



EUROPEAN UNION
European Regional
Development Fund



LOCAL ACTION PLAN NANTES METROPOLE

Sustainable urban development and low cost housing



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Introduction

Because they are the most efficient places for coming together and engaging in dialogue, because they offer all manner of services, from the rarest to the most banal, just a short daily trip away, towns are also the ideal venue for social, cultural and economic advancement. The conditions for the formation of towns are well known: **density** of human activities, **polarisation**, that is to say the concentration of diversified urban functions and **accessibility**, which is to say moving around easily. To continue to grow by offering more services which are accessible to all, Nantes Métropole has to organise these three conditions across its territory: this is the challenge facing a territorial development strategy.

Within this strategy, housing is the cornerstone of quality of life and of living our lives alongside one another. The housing issue is not limited to quantitative targets. Rather, it has to be seen from the standpoint of an analysis of human needs and the way they correspond to the supply. Thanks to its skills and competences, Nantes Métropole (1.) is seeking to develop sustainable and innovative urban projects (2.) while ensuring exit prices that are tailored to the needs of households. This approach, initiated by the pilot operations, is in the process of being generalised to the all the operations across the Community (3.).

1. A vast territory, with multiple skills: spotlight on housing

1.1 Nantes Métropole: 24 communes, to conduct joint projects

The 24 communes of Nantes Métropole have come together to ensure the sustainable development of the largest urban centre in western France. This union means that they can work together to implement a joint project to plan for the future of the territory.

By thinking globally and planning the development of its 52,336 hectares, Nantes Métropole provides a better division of the resources and skills that serve its 580,000 inhabitants.



Since 1 January 2001, Nantes Métropole has been in charge of the following areas:

- Urban development
- Transportation and travel
- Public spaces, roads, lighting and cleanliness
- Waste disposal
- The environment and energy
- Water and sanitation
- Housing and habitat
- Economic development
- Higher education, research and innovation
- Employment
- Europe and international appeal.

In addition to these **competences** which are "**obligatory**" for an urban community, Nantes Métropole has also decided to take on the following **optional competences**:

- Provision of accommodation for travellers
- Land management actions: development and management of the land action programme
- Actions and operations for people with disabilities
- Shelters for abandoned animals and strays
- Participation, at the request and in consultation with the municipalities, in the development of walkways alongside waterways and the enhancement of natural areas for leisure and environmental education purposes.
- Anti-pollution efforts and the prevention of risks, including major risks.
- Investments in the building of new high schools and extensions to existing high schools
- Major facilities (transport, telecommunications, sports, etc.).
- Facilities for higher education and research
- Construction, fitting out and equipping of premises for higher education and research within a contractual framework.

1.2. A shared housing construction programme

The Local Housing Programme (PLH) exists to define, for a duration that is least equal to six years and across its entire scope of application, the objectives and principles for a local policy which aims to meet housing and accommodation needs, to encourage urban renewal and social mixing and to improve accessibility to buildings for people with disabilities by ensuring, between municipalities and between the districts of the same municipality, a balanced and diversified distribution of the housing supply.

It indicates the resources, particularly in terms of land, that will be implemented by the municipalities or the public institution for intermunicipal cooperation that has jurisdiction for urban planning, in order to achieve the objectives and principles which it has set out.

The PLH must also be compatible with the development guidelines set out in the Nantes-Saint Nazaire Territorial Coherence Plan (SCOT), which is a tool for aligning the various public policies in the sector, and it prevails over the Local Development Plans (PLU), which are legally required to

be compatible with its provisions (Urban Planning Code, L123 - 1 and L124 - 2)



2. Towards innovative and sustainable projects

2.1. A call for projects to implement "pilot" housing operations

The Local Housing Program was an opportunity to highlight a threefold phenomenon:

- Urban sprawl
- Urban expansion which consumes a great deal of land
- The social segregation of the territory

With this in mind, a number of major strategic orientations have been selected to guide the joint action undertaken by Nantes Métropole and the municipalities to search for a balanced development in the housing supply and for maintaining the attractiveness of the metropolitan area as a whole.

The expected results of this kind of approach are:

- **To advance the concept of "density"** and contribute to its wider acceptance by policymakers and local residents;
- **Create a positive image of more compact individual housing operations**, to promote the development and normalisation of this type of products in the future across the territory of the conurbation of Nantes.
- Guarantee a **certain quality of treatment**, for example the implementation of eco-construction principles while meeting the expectations of households (final price).
- **Make the most of "pilot" aspect** of these operations, to produce housing programmes which are both affordable and provide a good social mix.

Definition of a "pilot" housing operation:

It is of course the case that individual, detached houses are predominantly what households are looking for, particularly family households, and that many middle income households are no longer able to carry out their housebuying project within the conurbation. Because of this, the "pilot" housing operations that Nantes Métropole is looking to promote by means of this call for projects from the municipalities has two objectives in mind:

- The promotion of **dense forms of individual housing...**
- **...at an affordable price** to meet the needs of households who are currently financially excluded from home ownership on the territory of Nantes Métropole.

2.2. The example of a pilot operation in Bouaye: ZAC des Ormeaux

Bouaye is one of 24 municipalities that make up Nantes Métropole, situated in the southwest of the conurbation. In 1994, because it was looking to create a new urban area around the high school which was to be set up in the early 2000's, the municipal council decided to create a Concerted Development Zone (ZAC des Ormeaux), comprising a central sector to accommodate all of the public facilities and a series of diverse housing districts in a well structured landscaped setting.



Bouaye in Nantes Métropole
6172 inhabitants

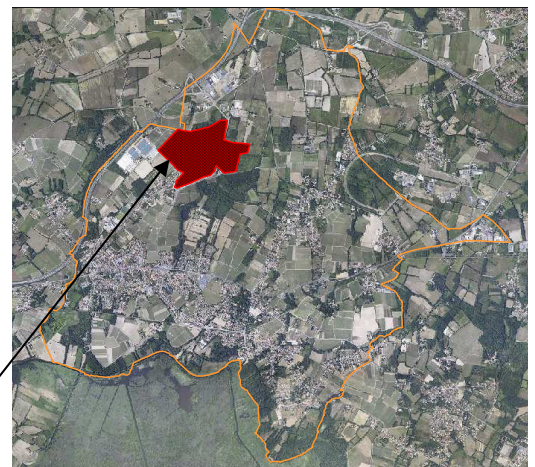


Logements à Bouaye



Lac de Grand Lieu - Bouaye

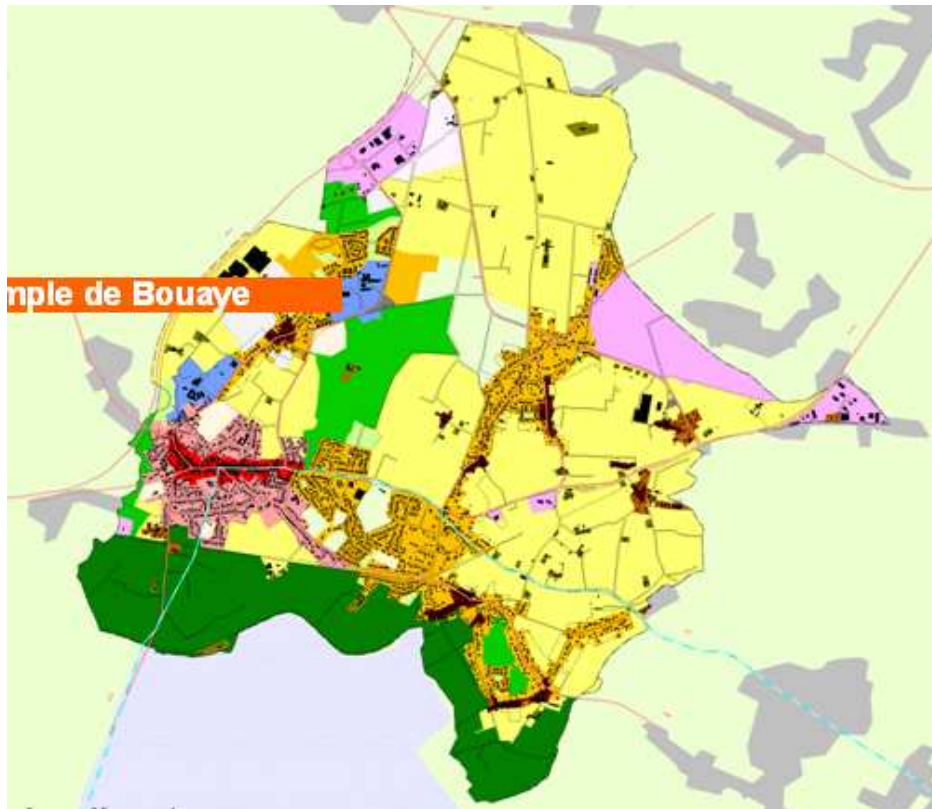
The pilot operation in Bouaye is particularly interesting because it takes into account the three main aspects of sustainable development. Nantes Métropole was a partner in this project. High-quality work was carried out with the municipality and the developer in order to improve the quality of the project (urban form, density) and to adapt the supply to the demands of the population and to achieve a greater mix in the types of housing on offer (affordable and social housing) and therefore in the social composition of this developing neighbourhood.



ZAC des Ormeaux

The background to the operation

The municipality of Bouaye decided to respond to the "pilot operations, town house" call for projects launched by Nantes Métropole, and to integrate it as part of the proposed eco-housing development. The goal was to meet the needs of households who were looking for individual housing, while at the same time enabling the creation of urban housing that used less space and was affordable for families.



In addition, the Bouaye Local Development Plan, approved in 2007, reinforces and expands on those goals.

The objectives of the project

This project is an important part of the development strategy of the municipality which is still remarkably rural in character, but which, like all of the other municipalities around the city centre, faces pressure on land and a strong increase in the demand for housing, both from households that already live in the conurbation and who are looking for individual housing, and from households from elsewhere who are looking to settle down in the conurbation.



The objectives of the town's development project, shared between Nantes Métropole and the municipal council, are as follows:

- A growth rate in housing supply in Bouaye, fixed according to the construction needs and potential of the town, of 60 dwellings per year on average over the next 10 years.
- ✓ Promoting exemplary sustainable development practices by initiating an eco-housing estate, based on:
 - the bioclimatic design and comfort of the buildings
 - energy management and use of renewable energies
- ✓ Development of a genuine social mix using appropriate housing typologies.
- ✓ Implementation of a form of urbanisation that concerns itself with preserving the quality of the landscape, the biodiversity and resources (storm water management, waste disposal, energy savings).
- ✓ Providing a response to the needs of households looking for individual housing, while at the same time enabling the creation of urban housing that uses less space and is affordable.
- ✓ Developing housing production that focuses on young families with small children, creating and strengthening the climb up the property ladder and improving the diversity of the population.



The schedule of the operation

It will eventually include 172 homes, designed to:

- ✓ Meet the diverse housing needs of households looking for individual housing, especially young families with small children.
- ✓ Creating and strengthening the climb up the property ladder and improving the diversity of the population.
- ✓ Developing the social mix with a proportion of 30% of social housing.

To address these issues, particular attention is paid to defining the type and distribution of housing units:

Typology:

- ✓ 50% small collective housing units
- ✓ 20% of grouped single dwellings
- ✓ 70% of free plots of land.

Distribution:

- 30% of rented social housing
- 25% of controlled price homes,
- 45% of unrestricted housing.



| BLOCKS | SURFACE OF THE BLOCKS | NUMBER AND TYPE OF HOUSING | NET FLOOR AREA | PRODUCT RANGE |
|--------|-----------------------|---|--|--|
| 1 | 6,500 m ² | 32 small collective housing units (1 - 2 bedroom) | 1,630 m ² | 19 social rental 13 Free |
| 2 | 7,500 m ² | 38 small collective housing units (1 - 2 bedroom) | 1,830 m ² | 9 Free 19 social rental |
| 3 | 13,500 m ² | 8 free plots 7 small free plots 7 average grouped houses (3-bed) 7 grouped patio houses (2-and 3-bed) | 560 m ² 560 m ² 515 m ² | Open First-time buyer (Pass foncier) Controlled price housing (PSLA or Pass foncier) Controlled price housing |
| 4 | 10,800 m ² | 12 houses (2- or 3-bed) 38 small collective housing units (1 - 2 - 3 bedroom) 4 terraced houses (3-bedroom) | 900 m ² 982 m ² 320 m ² | Social rented housing Controlled price housing Controlled price housing |

An eco-estate

The desire to implement a low energy "eco-estate" with a genuine social mix and a wide diversity of urban forms is what makes this operation particularly exemplary.

The buildings that are built as part of this operation will all, as a minimum, be in compliance with the BBC label (low consumption building). For example, by their compactness, blocks 1 and 2 lend themselves to thinking about setting up a collective boiler to improve energy efficiency.

The City aims to create an eco-estate

For the buildings:

- Bioclimatic design and comfort of the buildings
- Energy consumption control
- Control of water consumption
- Use of eco-products in the construction
- Comfort of the housing units
- **Over and beyond the buildings themselves, the environmental obligations concern:**
 - The landscaping:
 - The use of existing buildings for new functions, and ease of circulation
 - Water management
 - Waste management
 - Reduction of noise pollution
 - Low nuisance construction site



The fact that the ZAC des Ormeaux is a pilot operation made it possible to revisit the overall outline plan to improve the overall density of the project and its urban form. A considerable amount of in-depth work was carried out on the orientation of the homes, so as to preserve privacy while accepting a certain level of density.

The programme was reoriented in order to integrate affordable and social housing in to every sector. Example, the intermediary housing, such as the terraced houses, can be private, social or affordable. As for the plots of land reserved for building projects, some small plots were set aside for first-time buyers.

3. From the pilot operation to the generalisation of sustainable urban development operations thanks to an ambitious action plan

The generalisation of pilot operations involves:

- Controlling costs in order to obtain final prices that are suited to those households which are usually excluded from home ownership;
- A compact and well oriented urban form with a focus on preserving the privacy of future residents;
- A form of housing which meets the needs of families (location, parking, energy control...);
- Dialogue between elected officials and trade professionals.



| Action n°3: | |
|---|--|
| Defining a shared frame of reference - The Guide to the Metropolitan EcoDistrict | |
| Objectives and content | <ul style="list-style-type: none"> » Achieve a shared vision of the challenges, both urban and financial, and a common definition of the urban coherence and sustainability of new neighbourhoods. » Work with the municipalities to create an urban frame of reference that each development operation has to achieve: The Guide to the Metropolitan EcoDistrict. » Translate the requirements of the sustainable city in order to build neighbourhoods that have been designed around a central focus, in contact with their environment, pleasant to live in and to look at and economic in their use of resources. |
| Implementation | <p>The Guide to the Metropolitan EcoDistrict will focus on:</p> <ul style="list-style-type: none"> » detailed guidance on the densities of operations, according to their location, in particular with regard to public transport networks, as well as on the functional and social mix of these new neighbourhoods. » indications for: <ul style="list-style-type: none"> • a high-quality urban form (ground plan, quality of the public areas, use of space, enhancement of heritage, fitting into the landscape), • sustainable use (limitation of road space, consideration of other modes of transport, supply and sharing of facilities, shops, public services and amenities), • efficient and innovative urban services (waste, district heating, water management) • energy efficiency of buildings, • use of renewable energies. » an operational approach that means that each operation is closely examined, as part of the constant dialogue between the project owner and the developer and the partnership between Nantes Métropole and the municipalities, throughout the main phases of the operation. » a level of excellence for each topic: each Metropolitan EcoDistrict makes the choice to be excellent on some of the themes in the guide. » a simple tool to translate the strategic orientations of Nantes Métropole (PLH, PDU and Climate Plan) into concrete reality, ensuring that the operational objectives of NM are implemented at neighbourhood level (urban development of the municipalities, housing, public spaces, water, environment, etc.) and the requirements of the technical guides, when they exist (Bike Guide, Charter for the Organisation of Public Space). » as a repository of project sustainability, the Guide will also include economic criteria and simple ratios for each theme, to stand alongside the quality-based approach. |
| Action driver | Nantes Métropole |
| Partners | Municipalities |
| Schedule - Start-up | Finalisation: end of 2010 |

| Action 4: | |
|--|--|
| Initiate and accelerate the transition of new productions to more stringent energy requirements | |
| Objectives and content | <ul style="list-style-type: none"> ▶▶ Ensure that operators, in particular those from the private sector, take energy reduction objectives into account more rapidly and help them make progress on the design of operations and their energy production methods, thereby anticipating more stringent regulatory performances, in particular with regard to public initiative development operations. ▶▶ Smooth over the difficulties that operators are likely to have over the period of the PLH for the organisation and rate of production, from 2013, if they fail to anticipate the constraints arising from this new regulation. ▶▶ Avoid the risk of seeing affordable ownership housing depreciate in value over the next 2 to 3 years, when faced with a better quality supply from 2013-2014. |
| Implementation | <ul style="list-style-type: none"> ▶▶ In public development operations: <ul style="list-style-type: none"> • Over the period 2010-2012, work with developers to ensure that at the very minimum, the THPE is applied to all public initiative development operations. Impose a minimum percentage of BBC operations, to be defined with the operators • Over the period 2013-2016, define the performance standards applicable to public initiative development operations • For each operation, look in to the possible benefit of a connection to a district heat network ▶▶ In the stock of new social housing: focus 2 action sheet 10. ▶▶ Consider the benefits of extending the eligibility to the Energy Fund that exists in social housing to affordable ownership operations ▶▶ Regarding diffuse housing, support energy performance using the Climate Plan schemes (information assistance and decision support) ▶▶ Establish monitoring of the energy consumption of households in assisted housing (social or affordable ownership) to highlight the savings that can be made and the impact on housing affordability. |
| Action driver | Nantes Métropole |
| Partners | Municipalities, Developers, Private and public operators, ADEME |
| Schedule – Start-up | In association with the Guide to the Metropolitan EcoDistrict. |
| Budget information | Use of part of the Energy Fund on the new housing target (part of the its €500,000 / year) |

| Action n°14: | |
|--|--|
| Continue efforts on producing a controlled cost affordable homeownership supply | |
| Objectives and content | <ul style="list-style-type: none"> ▶▶ Giving low and middle income households the possibility of getting onto the homeownership ladder within the conurbation. ▶▶ Promoting the development of a controlled cost supply in order to diversify the range of new housing across the conurbation, with a focus on energy quality. ▶▶ Act on the various flexibilities that have been identified in order to produce controlled cost housing and to ensure that such products are suitable for the target clientele. ▶▶ Simplify and standardise investment assistance schemes (land charge bonus) and individual aids to make implementation easier (sales price caps for example). |
| Implementation | <ul style="list-style-type: none"> ▶▶ Revisiting the investment assistance scheme based on bonuses for land charges in public operations (ZAC, development operations, controlled land) with the following in mind: <ul style="list-style-type: none"> • Reaffirming the target clientele in question. • Setting the different price levels which can be afforded by middle income households, in accordance with the type of housing (collective and individual and 1, 2, and 3 bedroom) and the market conditions for each sector within the conurbation. • According to these exit prices, redefining the admissible land charge ranges by geographic sector. • Reinforcing the systems for the management of operators by developers under land charge assignment contracts. • Reviewing and standardising the anti-speculation clauses across all the municipalities. • Integrating energy criteria. ▶▶ Translating the cost control objectives into urban planning regulations: <i>cf. action 7 focus 1</i> ▶▶ Getting operators involved in cost control and in defining suitable products, using the urban form workshop as a basis (see action 44 focus 5): <ul style="list-style-type: none"> • Monitoring the pricing of land charges • Monitoring the pricing of construction costs • Tracking sales of affordable homeownership • Feedback on operations carried out |
| Action driver | Nantes Métropole |
| Partners | Developers, operators, municipalities, banks |
| Schedule - Start-up | The redefinition of the affordable homeownership system will result in a decision in the 4 th quarter of 2010. |
| Budget information | To be defined Possible opening up of the Power Fund for social housing to affordable housing needs to be looked at. |

Conclusion

The aim of pilot operations is to test, **in real situations**, how to achieve affordable housing, for which all the costs are carefully controlled, and which offers buyers housing products at sales prices that have ceased to be the norm on the market across the conurbation. This scale is still experimental, first in terms of quantity and second in its ability to spread further afield, although the challenge facing the city – one that has been identified clearly in the new PLH – is to make affordable first-time home ownership account for up to 25% of the needs in new production in the metropolitan area over the coming years.

Under these conditions, one of the key elements of the approach is the commitment of business partners to sharing the challenges of this policy, with their capacity to reflect collectively on the economic feasibility and technical implementation conditions for home affordability.

This is the role taken up by Nantes Métropole, which has given rise to the following initiative:

The professional affordable home ownership workshops, a necessary step to bringing together professionals around a common goal and working together to develop operational solutions

The involvement of stakeholders:

These workshops are for all the stakeholders in the sector, property developers, public and private developers involved in the territory of the district, cooperative companies (whether subsidiaries or not of social housing agencies), building systems designers;

Shared goals to be determined in common:

The Workshops, (the first series of which was held in the spring of 2010 and the second of which will take place in autumn 2010) have the following objectives:

- agree on a common definition of affordable homes (social targets: first-time buyer households, income levels, etc.; control of sales price: definition of price caps based on the creditworthiness of target households and market zones within the conurbation; methods for acquiring affordable housing: commitments as to guarantees for the access to and maintenance of the supply – anti-speculation clauses, etc.).
- draw up a crossover diagnosis of the production conditions for controlled cost ownership;
- identify the sources of savings but also the technical conditions that each partner category needs to attain in order to play a part in the feasibility of these products:
 - > for **local authorities**, to seek to:
 - remove regulatory barriers and/or relax urban planning provisions (PLU);

- work on the particularities of home affordability in the development specifications of public operations;
- ensure that programming is realistic (size of operations, good balance in the mix of housing types and statuses, etc.).

> for **real estate operators** (private developers, cooperatives), working in particular on:

- Product design to optimise costs while preserving the quality of housing,
- The search for innovation in engineering design (e.g. the scalability of homes)
- A more active search for cost containment through the use of building systems or industrialised components;
- The implementation of marketing arrangements and support that are tailored to low-income first-time buyers (resales guarantees, financing plans, etc.).
- agree on the feasibility conditions of home affordability: establish a shared "set of specifications" for the housing supply, taking into account the diversity of situations (where? only in planning operations, or more broadly in self-build housing, in the city centre and in the suburbs... how? with what price caps?; for which target customers, with what eligibility criteria for the allocation of housing; what kinds of programming and urban constraints, etc.?)

This approach will be complemented by similar work bringing together elected officials from the municipalities of Nantes Métropole to look at urban development in the city. The way the partnership will work on self-build programmes is designed to lead to the production of considerable numbers of new homes. As regards operations, Nantes Métropole has taken over the housing ZAC (Concerted Development Zone) competence to underscore the fact that the community as a whole is focused on all the global projects.