, Mixités, Citoyenneté (PRN-SEMC) is an agency in France under the direction of the Ministry of the City, Youth, and Sports. One of SEMC's principles is the promoting and supporting of sports activities that advance social inclusion. This agency supports initiatives at several levels (community, city, regional, etc) that are invested in helping people suffering from extreme social inclusion by involving them in sports. This support can take the form of weekly sports instruction to anyone who asks for it, the insertion of a team of sports instructors in structures that support teens, among others. Short trips and some lasting several weeks are also offered as "remobilisation trips". Based on the observation that people in at-risk situations have a distant relationship with their bodies and do not take care of themselves, the sustained practice of physical exercise improves feelings of self-esteem and creates a space of socialisation where financial means are not a consideration. These shared moments become the occasion to break down social isolation and to develop relationships of solidarity.

To learn more : :
Le SEMC

Association Kotti & co

The Social City of Kotti & Co, in Berlin

The neighbourhood association Kotti & Co has existed for nearly six years in a social housing district at the entrance of Kottbuss, Kreuzberg in Berlin. Its activities are divided into several objectives, but they all fall within the urban context of this social housing district. This gathering of the neighbourhood's populations originated as a protest against the rise in rental prices that would have forced many to move, including people that had lived in the neighbourhood for decades. This first mobilisation led to a gathering of people around issues related to social housing, but also to migration, since the neighbourhood has for many years been a place of reception for Turkish populations. The people in this neighbourhood claimed the right to maintain their cultural diversity. In 2012, the inhabitants built a wooden pavilion in front of their housing estate and named it Gecekondu. This space is a place of political information, debates, exchanges and sharing of cultural and social activities. During the last few years, their commitment as enabled them to keep the populations in place – in the housing estate – and to produce regular cultural and social activities.
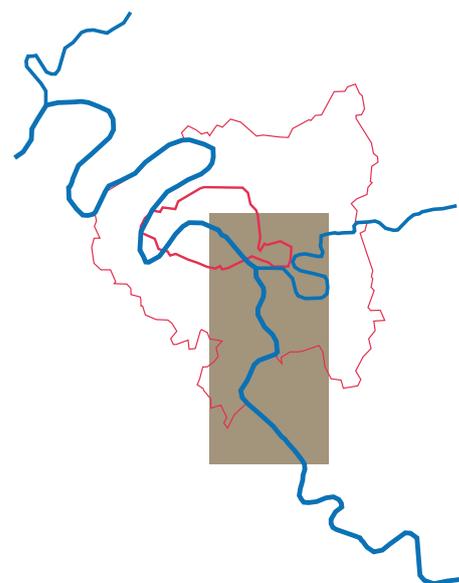
To learn more :

Association Kotti & co

**Fig. 45 :
Association
Kotti & Co**

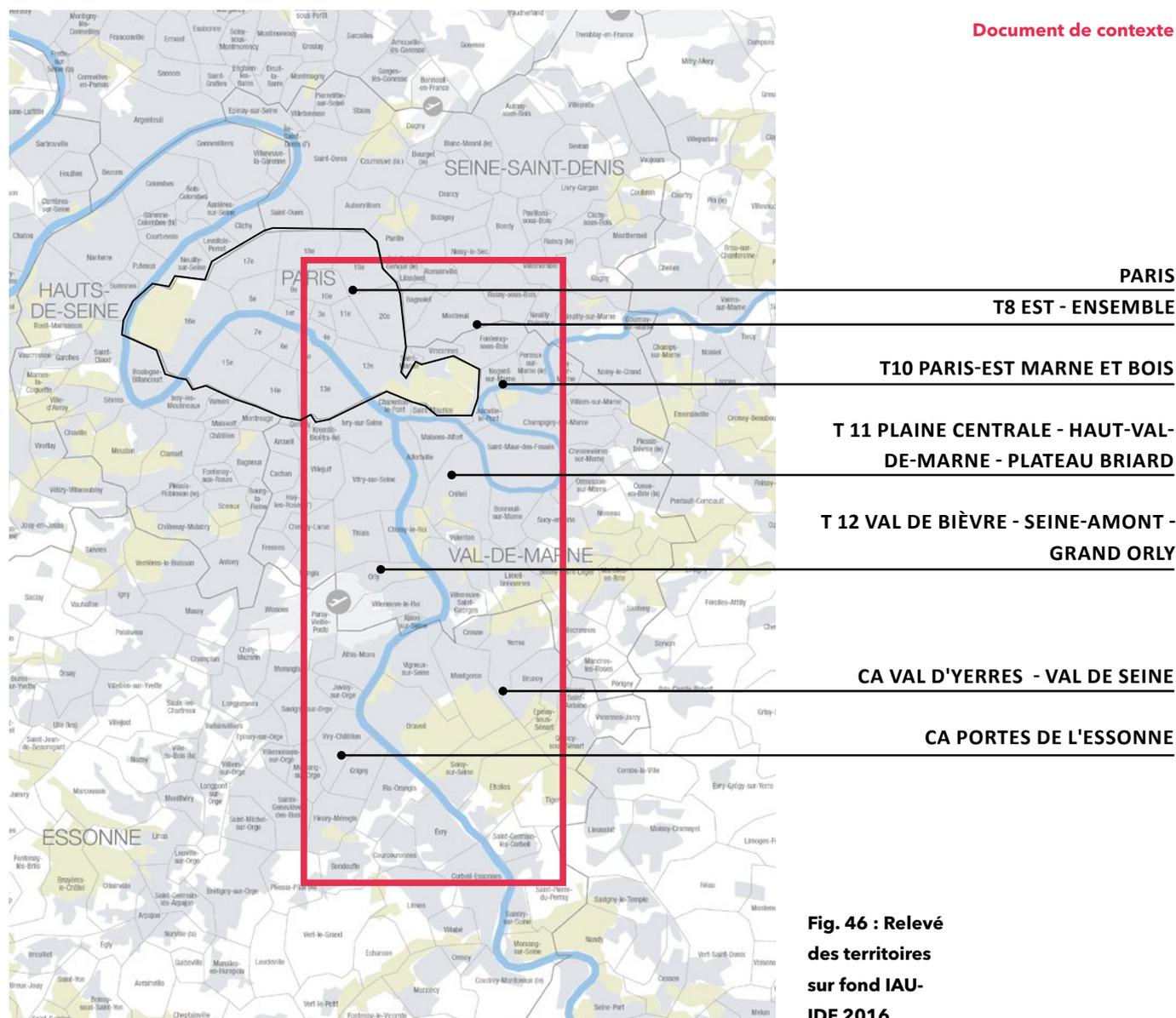# From South-Eastern Paris to the South of the Metropolitan Area: A Territory of Contrasts

Chapter 5

This chapter offers a presentation of the workshop's study territory with regard to its subject. Chosen for its contrasted character and the wide diversity it embraces, this territory consists of the south-east edges of Paris and opens well beyond the southern borders of the Grand Paris metropolitan area.

PARIS

T8 EST - ENSEMBLE

T10 PARIS-EST MARNE ET BOIS

T 11 PLAINE CENTRALE - HAUT-VAL-DE-MARNE - PLATEAU BRIARD

T 12 VAL DE BIÈVRE - SEINE-AMONT - GRAND ORLY

CA VAL D'YERRES - VAL DE SEINE

CA PORTES DE L'ESSONNE

Fig. 46 : Relevé des territoires sur fond IAU-IDF 2016

AN ARTERY IN THE REGIONAL AND METROPOLITAN DEVELOPMENT

The proposed study territory for the 2017 Paris Region Workshop extends across the south-east territory of the Grand Paris Metropolitan Area, even opening up beyond these borders. It therefore includes the departments of Paris, Val-de-Marne, Hauts-de-Seine, northern Essonne and Seine-et-Marne. This territory was selected by the monitoring committee for the 2017 Paris Region Workshop as it is a territory that features strong contrasts. This choice was justified through the importance of not limiting the focus only on the pockets of extreme poverty in the Île-de-France, but rather to position the subject in a larger territorial dynamic. The goal is indeed to think about metropolitan territories as potential communicating vessels for avoiding isolated enclaves of poverty. The area's contrasted character makes this part of the Île-de-France territory a space conducive to experimentation and for the defining of urban forms and processes that could also be transposable in other contexts.

This territory represents an important artery in the regional and metropolitan development. Its proximity to the capital city of Paris and its heavy infrastructure – including those for road, rail and river transportation – make it a crossroads and a place of important projects for the Paris Region.

A Territory Historically Characterised by Infrastructure

This territory is highly structured by the Seine and its valley, the main trade and supply route. Similarly, several major structuring roads extend the important urban axes of the capital. The rail links from the Gare de Lyon and the Gare d'Austerlitz, along the Seine, allowed for an industrialisation of the valley, now taken over by the increased development of logistics centres. The A6 and A5 motorways guided an urban expansion that was strung together like a pearl necklace during the second half of the 20th century along their roads, as well as, a bit farther out, along the A86 and Francilienne ring roads. This urban expansion was accompanied by the construction of the RER, which borrowed from the existing rail network. The mixed and continuous urbanisation of the central conurbation was carried out in this method of an urban chain, which includes the heart of the metropolitan area. In the eastern part of the territory, an increase in single-function housing for the middle class can be seen in the residential neighbourhoods where a highly space-consuming peri-urbanisation has recently emerged.

Fig . 47 : Historic photos of the A6, also known as the Motorway of the Sun (A6) Durandaud/IGN.

Resources of an Ecological Development: The Seine and Pockets of Nature
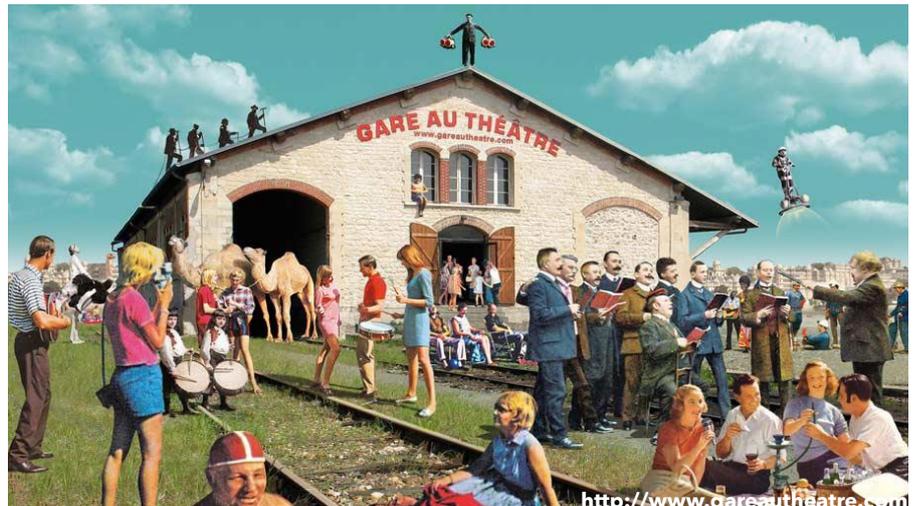
The river network of the Seine, and the confluence with the Marne, plays a major role in the structuring of this territory. Forming not only a trade and supply route, the Seine, in particular, is also the support for a leading economic activity in the region and the greater territory as a whole. Similarly, it designs the area's landscape identity (as mentioned in Chapter 2). The south-east territory is indeed part of the Seine Valley and shows little difference in its elevations across the areas as a whole, except for the Hauts-de-Montreuil.

Two ports are located on this river network that runs across the territory: a first one is on the Seine at the Ivry-sur-Seine technopark and a second port is at Bonneuil-sur-Marne. Along with the other networks, the ports play an active role in the economic development of the territory. Recreational hubs are still preserved throughout the entire territory, acting as veritable green lungs for the region. Across this territory, the green infrastructure of the conurbation is subjected to extremely high urbanisation pressure, thus demanding that their qualities be well watched over today. They are among the spaces to be preserved in the Île-de-France Regional Master Plan, also known as the Schéma Directeur (SDRIF).

During the last few decades, the banks of the Seine have undergone many redevelopments that can also be linked to the evolution of economic practices. The development of services activities and cultural spaces, as well as construction projects, have given residents back access to the river in areas of former industrial wastelands or non-constructed spaces linked to the old railway tracks.ferroviaires.

Fig. 48 : Redevelopment projects on the banks that line the area of Seine-Amont

http://www.gareautheatre.com

https://www.nexity.fr/

https://www.lejournaldugrandparis.fr
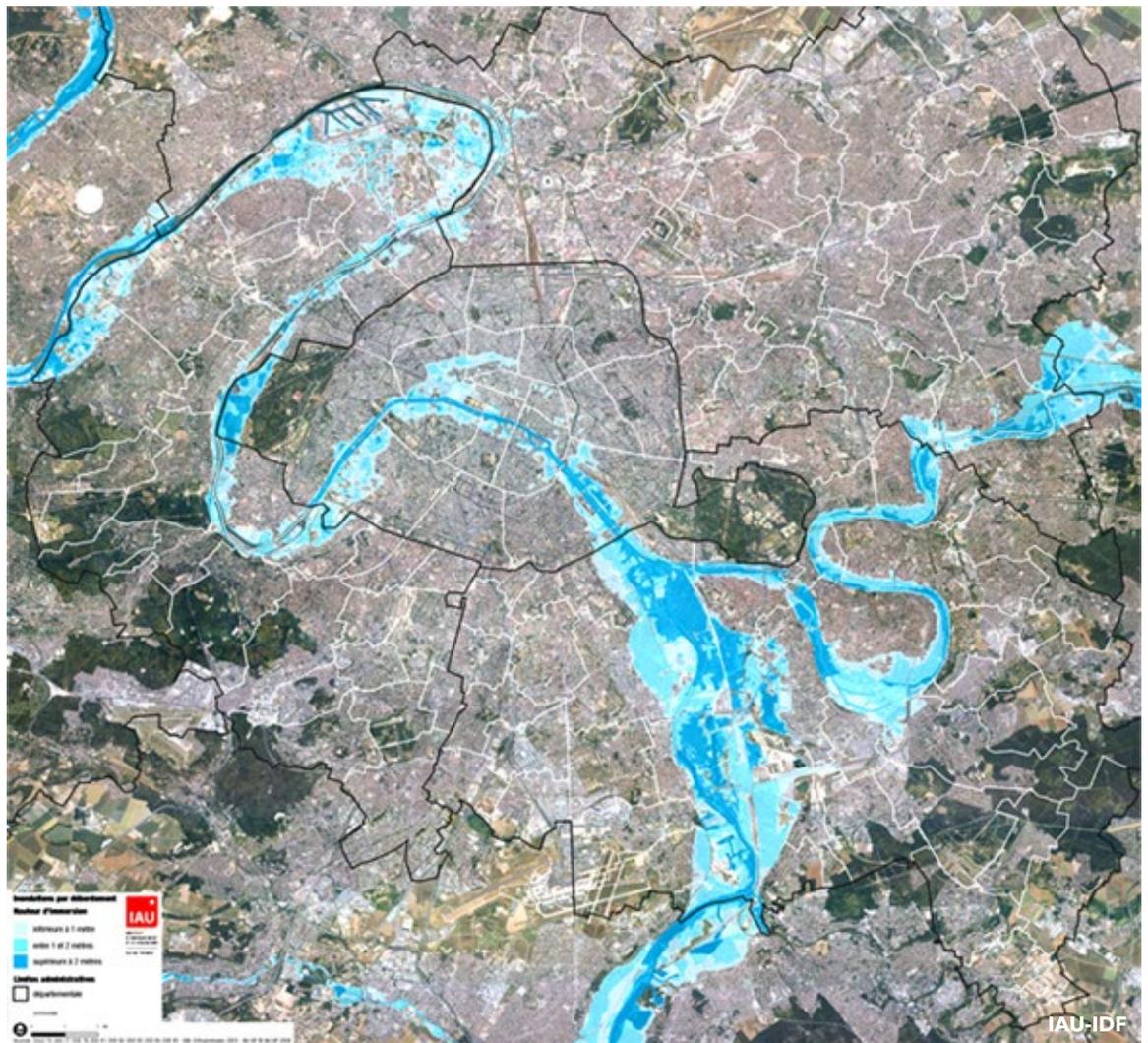
Fig. 49 : Map of flood simulations, IAU-IDF 2016.

Figuring among one of the territory's assets, as well as one of its risks, the Seine is a river with a high flood risk. The flash floods of 2016 highlighted the danger of rising water levels for any building that is too close to the water. Simulations also show that recent constructions up to a fairly remote perimeter face a very high risk in the event of a 100-year flood.

To learn more :

Video of flood simulations for the Seine by the Police Commissioner's Office

Fig. 50 : Simulation of a 100-year flood at Les Ardoines, Sequana 2016

Structuring Hubs and Economic Dynamics in the Heart of the Grand Paris

Typologie des communes selon leur dominante économique – Zoom sur la zone centrale

IAU-IDF

Fig. 60 : Communal typologies based on their dominant economy, 2015

The territorial reorganisation of the metropolitan area in terms of the governance of the Grand Paris and the Île-de-France region was established in order to limit urban sprawl and to adopt a strategy of economic development with the purpose of creating nearly 28,000 jobs per year. The strategy that is in place has identified the assets, opportunities, weaknesses and threats facing the region. At the economic level, the priorities for development areas are urban logistics, eco-activities, social economy, competitiveness and innovation hubs,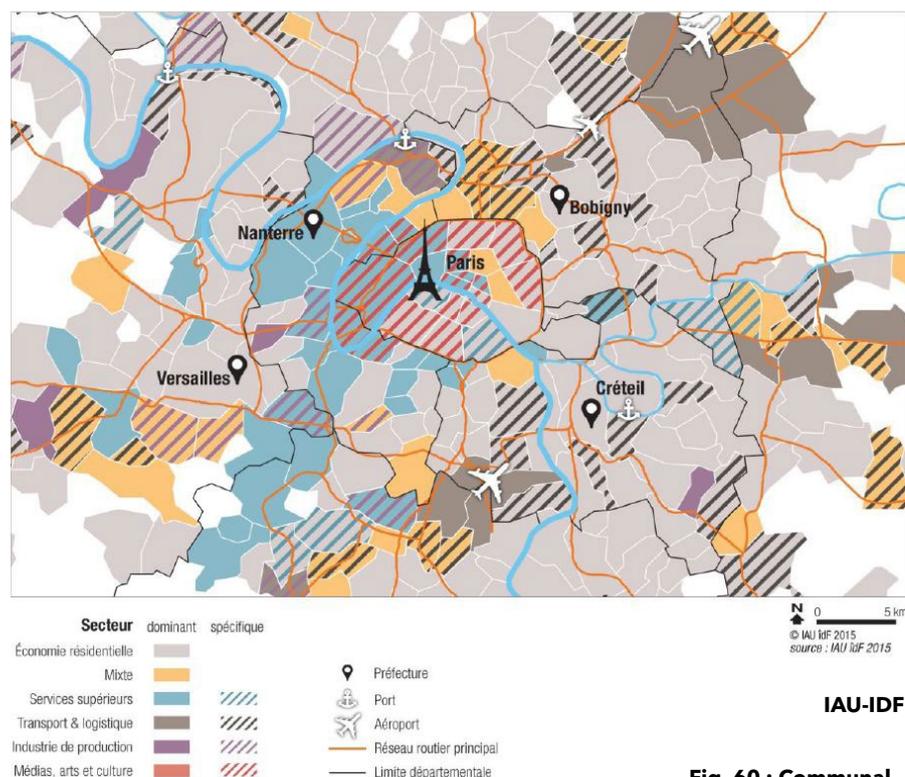 digital economy, tourism, cultural and creative industries, and so on. The challenges facing the Île-de-France's economy also include the support for adaptation to major transformations, the maintenance of a diversified and competitive regional economy, as well as the creation of an economic development rooted in its territories.
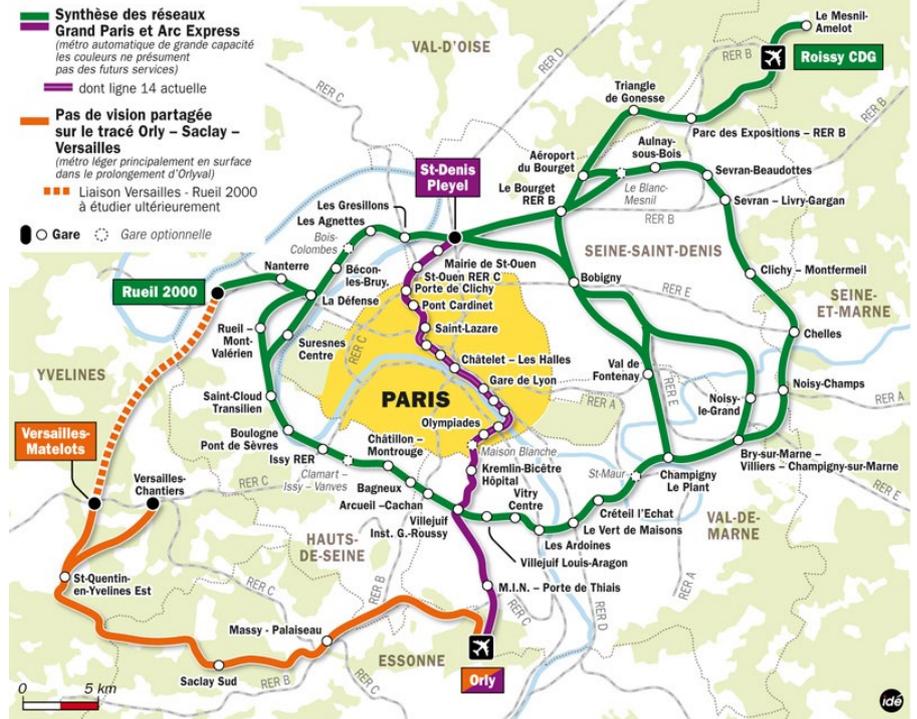
At this territorial scale, the economy is still characterised today by its role of industrial development and metropolitan services. This territory features a major development hub: the Seine-Amont-Orly-Rungis territory, which is bolstered by the Orly airport and a secondary area around Créteil. This main centre is reinforced today by the current development projects associated with the Grand Paris. The territory of Seine-Amont-Nord has undergone a redevelopment in favour of the dynamics of the office market through its contact with Paris, a diverse economic fabric of small businesses (SME/PME) and the competitiveness hub of Médicen Santé, of which Seine-Amont is its centre. The creation of research and innovation centres, linked particularly to health, is encouraged, as well as the structuring of the university cluster of Paris Rive Gauche / Seine-Amont.

Fig. 61 : Development hub of Orly-Rungis (RD)

http://www.leparisien.fr/rungis-94150/

Fig. 62 : The new train stations for the Grand Paris Express
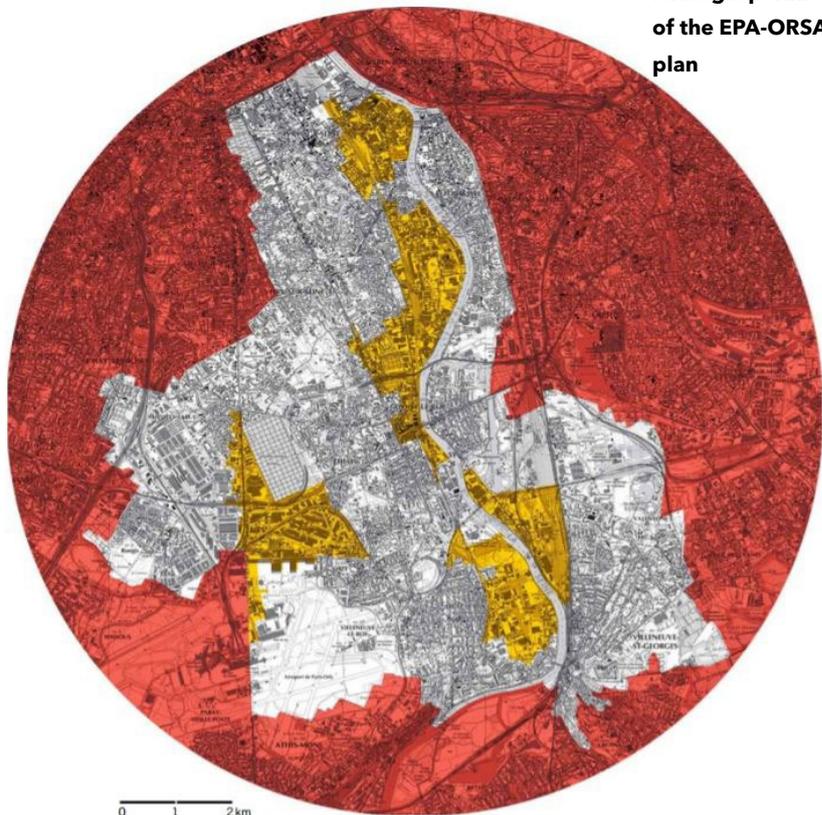
On the other hand, the Orly-Rungis activity zone has undergone a revitalisation with the Rungis International Market and the Orly airport logistics platform and its surroundings. The Orly-Rungis cluster aims to become a strong urban and economic centre, open to international markets and more diversified. The territory of Seine-Amont-Orly-Rungis benefits from an exceptional land potential: the many industrial and railway wastelands and the moderate density of the existing urban fabric make this a highly strategic territory. The Territorial Development Contract (CDT) for the south of Paris reinforces the Biotech Valley and life science research centres along with the development of the Orly-Rungis airport hub.

The construction of new transportation lines across the territory generates the development of numerous urban projects. In particular, the national government has given this territory the status of a national interest programme, covering a total of 14 communes including Ivry-sur-Seine, Vitry-sur-Seine, Choisy-le-Roi, Orly, Rungis, Alfortville, Thiais, Villeneuve-le-Roi, and so on. An Etablissement Public d'Aménagement (EPA-ORSA), or Public Development Agency, was created and is in charge of the strategic plan for the region's development.
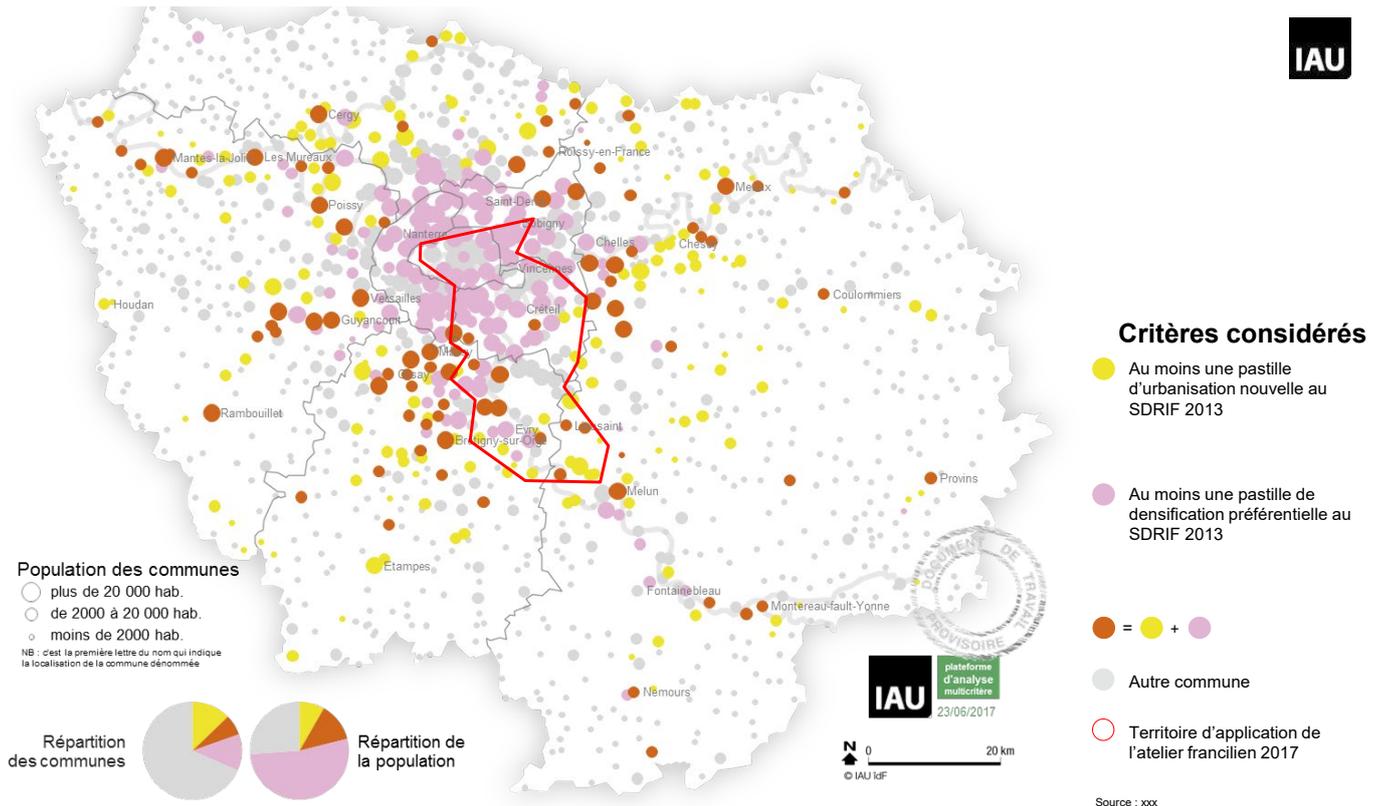
Fig. 63 : The five strategic perimeters of the EPA-ORSA plan

http://www.epa-orsa.fr
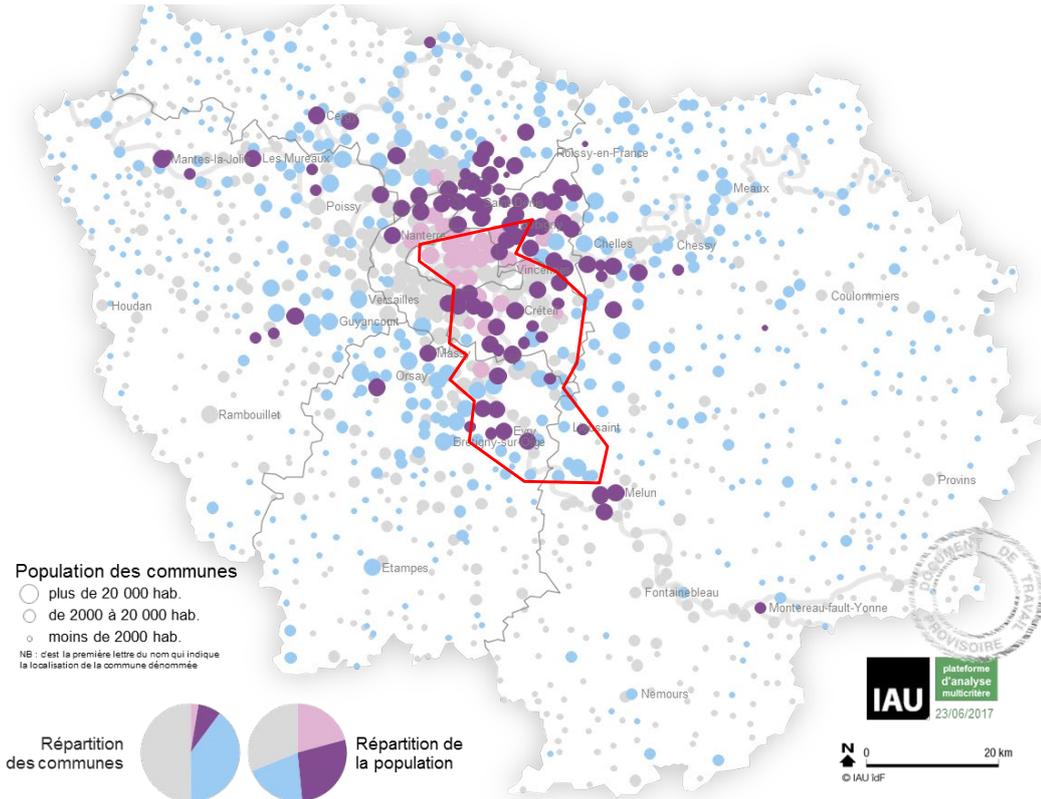
Fig. 64 : Map of new urbanisation and densification projects in the IDF as per the 2013, 2017 SDRIF

In more general terms, the 2013 SDRIF (as presented in Chapter 2) called for a large number of projects. Two types of projects are recognised: densification projects and new urbanisation projects. For the area of south-east Île-de-France, which is our focus area, we clearly see the contrast between the Inner Ring where there is a high concentration of densification projects (pink dots) and the exterior metropolitan areas where more of the new urbanisation projects are located (yellow dots). Some of the areas have both types of projects (orange dots).

These two trends show the contrasts linked not only to urban density, but also to the different stakes being tested on these territories, which reveal different speeds of urban development.
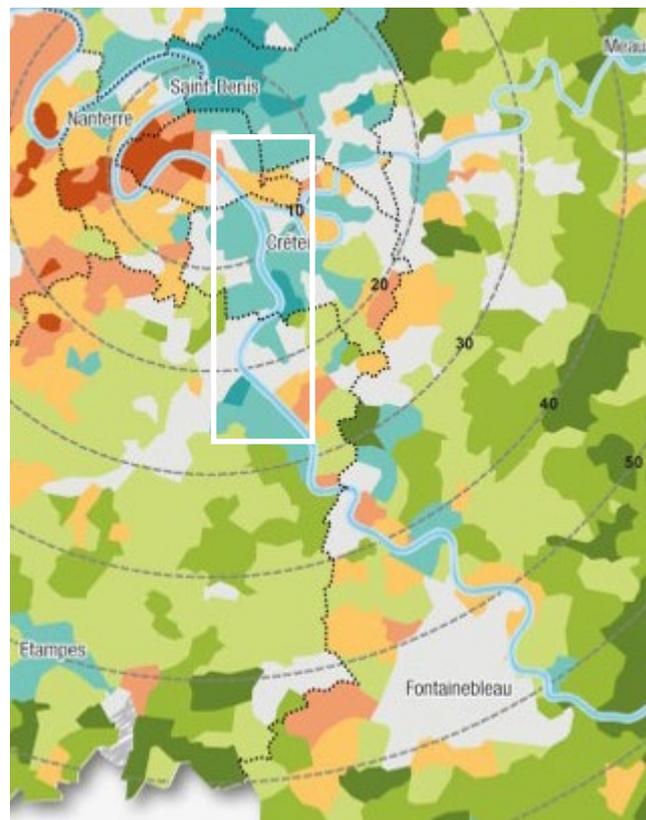
Fig. x. : Presence of a young population, a contrasted host territory, Map IAU 2017.

CONTRASTS OF A DEVELOPMENT AT VARIOUS SPEEDS
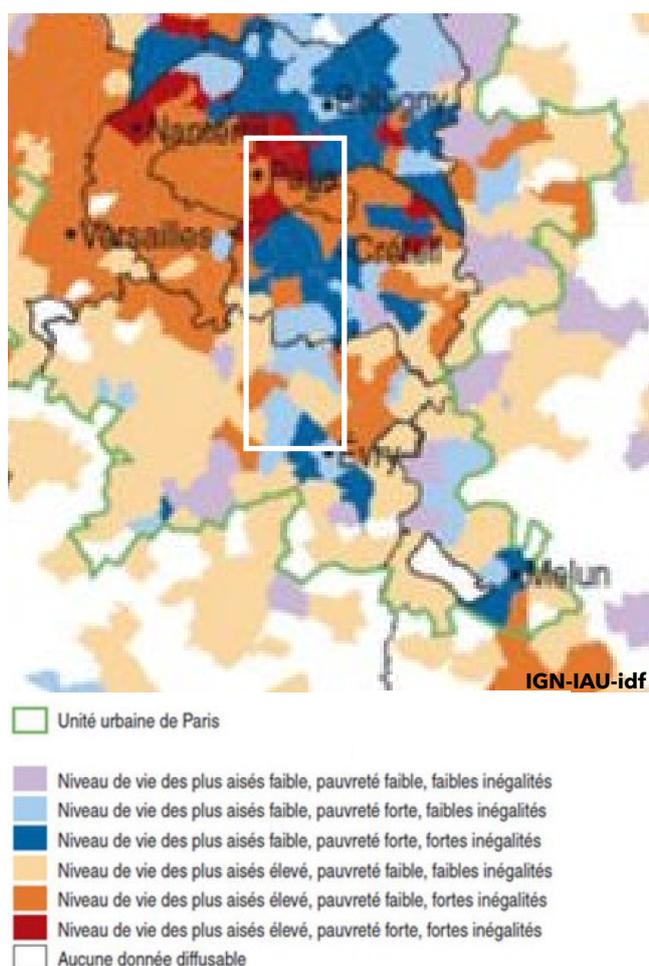
Within the Regional Context

This territory is characterised, on a large scale, by its social diversity. The map above indicates that this territory is inhabited by a young population with a high rate of immigration (as previously stated in Chapter 2). Notwithstanding the mixed population on a large scale, the area still presents a certain concentration of people. The region's second largest area of poverty can be seen here in the south-east, after that of the northern Seine-Saint-Denis. The Île-de-France's south-eastern territory also shows the presence of sub-territories, with numerous pockets of extreme poverty concentrated in close proximity to Paris as well as in the high-tech economic zones and at the southern edges of the metropolis along the valley of the Seine.

Fig. 65 : Social geography based on household profiles, IAU-IDF 2011

Fig. 66 : Comparison of disposable income inequalities among wealth and poverty levels, IGN-IAU-IDF 2015

IGN-IAU-idf

☐ Unité urbaine de Paris

■ Niveau de vie des plus aisés faible, pauvreté faible, faibles inégalités
■ Niveau de vie des plus aisés faible, pauvreté forte, faibles inégalités
■ Niveau de vie des plus aisés faible, pauvreté forte, fortes inégalités
■ Niveau de vie des plus aisés élevé, pauvreté faible, faibles inégalités
■ Niveau de vie des plus aisés élevé, pauvreté faible, fortes inégalités
■ Niveau de vie des plus aisés élevé, pauvreté forte, fortes inégalités
☐ Aucune donnée diffusable

It can nevertheless be observed that these pockets of poverty can be differentiated by the different levels of income inequality within these communes. The territories closest to Paris represent high rates of poverty, but they also remain the most contrasted, even within the communes. The edges of the Grand Paris metropolitan area demonstrate a much lower rate of income equality, thus signifying a much greater concentration of poverty. This difference is representative of the two current trends happening in the workshop's study territory: on one side, there is the Inner Ring that has the highest population density and presents the mixing of highly contrasted populations; and on the other, there are the exterior zones of the metropolitan area that present a density relative to city blocks and neighbourhoods with a high level of urban sprawl and a specific social concentration of their populations.

The Gates of Paris that Open to the Inner Ring

The Inner Ring's high level of density, as well as the mixing of contrasted populations, is not representative of a statistical situation, but rather is characteristic of a phenomenon of gentrification. The Parisian Inner Ring has become the territory of development and extension for the city of Paris. Formerly the territory with the greatest concentration of poverty, this expansion of the capital city has generated a phenomenon of gentrification through the replacing of populations. Still more attractive to middle-income families, the Inner Ring suffers from a strong land pressure. As a result many large-scale projects have been launched, whether they be in the territories of Seine-Amont and Est Ensemble, or well beyond the gates of the capital city. This trend of gentrification is found in the establishing of urban projects across the territories of the Inner Ring and through the initiatives being carried out in the urban projects.

Zone d'Aménagement Concerté Ivry-Confluence

Fig. 67 : Map of Ivry

Carte : Ivry-sur-Seine

At the confluence of the Marne and the Seine, at the edges of Paris and the territory of Seine-Amont, Ivry-Confluence is a large-scale development project covering nearly 145 hectares. Situated in the south of the Ivry-Port district, a former working-class neighbourhood of more than 10,000 inhabitants, the site has been called upon since 1998 to become an important centre of urban, economic, social, environmental and cultural development for the city. The construction of more than 1 million m² of major infrastructure has been planned, along with local services and businesses. Completing the agenda for the Zone d'Aménagement Concerté (ZAC), or Special Planning District, are the construction of 5,600 housing units, 570,000 m² of offices and commercial spaces, 60,000 m² of public infrastructure, 20,000 m² of retail spaces and a 3.5-hectare commercial park on the banks of the Seine, and new roads, including a large, landscaped central boulevard and new public transportation services.
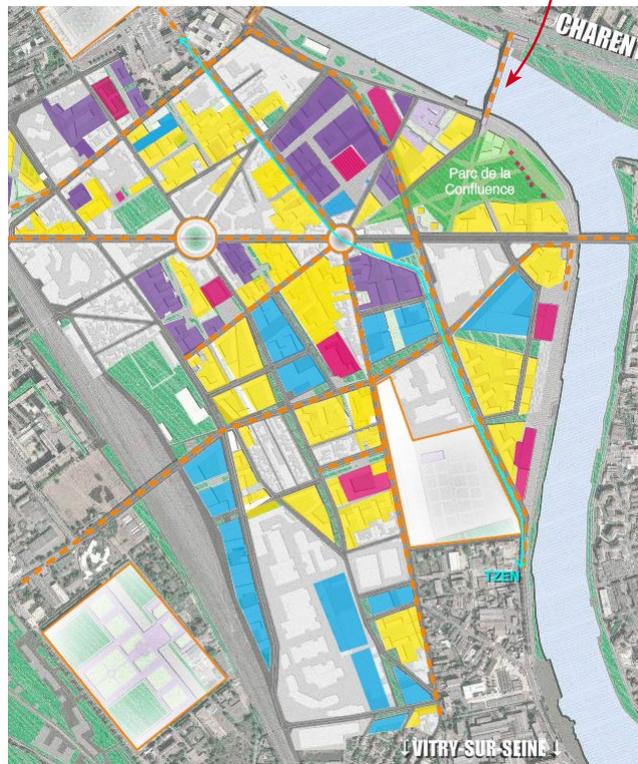
Fig. 68 : Aerial view of the Ivry-Confluence Project

Logements
Activités
Bureaux
Équipements
Repères Géographiques

Beyond the very classic programming of this development project, the affected households – tenants, owner-occupants or those without a status – as well as the retailers, employees and entrepreneurs of

the developing territory's perimeter have sought to know more about the project, and especially its consequences. Development since the early 2000s has, however, revealed difficult situations for them to bear, such as not being able to take part in real negotiations, nor participate in the transformation of their neighbourhood. An association of inhabitants, Ivry sans Toi(t), or Ivry without you/shelter, was created in 2011 to defend the interests of inhabitants affected by the Ivry-Confluences project, whether they be owners, renters, retailers, or inhabitants living in furnished hotels or squats.

**Fig. 69 :
Association Ivry-
sans-toi(t)**

To learn more (in French) :

| Association APPUII | Ivry-Confluences | Association Ivry-sans-toi(t) |

Redevelopment of Montreuil's City Centre

In the city of Montreuil, located to the east of Paris, it is the entire city centre that is undergoing a major redevelopment. Businesses have been established along with housing, a nursery, new pedestrian areas, infrastructure for public transportation and a new cinema. Considered a busy crossroads, the neighbourhood consisting of the metro stations of the Croix de Chavaux and the Mairie de Montreuil was redesigned with the objective of becoming a more homogenous city centre, after the redevelopment of public spaces and the creation of attractive sites such as the promenade, and shopping and cultural sites.

Continuous improvement of public spaces has been one of the key projects for the city of Montreuil in the last few years. Relying on the participatory budgets of the townships, in order to resolve both the problems of deterioration and usage conflicts,

the Petits Espaces Autrement (PEPA) program has made it possible to work from small budgets on the look of the sites while also involving the inhabitants of the neighbourhoods of Bas-Montreuil, or lower Montreuil, in particular. The city has also encouraged initiatives involving inhabitants, especially in public squares.

To learn more (in French) :

| Ville de Montreul |

**Fig. 70 : Redevelopment
of the Virginia Woolf
Square in Montreuil**

Ville de Montreuil

Beyond the Grand Paris Metropolitan Area: Drivers of Urban Renewal

An observation can be made of the density relative to the neighbourhoods and city blocks, the urban forms highly reflective of the construction carried out during the second half of the 20th century, and the increased divisions of social groups in the territories. They represent a double trend that is affecting the territories the most removed from the capital city. On one hand, there is a significant development of urban residential sprawl tied to the massive phenomenon of peri-urbanisation and the single-function nature of middle-class housing. On the other side, some territories are centres of significant economic and social difficulties tied to the living environment, training and employment, making it necessary to set up institutional tools for urban renewal.

Grigny is an example completely characteristic of the measures put into place by the government's call for urban renewal projects. Its entire territory is guided by a national interest plan and three neighbourhoods are targeted for long-term projects and different redevelopment goals. Concerning both deteriorating council estates and the city's neighbourhoods, via the National Agency for Urban Renewal, but also the implementation of a Special Planning District (ZAC) in its city centre, Grigny speaks to the territorial engineering by the government in the development of urban territories.

Sur la Grande Borne

Fig. 71 : View of La Grande Borne, City of Grigny

The neighbourhood of La Grand Borne in Grigny is large-scale social housing estate comprised of 3,685 housing units, of which 206 are individual units. Built by architect Emile Aillaud between 1967 and 1971, La Grand-Borne was intended as a humanised and poetic response to the problem of mass social housing at the same time as being a "City of Children". It is characterised by a rare attention to the usage value of the space. Nonetheless, the last few years have seen the social and architectural situation of this neighbourhood deteriorate. Therefore, the opening up of this neighbourhood has been planned since 2007 by the National Urban Renewal Agency through the creation of new public roads, the reorganisation of new public spaces and the identification of new residential blocks developed and renovated by landlords. New housing projects and the upgrading or creation of new infrastructure completes this ambitious programme of urban renewal.

To lear more (in French):

La Grande Borne District

Grigny 2

Constructed in the 1970s, the Grigny 2 block estate represents nearly half of the city of Gringy. It counts 17,000 inhabitants living in nearly 5,000 housing units in direct proximity to the Grigny RER station. The ORCOD-IN, a government programme aimed at redeveloping deteriorating tenements of national interest, has been underway since 2016 with the objective of improving living conditions for inhabitants while also revitalising the neighbourhood. The ORCOD is unique in that it is based on the will to rehabilitate deteriorating tenements, which makes it possible to combat the situation of substandard housing despite the fact that these buildings are not part of a social housing estate. Also, much of the implementation consists of regaining order of the financial situation of the ownership councils. This neighbourhood testifies to the urgency of a human situation confronted by a living environment that no longer responds to the populations living there.

EPFIF

Fig. 72 : View of Grigny 2

To learn more (in French): <u>**Grigny 2 District**</u>

Secteur Village Centre-ville :

Ville de Grigny

A third neighbourhood project affects the heart of the city of Grigny. A National Interest Contract and a shared roadmap for the development of Grigny, signed in September 2016 with the national government, reinforces the project being carried out by the city and identifies the implementation of the "Cœur de ville – République" (Heart of the city - Republic), an essential component of the Special Planning District (ZAC), as a priority programme. Dealing with more complex cost controls for the project than in the other Special Planning Districts of the Inner Ring, this new program plans to construct 350 housing units, divided into 150 social housing units and 200 units for purchase (whether directly or with social assistance). The creation of a commercial hub in its centre and the construction of a new music conservatory completes the public offering of this programme.

Fig. 73 : Aerial view of the Village in Grigny's city-centre

To learn more (in French):
<u>**Village District - Centre ville of Grigny**</u>

At the Margins of the Metropolitan Development

Beyond the major social and urban trends underway across this territory, several marginalized groups can be found. Whether across the Inner Ring or beyond the limits of the metropolitan area, the most disadvantaged populations are assembled together and experience living situations and paths that appear throughout the entire territory. Their exclusion or their cohabitation with so-called "normal" society, however, take on different forms depending on the will and the capacity for reception and hospitality offered by the territories, who willingly or begrudgingly, host them. The trends

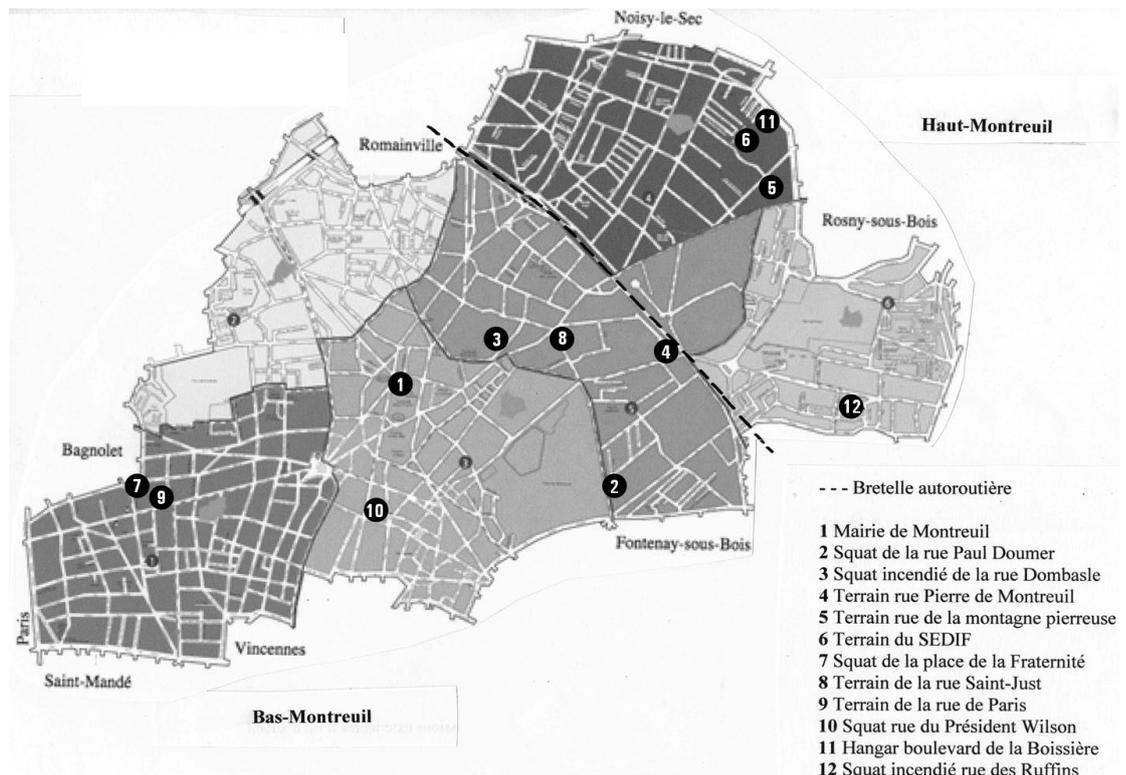### Forms of Hospitality in the Inner Ring

previously mentioned for the Inner Ring reflect a renewed increase in the standard of living, which will ultimately lead to the replacement of populations. Regardless of whether they are to the east of the capital or the south, the former working-class cities undergoing rapid change are being affected by local public debates about the conditions of "public hospitality". Recognised as important local and historic roots for populations (Roma communities, Romanians, travellers, and so on) living on public lots, the

Norah Benarosh-Orsoni

Fig. 74 : Squats and encampments in Montreuil

town halls are undertaking many rehousing projects to normalise the situation.

- - - Bretelle autoroutière

1 Mairie de Montreuil
2 Squat de la rue Paul Doumer
3 Squat incendié de la rue Dombasle
4 Terrain rue Pierre de Montreuil
5 Terrain rue de la montagne pierreuse
6 Terrain du SEDIF
7 Squat de la place de la Fraternité
8 Terrain de la rue Saint-Just
9 Terrain de la rue de Paris
10 Squat rue du Président Wilson
11 Hangar boulevard de la Boissière
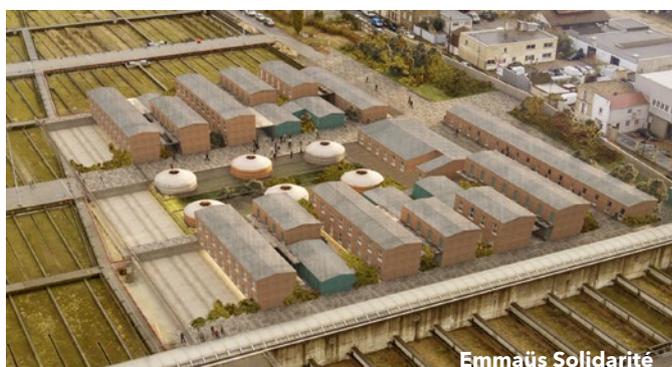12 Squat incendié rue des Ruffins

Seeing it as a "makeshift process of public hospitality", researcher Norah Benarosh-Orsoni noted a strong commitment by the City of Montreuil, as well as by departmental institutions, with the help of Maîtrise d'Œuvre Urbaine et Sociale (MOUS), a public agency aimed at assisting needy people and families in accessing housing. Buildings for rehousing have been built, as well as integration centres, in order to provide better living conditions to

populations already living in the territory.

In the territory of Ivry-sur-Seine, the transfer of Parisian situations from the Inner Ring appear in a more concrete manner. Having realised the extent of the situation facing the mass arrival of migrants to the city of Paris since 2015, the mayor of Paris has taken steps to create two reception centres for migrants. The two have been designed in parallel, with the first being created in the north of Paris (in La Chapelle) and the second, intended for families and single women, to be built a bit later (in 2017), in the territory of Ivry-Port.

Fig. 75 : Rehousing projects in Montreuil

LA Architecture

Fig. 76 : Migrant reception centre in Ivry-sur-Seine

Emmaüs Solidarité

The agreement signed between the city halls, with the cooperation of the association Emmaüs Solidarité as manager of the sites, is tied to Paris's difficulty in developing these projects within its own territory. The Ivry town hall has thus extended its hospitality to m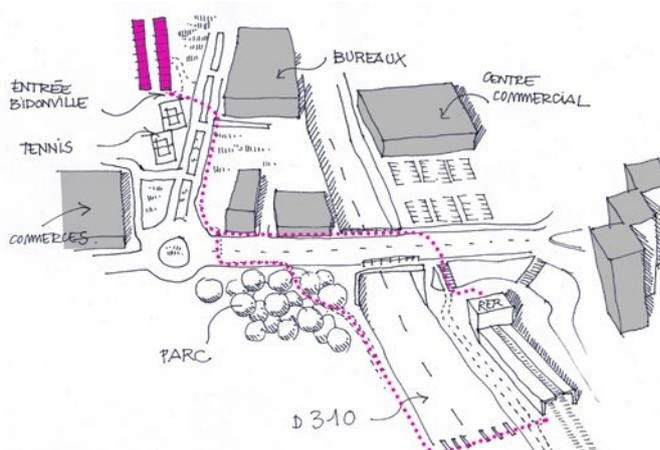igrant populations, yet with one condition: around fifty people hosted in this centre must be from the area of Ivry-sur-Seine. This decision once again reflects the need to integrate disadvantaged populations to ensure their inclusion in reception initiatives.

To learn more (in French):

  Article de Norah Benarosh-Orsoni

Reabsorption of Makeshift Encampments and Inter-City Slums

Farther south of the Grand Paris metropolitan area, numerous examples of existing makeshift encampments can be found. Families of Roma, Romanians and others settle there. Despite several years of a systematic policy of expulsion and destruction of these encampments, the families continue to resettle mere steps away, on the paths to the schools were the children are educated, on the fringes of the cities. This is the

Fig. 77 : Situational organisation of the makeshift encampment in Ris-Orangis by PEROU

case in Ris-Orangis, in the areas of Les Portes de l'Essonne, where several associations assist these populations with the process of building a viable and permanent habitat. In Ris-Orangis, there is the collection of ALGECO modular housing units, together with a program of social assistance, that is carried out by the association Le Rocheton and supported by the national government, which has allowed 25 families to stay on the site, but in better sanitary conditions. An entire project of public spaces around these ALGECO units were put into place by the families themselves, with the support of associations, including PEROU (see Chapter 4).

To learn more (in French):

Illegal Encampments/ Reabsorption of Inner-City Slums. DIHAL Report, Feb. 2017

Association le PEROU

Fig. 78 : Project of ALGECO housing units and public space development by PEROU

The «People of the Woods», the Phenomenon of Makeshift Shacks

"The vulnerable, the undesirable. The case of the those living in the woods of Paris", by Gaspard Lion

"Travel tents bought in stores, from 'igloos' to 'eight-person' tents; cabins about 10 sq m in size, constructed with whatever is at hand, from materials found in the woods or in surrounding towns: there is no doubt that the disparity in comfort with standing housing can be a source of constraints, which has been extensively reported by the press, such as the exiguity, the cold during winter, or even the absence of sanitation facilities. However, through the opposition to other situations – the 'street', reception centres or social hotels, for example – these habitats also offer resources (mainly stability, tranquility and privacy) that cannot be ignored, just like the skills employed by the inhabitants to cope with the difficulties and used to make the spaces liveable and liveable in common. Forms of know-how and resourcefulness have been developed for survival, but also to live well, in difficult conditions, in order to – as expressed repeatedly by inhabitants – 'live well despite all'."

Stéphane Rémael

Stéphane Rémael

This phenomenon reflects another aspect affecting the people living on the fringes of the city: the desire to disappear. As single individuals, or those regrouped into small communities in the back of the woods, these 'marginalised' people find refuge in public spaces, sheltered by the trees from looks. Whether employed in the city or simply working daily for their own survival, these people have settled in these areas for several months or years and require staying close to Paris. Ignoring public hospitality services, such as as reception and rehousing, Gaspard Lion notes that these people refuse the assistance and consideration of vulnerability imposed on them by so-called "normal" society. They refuse to seek out emergency housing, in order to stay in the living situation that they have chosen.

Fig. 79 : Photographies in the Woods of Vincennes

To learn more :

Article by Gaspard Lion

Photographies by Stéphane Rémael

To meet the imperative of creating an inclusive city is above all to open our eyes to the situations that surround us. It is to stop thinking that certain human phenomena are invisible and to question the reasons that push us to look away. A potential first step is to change the way we look at poor people, taking them out of the world of "without" (as described by Thierry Paquot) that the normalisation of society has forced us to categorise them as. This is because the imperative of an "inclusive city" is mainly a question of attention. It is obviously paying attention to others, but more importantly to these others that we wish to help on their paths to autonomy. It is paying attention to oneself and all that one can give. Cities are sites of infinite wealth and resources, and require that all be committed to them in order to create the promises of the future.
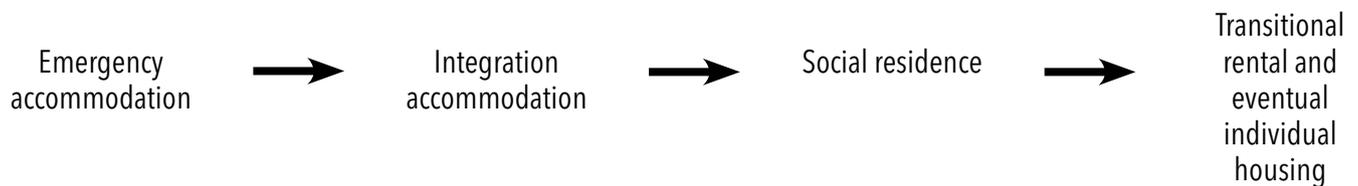
To build an inclusive city is to confront the situations that seem the most unjust to us. To build an inclusive city means rolling up one's sleeves, taking action, imagining, creating and having in one's heart this certainty that even the smallest and simplest responses can create an impact.

Housing Measures in the Île-de-France

Appendix 1

Each of these categories correspond to specific populations, distinctive funding procedures and particular admission modalities. All of these fall within a theoretical residential mobility track:

Emergency accommodation → Integration accommodation → Social residence → Transitional rental and eventual individual housing

1. People Living in the Street

The government's emergency housing measures are mainly composed of:
- c• The number of places financed by the government doubled between 2011 and 2014.
- • There were double the number of families in 2014, as there were in the early 2000s.
- • An age pyramid with almost as many women as men, mostly between the ages of 20 and 40 years, showed that 67% of them were single and one third were mainly a part of single-parent families with many very young children.
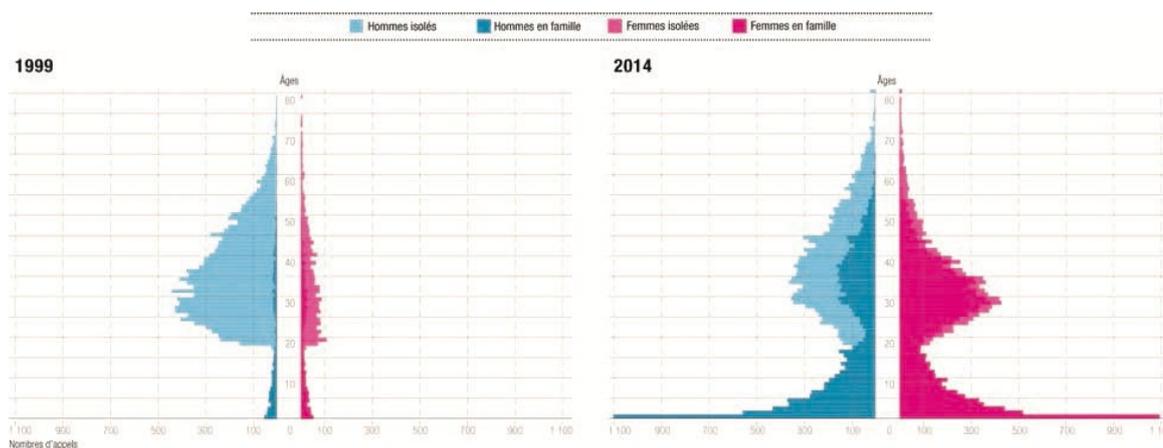
Please note: Indicated between parentheses for each measure is the number of people accommodated in June 2014, for a total of 33,631. In 2015, over 60,000 people each day requested access to emergency housing funded by the government.

Six revealing figures:
- A supply that remains highly concentrated in Paris and the Inner Ring (70%). However, the populations are different according to the social purpose of the centres (reception of women, isolated men, etc.) and according to the areas.
- An extending of accommodation periods (48% of people are housed for a year or more) which adds to the saturation of housing measures.
- 23% of departures from emergency housing end without services helping to direct people to a sustainable solution, but rather to individual housing (30%). This is the acknowledgement of a failure.

Hommes isolés   Hommes en famille   Femmes isolées   Femmes en famille

1999 — Âges — Nombres d'appels

2014 — Âges

Source : Observatoire du Samu social de Paris (données 115 - Aloha 4D)

Fig. 1 : Observatory of the Samu Social de Paris (data from 115-Ahoa 4D)

2 Integration Housing

There are several types of integration housing that each correspond to a specific public by offering supporting services. These different services have in common the offer of accommodation/housing solutions that are more stable than emergency solutions and that no longer fall under a policy of providing simply shelter, but rather a strategy of integration. These forms of reception are also characterised by their provisional nature, and for the majority, only "classic" conditions of housing are offered with a rental agreement that is governed by common law.

- Social residences
- Transitional houses
- Young worker homes (FJT)
- Migrant worker homes (FTM)
- Reception centres for Roma populations

In 2014, 79,662 places in accommodations/homes were counted in the Île-de-France.

Of these, according to a simplified classification, 55.7% were social residences (that integrated residences for young working-age populations), 39.3% were FJT and FTM, 10% were social residences, and 3% were family boarding houses.

It is also important to distinguish:

The FTM and RS-FTM still primarily house single men, most often those coming from Maghreb or sub-Saharan Africa, and those whose problems are related to ageing and isolation.

Social residences accommodate a more diversified public, such as people who have faced temporary difficulties in accessing ordinary housing or people who require a supporting service aimed at helping them reinforce their autonomy. Those in the latter category have often participated in an integration programme/housing service, such as a Centre d'Accueil de Demandeurs d'Asile (CADA) or Centre d'Hébergement et de Réinsertion Sociale (CHRS), in the past.

Designed to accommodate young workers, the FJT houses young (70% are less than 24 years old) and mixed (49% are women) populations, who are undergoing training or are participating in their first job experience (88% are young workers, including 21% in work/study programmes). Due to their young age and still precarious professional situations, 56% live under the poverty line.

Transitional houses or family boarding houses are a specific form of social residences, falling within an approach of sustainable housing, without limits on the duration of stay, offering a semi-communal setting that valorises conviviality and integration in the social environment. They are intended for the reception of people with very low incomes in a situation of isolation or extreme exclusion.

BUT IN VIEW OF THE SIGNIFICANT SCALE OF NEEDS EXPRESSED AND THE NUMBER OF APPLICANTS, THE RESPONSE AND ADMISSION RATE IS VERY LOW: BETWEEN 10% AND 20% OF THE APPLICATIONS REGISTERED IN 2013.

3 Housing for Migrants and Asylum Seekers:

The Île-de-France has approximately 10,000 spaces dedicated to these populations, consisting of:
- 3 656 places en CADA (centres • 3,656 places in CADA (reception centres for asylum seekers)
- 258 places in CHUDA (emergency accommodation centres)
- 323 places in emergency accommodations for asylum seekers (in housing centres or apartments)
- 113 places in transition centres
- 80 places in transition centres and 33 places in reception and orientation centres for unaccompanied minors seeking asylum
- 493 places in CPH (provisional housing centres intended for people with refugee status)

But due to lack of places, asylum seekers are also housed in social hotels and ordinary housing measures.

In 2017, the whole of these measures did not meet the demand and is largely undersized. The phenomenon of makeshift encampments at the edges of Paris are signs of this situation: 34 evacuations of these camps have been recorded,

the last of which included 2,500 people.

BEFORE AND AFTER THE PROCESS OF DEMANDING ASYLUM, HOUSEHOLDS STRUGGLE TO FIND ACCOMMODATION SOLUTIONS.

Without a dedicated place, the pre-applicants are temporarily housed in CHUs or hotels (in Paris, the delays in obtaining a certificate of address and an appointment with the Prefecture force future asylum applicants to wait between two and three months before obtaining their official status as asylum seekers). For households obtaining refugee status, attaining social or commercial market housing remains difficult and the number of places offered in CPHs is small. The asylum seekers who have been refused, although without any right or title and under an obligation to leave the French territory (OQTF), remain, for a significant number of them, in the Île-de-France territory. Their legal situation often leaves them no other short- and medium-term prospects other than hotels or emergency accommodations.

Migrants in the Île-de-France

Appendix 2

Excerpts from the OFPRA activity report:

"While the demand for protection under the status of asylum and statelessness in France – including those in review and accompanied minors – saw a sharp rise of 24% between 2014 and 2015, the trend between 2015 and 2016 showed only a slight rise in requests, increasing 8.7% to 85,726 applications filed with OPRA, of which 21,028 were in the Île-de-France. The majority of the men (57.3%) and women (45.8%) applying to OPRA presented themselves as single with an average age of 31.3 years."

The number of accompanied children was estimated at 30,000.

"These figures do not include the ever-increasing number of people placed under the Dublin Regulation by towns, since these people cannot demand asylum in France."

The Dublin Regulation: A single State is responsible for examining a request for asylum in the European Union.

"The home countries of the greatest number of first-time asylum seekers in 2016 are countries where there are internal or international armed conflicts. This is the case for Sudan (ranked 1st among the home countries, excluding accompanied minors, + 15.6% compared with 2015), Afghanistan (2nd / + 166%) and Syria (5th / + 6.2%). There was also a significant flow of asylum applications from Haiti (3rd / + 61.6%) and Albania (4th / 104.9%) with low protection rates. Demand from Kosovo fell (-51.4%)".

"In 2016, there was a slight fall in comparison to the 26% in 2015. This shift is explained notably by the sharp drop in Syrian requests, whose rate of admission is nearly 90%, like for applicants from the Central African Republic and Iraq. Women represented 40.4% of admissions. The most represented nationalities among these admissions were Syrians, Central Africans, Sri Lankans, Moroccans, Congolese from the Democratic Republic of the Congo, Afghans, Chinese of Tibetan origin, Iraqis and Russians.

In the end, it is very difficult to have a reliable estimate of the total number of migrants when all patterns are taking together: between 100,000 and 200,000?

In the Île-de-France in October 2015, it was estimated that 17,510 people lived in 569 illegal encampments.

(source: DIHAL)

Resources

Appendix 3

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