

# Integrated Action Plan Toulouse Metropole



## Part 1 – Presentation of context and process

### 1a – City context and definition of the initial policy challenge

Toulouse Metropole is a very dynamic urban area with a regular and important demographic growth (14 000 new inhabitants each year) boosted by the aerospace industries and its universities. Both prices to rent and to buy are increasing, making housing unaffordable for many citizens. Consequently, a lot of households rent cheap, unhealthy, unsafe private houses or end up in illegal camps, squats, cars or on the streets.

Toulouse, the main city of Toulouse Metropole, a Public Institution of Intercommunal Cooperation, and is historically a city of solidarity with a great tradition of offering assistance to people in need. One of the important public policies of Toulouse Metropole is Solidarity and Social Cohesion. This includes the development of different social policies such as classical social housing production, adapted housing production for specific target groups, Housing Solidarity Fund allowing financial and social support to households in need to facilitate access to and maintenance in housing, inclusion for travellers and Roma population, inclusion of migrants, youth prevention...

Even if the 37 cities of Toulouse Metropole count altogether 80 925 social housing units on 1 January 2021, owned and managed mainly by 13 social housing organizations, the waiting list for social housing counts around 38 458 households (data on 31<sup>st</sup> December 2020). 34% of these households have declared being homeless, in shelter accommodation or living with family or friends. 30% are already living in social housing but would like to move (need for a bigger or smaller house, need for cheaper rent, need for adapted house because of disability or age, separation/divorce, need to move closer to work or services...). The covid-19 crisis has affected the annual rate of social housing allocation: delays in construction and delivery of social housing units (dropped under 2000 new social housing units when it used to be around 2400 units per year) and the turnover dropped to 5% instead of the usual 9%.

The social housing policy is based on a national goal for cities with over 3 500 inhabitants to reach 25% of social housing by 2025. To achieve this goal, Toulouse Metropole Urban and Lodging Plan defined a global target: 35% of the annual 7000 new housing units built have to be social housing. 25 cities out of the 37 of Toulouse Metropole are concerned by this obligation and the 12 others are encouraged to contribute to the intercommunal effort to provide social housing everywhere on the territory. The national legislation for social housing provides also a general structure to assure social diversity: 3 levels of social housing rents (PLAI/PLUS/PLS). Considering the profiles of the households on the waiting list for social housing, Toulouse Metropole Executive has voted a general policy to develop an adequate offer: 30% at least for the lower rents (PLAI), not more than 15% of the higher rents (PLS). Every year, Toulouse Metropole dedicates around 10 M€ to the funding of the construction of social housing (payment of grants to the social housing organizations) and guarantees bank loans contracted by the social housing organizations.

In accordance with the national legislation and within the framework of the Intercommunal Housing Conference Toulouse Metropole has defined its social housing allocation policy in partnership with all the local stakeholders (local state services, county services, 37 cities, social housing organizations, associations involved in inclusion through housing) in a contractual document for the period 2019-2025: The Intercommunal Social Housing Allocation Convention. This contract is based upon the analysis of the profiles of the households on the waiting list for social housing, the characteristics of the social housing offer, the identification of the households considered as "priority" to housing including homeless and poorly housed households according to the Ethos Light grid. It determines a quantitative and qualitative objective of households to be housed yearly.

Toulouse Metropole is already practising integrated governance concerning the housing policy, combining the "hard" and "soft" aspects. The Housing Planning Department of Toulouse Metropole leads the consultation bodies including social housing organizations and real estate developers to define the pluriannual construction programs (private and public, social housing and free market housing). The Housing Department leads the consultation bodies including the social housing organizations, different public services and administrations, associations managing housing offer and social support (97 different stakeholders) to define the information policy concerning access to social housing, the public housing allocation policy and the Housing Solidarity Fund policy. These two main departments include each other in their consultation bodies to assure the coherence of the implementation of their respective policies.

## Current approach to homelessness

In the 1990s, the components of social surveillance: an Emergency Line (115), a mobile street outreach team, day shelters and emergency shelters were developed in Toulouse. They will be the first building blocks of tomorrow's SIAO (integrated reception and orientation service). It offered mostly accommodation solutions adapted to the needs of the homeless. The main approach was emergency and the staircase approach with, nevertheless, a few interesting programs with the Housing First approach and tailored solutions.

Toulouse Metropole has experienced the Housing First approach since 2012 through the "Un chez soi d'abord" (A home first), a national experimental scheme financially supported by the government and locally managed by SOLIHA 31 (one of the actual stakeholders of the ROOF project), in partnership with "Clémence Isaure" association (medico social support including addictions) and the Marchand Hospital (psychiatric disorders), mostly providing housing in the private rental sector through rental intermediation (95%) and support for 100 homeless individuals. Locally, a pluridisciplinary support team (10.9 Equivalent Full Time) was set up to implement the project. This experimentation was started in 4 cities in France: Toulouse, Paris, Marseille and Lille. The positive results of this experimentation influenced the government to generalise the housing first approach on a much larger scale.

In 2017, after three years of consultation between social landlords, the Hôpital Marchand, accommodation and support structures, as part of the Local Mental Health Contract, an agreement was adopted and signed by the various partners allowing easier access to social housing for people with mental health problems.

In 2018, the French government launched a call for interest for "Logement d'Abord" (housing first/led) projects and Toulouse, main city of Toulouse Metropole, was one of the 23 cities selected to implement the Housing First Accelerated Plan. The strategy was to implement the plan for the first two years in Toulouse and then to spread the plan all over Toulouse Metropole and its 37 cities. This plan is financed by national funds, the city of Toulouse and Toulouse Metropole.

In 2020, a new national scheme called "Un chez soi Jeunes", involving the same partners of the previous scheme, have been implemented for a new target group: 50 young people aged 18 to 25 years old, mostly without any income and coming out of childcare, with addictions and psychiatric disorders. Toulouse Metropole is funding this scheme (90 000 € annually through the Housing Solidarity Fund) to cover the rent and charges costs.

In addition, in September 2020, the government launched a new call for interest for the development of the Housing First plan in other territories, including this approach more widely and sustainably at the national level. The state continues to support financially the 23 territories selected initially and the new territories selected in February 2021.

In February 2021, Toulouse Metropole applied to a new national call for interest concerning the identification and mobilisation of vacant houses and was selected with 44 other cities. Thus, Toulouse Metropole will have access to interesting data permitting the location of vacant private houses, the identification of the private owners,

investigations about the reasons of the vacancy, development of legal advice to try to convince the owners to put back these housing units on the renting market and providing rental intermediation for affordable market.

## 1b - Focus

Toulouse Metropole benefits of an institutional commitment in policies contributing to the eradication of homelessness, at national, regional and local level making it easier to mobilize stakeholders.

Moreover, with the implementation of the Housing First/Led Accelerated Plan, local stakeholders:

- Developed a more precise knowledge about homelessness: During the last four years, street counts have been organised in February and data issued from the SIAO database have been analysed and shared with the stakeholders.
- Started a real shift from the staircase approach to the housing first/led approach: All stakeholders of the plan and of the ULG are also associations managing shelters and were not always willing to change the system.



The participation of Toulouse Metropole in the URBACT-ROOF network, the transnational exchanges between the project coordinators and teams, the transnational exchanges associating the ULG members contributed to the shift in the approach. The sharing of information, of experienced methodology, of tested organizations boosted the local changes and new structuration of the provided services.

Local stakeholders have now a better view of what can be achieved (example of Glasgow and Odense) in a long term vision and the path to follow becomes clearer.

Thus, it has been agreed that the Integrated Action Plan will be organised around these main challenges:

- Improve the knowledge about homelessness: collect, analyse and share available data to adjust the local policy to reduce significantly the numbers of homeless people;
- Increase the affordable housing stock (public and private) available for homeless households: develop tools and strategies to bring more affordable housing on the renting market, develop a varied and adapted offer corresponding to the diversity of situations;
- Consolidate the multidisciplinary support offer: improve the articulation between already available offers, develop those actually missing and assuring a constant funding to prevent breach of support;
- Prevent the increase of homelessness: structure the eviction prevention policy and fight against poverty.

## **1c – Description of the process**

The ULG was officially set up in October 2020, with the stakeholders already involved in the Housing First Accelerated Plan implemented since 2018. The Housing First Plan brings together both institutional actors (State, Department, Toulouse Metropole, City of Toulouse etc.) and associations involved in the sectors of accommodation, production and management of housing, social support, social street work. They were already structured in subgroups based upon the organization designed in the initial project:

- stakeholders involved in data collection,
- stakeholders involved in the production of social housing (specific permanent boarding houses for single person or couples),
- stakeholders involved in housing capture in the private sector,
- stakeholders concerned by the support platform.

The ULG is actually composed of all these stakeholders (institutions and associations) to which has been added the Social Housing Federation (representing the 13 social housing organizations) and the Urban and Housing Planning Department of Toulouse Metropole.

Depending on the topics treated, other stakeholders may be invited to the ULG or to the existing sub-groups or those that may be created if necessary.

The point is to adjust the organization to the development of the project and the implementation of actions.



During the set up meeting, the ULG agreed to meet regularly between the transnational meetings. The ULG meetings are scheduled around every 2 months, planned in-between 2 transnational meetings or according to deadlines of strategic steps (SSA plan, IAP Roadmap...).

Since, 8 ULG meetings have been held. These 2 hours meetings, physical or online, have been structured with dedicated time to allow transfer of knowledge from transnational meetings (sharing of documents, presentations, experimentations, tools...), to discuss the goals to reach and the way we do it, to define the small scale actions, to design the local communication plan, to conduct reflexions and design the Integrated Action Plan.

To keep up the dynamic, Toulouse Metropole coordination task force had to organize the translation of some of the key documents to facilitate the interconnection between the local stakeholders and the transnational key stakeholders, thus favouring partnership beyond the URBACT-ROOF project.

The timeline includes also linked activities carried out by Toulouse Metropole (Housing First 5 year Plan, Social housing production programming and working plan of the Intercommunal Housing Conference). Most of the ULG members are also involved in these activities.

## Part 2 – Action Plan

Toulouse Metropole Action Plan is mostly focused on the access to housing for documented households with minimum resources (wages and/or social benefits), legitimated by the legal competencies given the Public Institution of Intercommunal Cooperation.

The data collection and analysis reveals the presence of undocumented households. In France, the shelter policy, mainly addressed to these households is part of the state services competencies. Even if it is not part of its legal mission, Toulouse Metropole is also involved in a partnership with the state services to deal with this problem and implement specific offers to reduce the number of undocumented homeless households.