



# ENHANCING THE ENTRANCE TO THE METROPOLITAN AREA

## CONNECTING THE TWO SIDES OF A MAJOR ROAD INFRASTRUCTURE

Livry-Gargan, France

June 2022

Métropole du Grand Paris



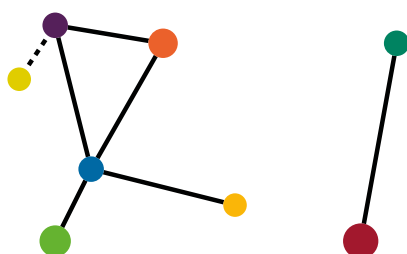
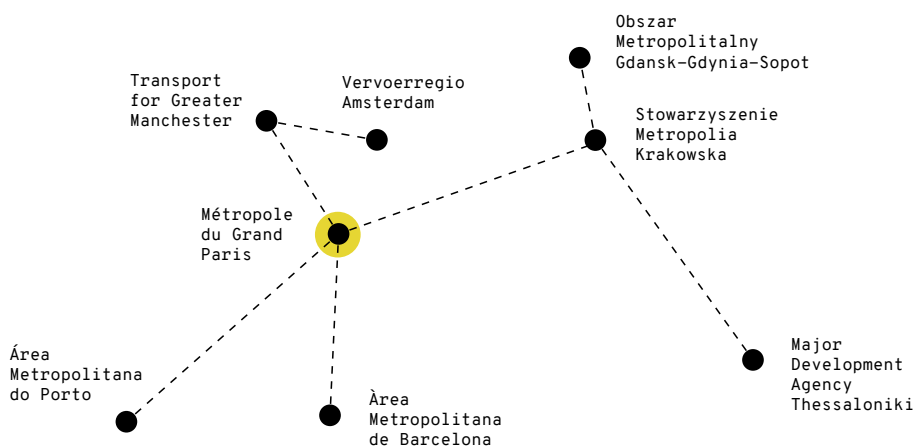
## Enhancing the entrance to the metropolitan area

Connecting the two sides of  
a major road infrastructure

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# Brief

The integrated action plan on the Poudrerie-Hochailles site gathers the main local authorities (City, EPT, MGP, CD93), shop owners of the commercial area and representatives for the inhabitants. It aims at transforming an area of 56 ha in order to integrate a road infrastructure within the urban and natural fabric, improve the accessibility to greenspaces through walking or cycling, create space for diverse economic activities, transform the fringes into an entrance to the metropolitan territory and improve quality of life through housings, integrate economic activities and public space through a set of 7 actions based on physical transformations and multi-level governance coordination.



**RiCONNECT**  
RETHINKING INFRASTRUCTURE

## On the network

RiConnect is a network of eight metropolises whose purpose is to rethink, transform and integrate mobility infrastructures in order to reconnect people, neighbourhoods, cities and natural spaces.

We will develop planning strategies, processes, instruments and partnerships to foster public transport and active mobility, reduce externalities and social segregation and unlock opportunities for urban regeneration.

Our long-term vision is a more sustainable, equitable and attractive metropolis for everyone. It is an URBACT project and is co-financed by the European Regional Development Fund.

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# 1. General description

## 1.1

### Governance scheme & metropolitan structure and challenges

#### METROPOLITAN CONTEXT

The Poudrerie-Hochailles urban development project in the municipality of Livry-Gargan is located North East of the metropolitan territory and is one of the five project led by the Greater Paris Metropolis. The other four are located in the department of Saint-Denis where the future Olympic aquatics center will be built, in Villeneuve-la-Garenne, in Noisy-le-Grand and in Saint-Ouen-sur-Seine.

The Greater Paris Metropolis is a six-year-old public institution that covers a dense and urban area and unites a total of 131 cities, including Paris. It spreads over a total of 814 km<sup>2</sup> and hosts a total population of 7.2 million inhabitants. 30% concentrate in the city of Paris whereas the remaining 70% distribute among the other 130 municipalities. Its territory is subdivided into 11 smaller intermunicipal authorities. Thus, the governance of the territory is complex with multi-level authorities intervening on the same area, depending on the powers they were granted by the law.

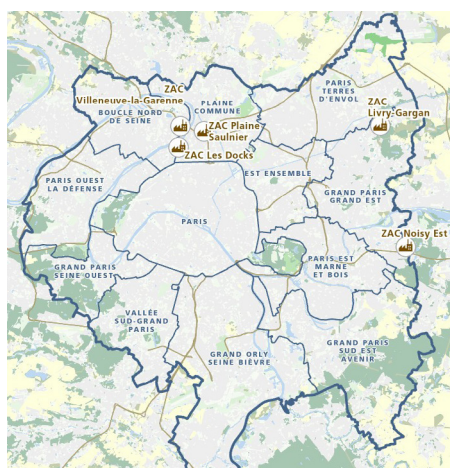
The Greater Paris Metropolis holds competences in five main areas: 1- energy policy and climate change action; 2 - management of aquatic environment and flood prevention ; 3 - land use planning, 4- economic, social and cultural development ; 5 - planning, and local housing policy.

## 1.2

### Focus of the IAP

Image 1\_The five urban development projects led by the Greater Paris Metropolis

Source: \_MGP



#### WORKING ACROSS MUNICIPALITIES

In Livry-Gargan, the Poudrerie-Hochailles sector's development was granted to the Greater Paris Metropolis regarding its location at the crux between a major road infrastructure that serves the North East of the Metropolis and connects it to the neighbouring Seine-et-Marne and a systems of major green-spaces at the regional level (Parc du Sausset, Parc de la Poudrerie, Bois de Bernouille, Forêt de Bondy).

In addition, the Greater Paris Metropolis elaborates a metropolitan urban development master plan, the Scheme for territorial coherence (SCOT).

## CRITERIA TO DEFINE METROPOLITAN-SCALE URBAN DEVELOPMENT PROJECTS

To be in charge for the urban development of a sector, the Metropolitan council has to approve the relevance of the site regarding the criteria below. One of them at least must be fulfilled :

- The coherence of the urban project with the metropolitan planning documents
- Its role in reducing urban discontinuities, especially those caused by transport infrastructures
- The location of a major cultural or sports facility of national or international dimension
- A former selection by a call for projects organized by the Greater Paris Metropolis (ex : Inventing the Greater Paris Metropolis)

## METHODOLOGY

The progress level of the different urban development project under the supervision of the Greater Paris Metropolis is varied. The one in Livry-Gargan is the first one on which the Greater Paris Metropolis intervenes from its very beginning. No urban and environmental diagnosis had been carried out before its metropolitan level was voted and the role of the Greater Paris Metropolis is to determine the future uses of the site. Through this project, the recent metropolis wants to prove its exemplarity regarding the orientations it sets out through its master plan and develop expertise to replicate its intervention on similar urban contexts. From this point of view, the Poudrerie-Hochailles project is very relevant since it comprises a great diversity of urban fabrics namely single houses, ageing collective housings, economic premises and a huge commercial area with space-consuming parking lots.

The governance of the Greater Paris Metropolis implies different stakeholders as presented above (The national government, the region, departments, metropolis, territories, municipalities). As for the metropolis itself, its power and legitimacy rely mainly on the 131 mayors of its territories. More precisely, two main organs, namely the Metropolitan Council, its main governing body, which is made up of 208 metropolitan councilors representing the 131 municipalities that are part of the metropolitan area are responsible for decision-making. The Metropolitan Bureau, elected by the Metropolitan Council and led by the metropolis's president, is in charge of establishing the organization's political strategy, examines the agenda and the draft deliberations to be submitted to vote to the Metropolitan Council.

Hence, the governance of the transformation of the Poudrerie-Hochailles sector is shared between the Greater Paris Metropolis and the municipality of Livry-Gargan.



Image 2\_Local public authorities and their main powers in the metropolitan area

Source: \_MGP



## 2. URBACT Local Group

### 2.1

## Stakeholder mapping

### MEMBERS AND STAKEHOLDERS

The stakeholder system is rather complex and implies many institutions:

- The Greater Paris Metropolis and the city of Livry-Gargan which forms the decision group
- The Département of Seine Saint-Denis which owns the national road and is responsible for the studies prior to its transformation
- EPT Grand Paris Grand Est, the public authority between the city and the metropolis, which is responsible for sanitation and housing (a shared competence with the metropolis),
- EPFIF, a public entity supporting the city and the metropolis for acquiring land
- Seine-Saint-Denis Habitat, a social landlord that owns the garden city located North of the IAP site
- The national government through its different departments and agencies: the DRIHL 93 supports financially studies and intervention on deteriorated housing and the ministry of Defense owns land and buildings in the Poudrierie Park
- The neighbouring cities such as Sevran and Vaujours whose municipal borders are adjacent to the IAP site and share challenges in terms of mobility and access to greenspaces.

It is also made of inhabitants, users and their representatives. Two main types of representatives have been spotted: associations (ex : ALEC which fears a strong densification of the site) and neighbourhood councils. Firms located in the perimeter are also major stakeholders and very diverse: they range from small shop or company owners to international brands such as Cora or Leroy Merlin. The engagement of citizens and economic stakeholders in the implementation of the project was based on information about the project through public meetings organized by the municipality and local media. Representatives for inhabitants also participated in a workshop at the beginning of the process (cf. photographs) and so did the directors of main shopping centers in the area (Cora, Leroy-Merlin, Point P).

*Image 3\_First workshops with representatives for inhabitants and deputy mayors – November 20*

Source: \_MGP + F. Lemettre



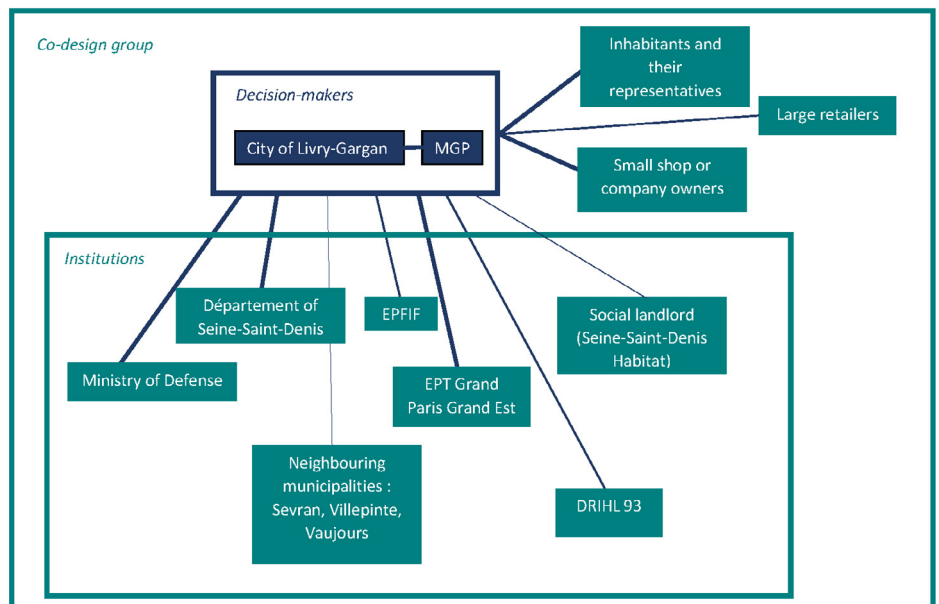


Image 4\_ Stakeholder map: the thicker lines are, the more frequent were ULG meetings with each stakeholder

Source: \_MGP

## 2.2

### Organization of ULG

Stakeholders were not equally implied in our Urbact Local Group. 19 ULG meetings have been organized since 2020. Three main types of meetings took place :

- Co-decision group meetings gathering representatives for the MGP and the City of Livry-Gargan, who the Mayor and most often one of his deputies attended to ;
- Workshops, either with representatives from other institutions such as the EPT or the state, with economic actors or with representatives for the inhabitants ;
- Meetings, during the last phase of the process during when implementation and more technical issues were discussed such as land acquisitions, the elaboration of urban planning documents.

The difference of association between stakeholders is mainly due to the repartition of powers between public entities in the metropolitan area. EPT Grand Paris Grand Est was strongly implied due to the interdependence of domains of intervention between EPT in general and MGP. At the beginning of the planning process, one of our fear was our ability to enrol private actors. Eventually, we managed to associate them and they will be more and more integrated to the implementation of the action plan.

Image 5\_First workshops with representatives for inhabitants and deputy mayors – November 20

Source: \_F. Lemettre



## 3. IAP Site

### 3.1

## Definition of IAP area

### THE IAP SITE

Our IAP site corresponds to a sector called Poudrierie-Hochailles in Livry-Gargan. The Greater Paris Metropolis was entrusted for its urban development in 2019. Its initial perimeter was extended in 2020 and now encompasses 56,9 ha (instead of 19 ha initially), representing a little bit less than 8 % of the municipal territory.

The city of Livry-Gargan is roughly 12 kilometers away from the center of Paris and its population density is lower than the density of the Metropolis as a whole. Its population approximatively amounts to 44 000 inhabitants and its density is of 6 025 inhabitants/km<sup>2</sup> whereas the density of the Greater Paris Metropolis is near 8 700 inhabitants/km<sup>2</sup>. It is also governed by the intermunicipal authority of Grand Paris Grand Est which covers 14 municipalities. To give very general trends, this territory has a younger and poorer and less qualified population than the mean at the metropolitan scale.

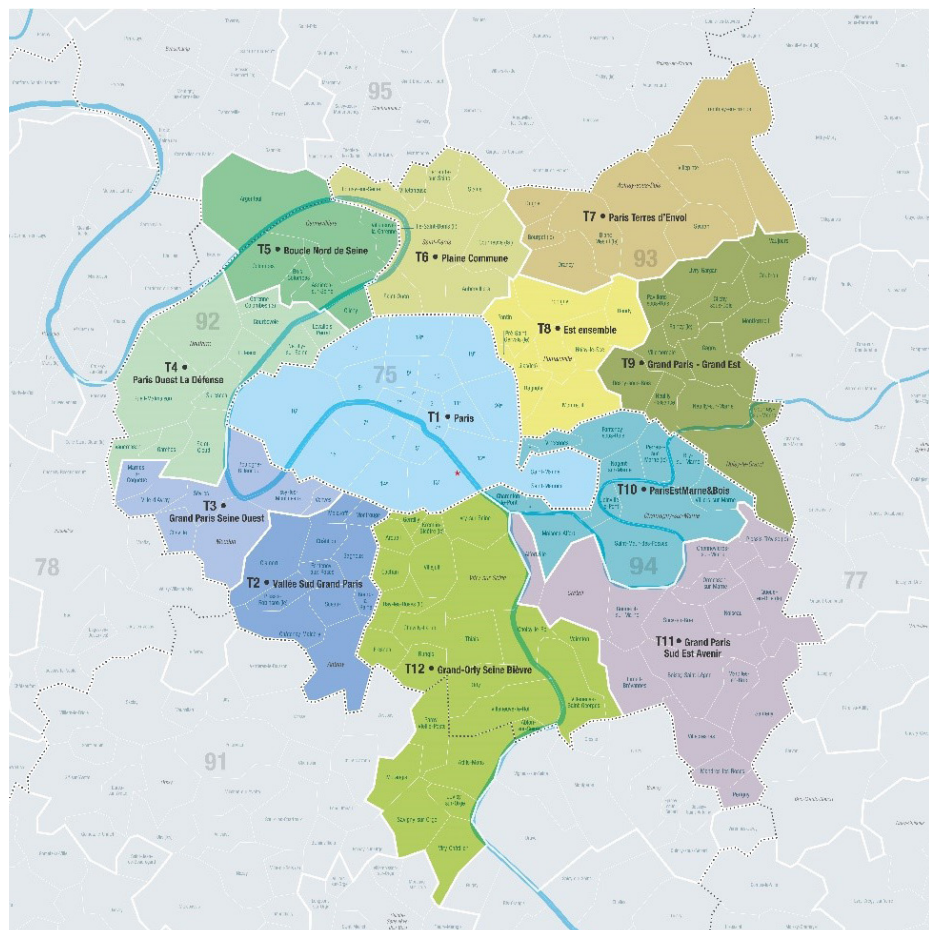


Image 6 \_ Location of the municipality of Livry-Gargan within the metropolitan area and the territory of Grand Paris Grand Est

Source: MGP



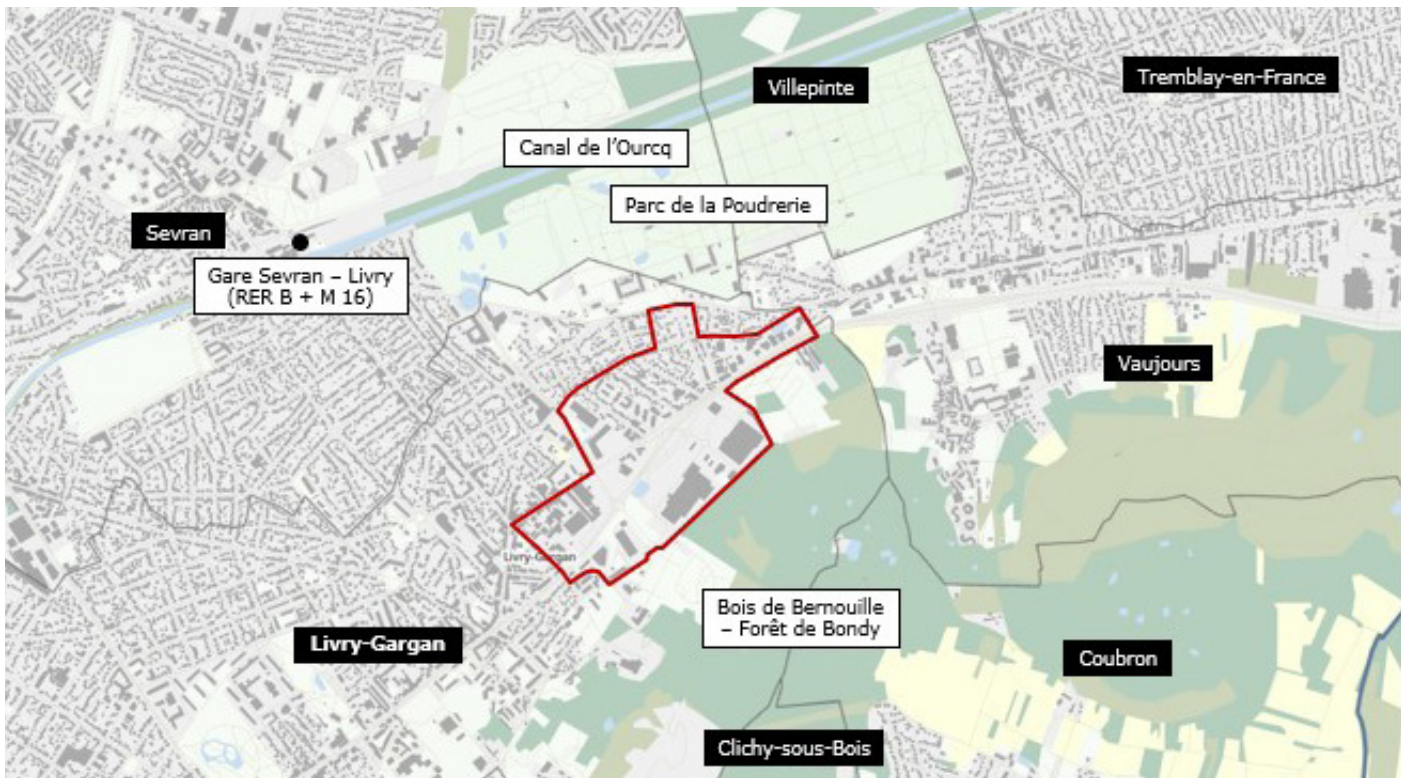


Image 7\_IAP Site

Source: \_MGP

The IAP site is located East of the municipality of Livry-Gargan, which is very close to the frontier of the Greater Paris Metropolis. It is a space of transition within the metropolitan area between its dense urban core and its outskirts which are less inhabited and comprise more green spaces. The urban fabric of our IAP site reflects this position within the Greater Paris Metropolis and mixes single houses and multi-storey buildings, North and West of our IAP site respectively. The 2x2 lanes that crosses the site reflects also the use of cars as the distance from the center of the metropolis grows. It is estimated that roughly 3 500 inhabitants live in the perimeter.

## 4. Site Analysis

### 4.1 Analysis

The IAP site is mixed-use. It can be divided into four main areas :

The first one includes single houses and a garden-city, social housings built between 1925 and 1949 to accommodate workers from the former gun-powder factory located in a neighbouring park. In this area, inhabitants and users mainly use their cars and the streets are not very suitable for pedestrians and cyclists.

The second one is going along the national road and corresponds to shops or economic premises mainly linked to car repair. There is also a former hostel welcoming low-income persons.

The third one is located on the southern side of the national road and welcomes a huge commercial zone with big parking lots dedicated to large retailers such as Leroy Merlin (materials and tools for construction) or Cora (food)

Finally, the last one is located West of our perimeter and mixes multi-storey housing buildings and ground-floor shops and offices. The organization of blocks is complex and buildings are especially deteriorated in this area.

It is located in the immediate vicinity of the Poudrerie Park partly owned by the Ministry of Defense and the Departement of Seine Saint-Denis.

The whole site is mostly inhabited by couples with children under 14. The inhabitants are mostly between 30 and 44 years old, representing a higher proportion than at the municipal scale. Regarding economic resources, the median income is close to the median of the municipality and of the territory Grand Paris Grand Est (around 21 000 € per unit of consumption) though it is lower than the one at the metropolitan scale. The proportion of foreigners (16 %) is equal to the proportion at the municipal scale. Nevertheless the situation is contrasted within the whole perimeter between the East and the West. Low-income households are concentrated in the western area of the perimeter and counts on average more children. In the eastern the sector, the proportion of foreigners is also lower.

The neighborhood suffers from a lack of access to public transport. It is cut off by a 2x2 lanes road that plays a major role for car mobility since it connects the north east of Paris to the outskirts of the urban area. The closest rail station is located in Sevran, roughly 20 minutes away by foot. The sector is served by buses but their frequency could be improved.





Image 8\_Bus lines serving the IAP site

Source: \_MGP

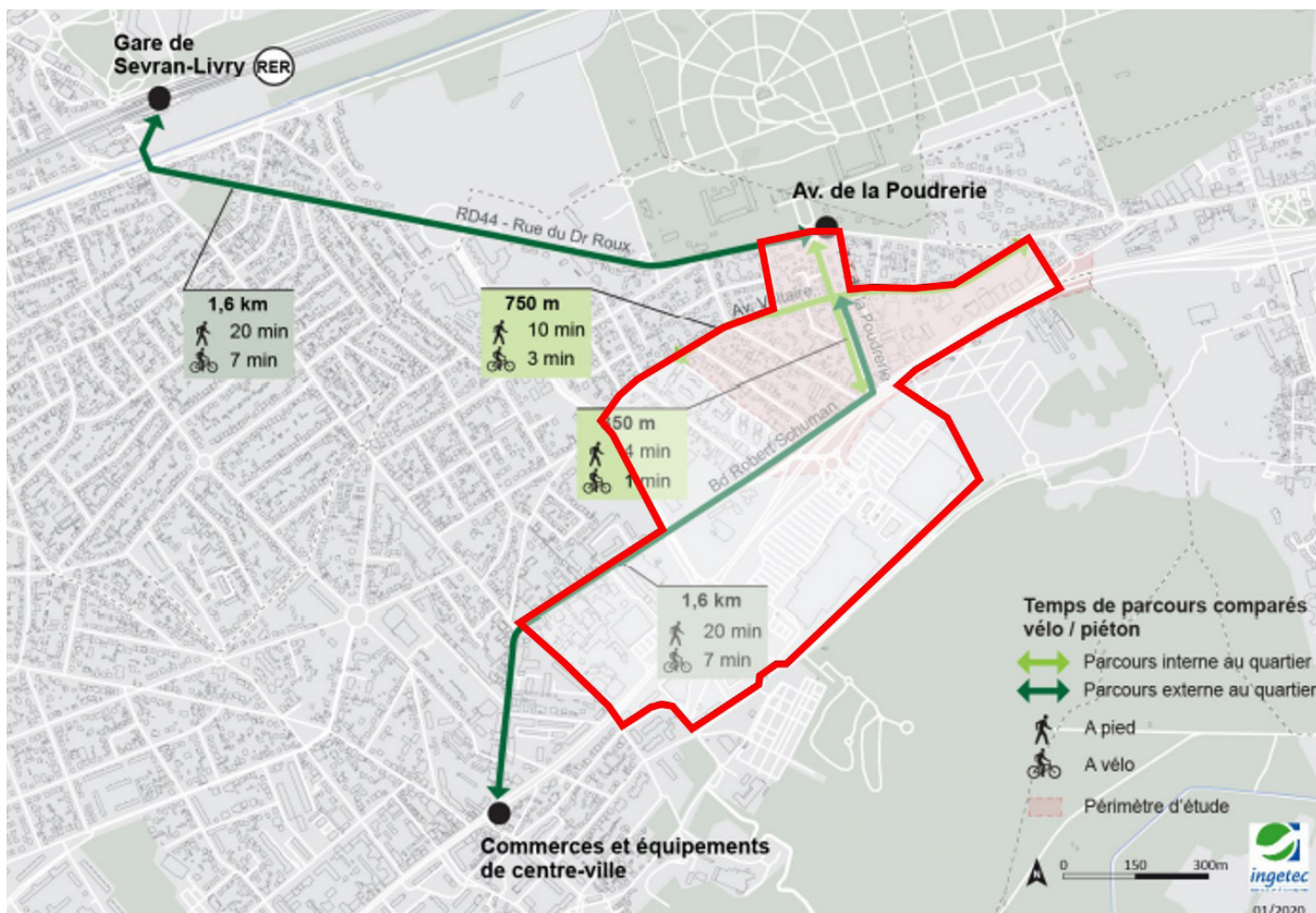


Image 9\_Main travelling times from our IAP site

Source: \_MGP



## Réseau de transport en commun structurant Existant et projet

- Existant
  - RER B
  - Tramway T4
- En projet
  - GPE Ligne 16 St-Denis-Pleyel - Noisy-Champs
  - TZEN 3
- Gare
- Arrêt
- Zone d'influence des gares RER/GPE (1000m)
- Périmètre d'étude

0 300 600m

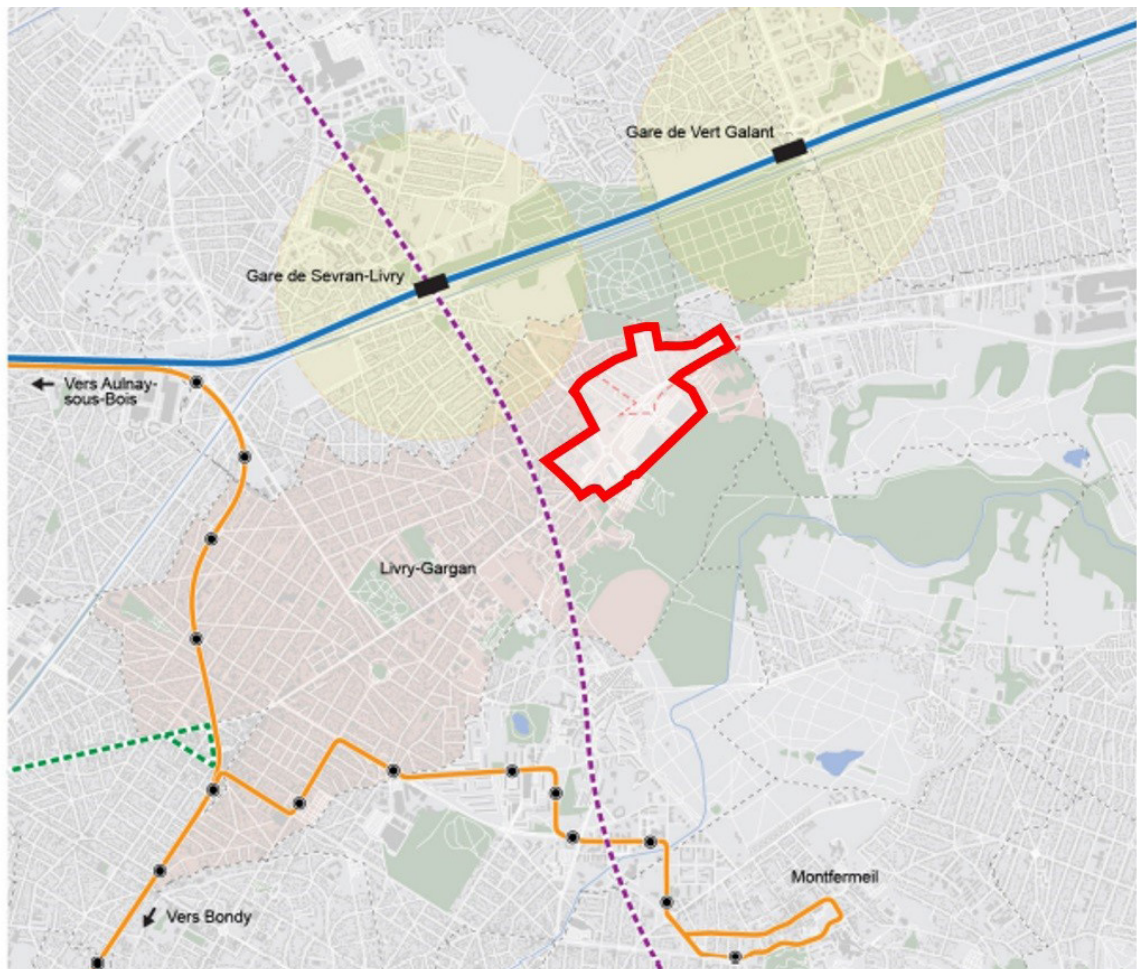


Image 10\_Main public transport lines (existing and projected)

Source: \_MGP

## 4.2

### Results of the survey conducted

During the first interviews we carried out with inhabitants and elected officials, the interviewees pointed out their need for services in the neighborhood (no daily shops), the difficulties and the lack of safety when crossing the national road and the need for connections between the different natural spaces surrounding the Poudrerie-Hochailles district. It also enabled to understand better the inhabitants' uses and representations, especially for those living in the single-houses area. The inhabitants are mainly moving by car and think their neighborhood is difficult to walk or to cycle. They are also concerned by the national road and air pollution and noises it causes but rarely have to cross it since they do not go by foot neither to supermarkets nor to the forest.



## 4.3

### Emerging topics

The emerging topics for this site can be gathered in four main thematics : mobility, environment, urban planning and design and socio-economic profile.

#### MOBILITY

As for mobility, the interviews and the diagnosis we led shed light on :

- **The coexistence of mobility types in public space:** this topic is two-fold and at some point contradictory. On the one hand, there is a need for space dedicated to cycles and pedestrians. Most of the streets of our IAP do not comprise cycle lanes. Sidewalks are also very small which prevents disabled people and families with strollers from circulating easily, even more since cars are mostly parked in public space. On the other hand, the parking spots are insufficient considering the motorization rate in Livry-Gargan (in 2010, more than 80 % of households owned at least one motorized vehicle).
- **The way to cross safely the national road:** the transport infrastructure creates a strong barrier with 4 lanes (2x2), on which the speed remains high (70 km/h). The crossing and access to the commercial area is only made possible by a bridge, since there is a strong difference of levels and rare pedestrian crossings.
- **Car traffic:** the structuring role of the transport infrastructure implies that it causes important nuisances in terms of noise and pollution. Its reduction seems to be a major challenge. It is strongly linked with the emerging topics about mobility. Reducing car traffic could make less necessary parking lots and ease the crossing of the road infrastructure.
- **The lack of service in public transport:** the IAP site is roughly 1 km away from the station of Sevrans-Livry, and the bus lines that serve it are not frequent enough. The site will nevertheless benefit from the construction of the Grand Paris Express network which will stop in Sevrans-Livry.

#### ENVIRONMENT

- **Access to greenspaces:** the access to the Poudrerie park which is a space for leisure at the intermunicipal scale is limited from the IAP site since it is surrounded by barriers. A portion is also inaccessible, being property of the ministry of defense and comprising highly deteriorated buildings (the former powder factory). More generally, the IAP suffers from the lack of trees and vegetation and public space is very mineral. This topic is linked with the following and could both improve living conditions for inhabitants and contribute to the strengthening of ecological continuities.
- **Link between natural spaces:** the IAP is at the core of a set of major greenspaces at the metropolitan scale but its continuity could be reinforced creating links especially between the Poudrerie Park and the Bois de Bernouille, respectively North and South of our IAP. It is a great opportunity for the preservation of biodiversity since bio corridors enable natural species to circulate from one green space to another.
- **Energy-efficiency of buildings:** this challenge is linked with the environmental objectives of the Greater Paris Metropolis. It concerns both future buildings and the renovation of existing ones by limiting heat loss. It has also an economic effect since it reduces households' expenditures for energy.

## URBAN PLANNING AND URBAN DESIGN

- **Centralities:** within the site, located East of the city of Livry-Gargan, centralities are missing due to the specialization of the different areas (economic activities, large retailers or housings). Local businesses, playgrounds or cultural facilities which are also missing in the neighbourhood could be a good way of creating meeting spaces for inhabitants and users.
- **City entrance:** the site is located on the border with the neighbouring municipality of Vaujours but the entrance of the city is not well enhanced. Nothing but a roundabout marks the entrance to the city of Livry-Gargan. This strategic location could be improved working on the urban transitions with the neighbouring municipalities.
- **Built heritage:** the perimeter takes into account an old garden city which is being renovated by the local social landlords. On the front of the Poudrerie Park, the former powder factory buildings have a big architectural value.

## SOCIO-ECONOMIC ASPECTS

- **Mixed economic uses:** the site is already made of large parcels dedicated to economic activities (especially large retailers or linked to the automobile sector). Our challenge will be to improve the diversity of economic activities, supporting local businesses and improving the coexistence between economic activities and housings without evicting those necessary to the functioning of the metropolitan area such as logistics (transports of goods)
- **Diversity of housings:** French law implies that the rate of social housings for a city above 3 500 inhabitants must reach at least 25 %. In Livry-Gargan, this rate equals 21 %. The urban development of the sector will thus have to include a diversity of housings so as to improve the total amount of social housings without exclusively concentrating them in a single neighborhood.

## 5. Urban Strategy

### 5.1

#### Vision of the project

The vision for the eastern entrance to Livry-Gargan is a mixed neighbourhood organized around a pacified road infrastructure which will welcome other ways of transportation such as cycling and walking. More generally, streets will give more space to pedestrians and cyclists. Car traffic will be diminished and slowed down so as to make public space more attractive. Mixed uses will be implemented: housings, economic activities, shops and facilities. One of our guiding ideas is to link and create connections between the southern and the northern parts of the road. Vegetation will be improved so as to create an ecological continuity between the neighbouring parks and forests, the transformation of the road infrastructure will also take into account the need to make crossings easier, and connections in terms of uses, thanks to amenities or services for instance will favour the circulations between the two sides of the road.

### 5.2

#### Project goals

Five main goals spring from the preceding vision:

##### **1) INTEGRATING THE ROAD INFRASTRUCTURE WITHIN THE URBAN AND NATURAL FABRIC**

The urban integration of the road infrastructure will be made possible by giving more space to different ways of transportation such as walking, cycling or public transport and by making easier the crossing of the road. This might imply a reduction of the number of lanes and of speed.

The creation of new crossings will also contribute to the integration of the road infrastructure within a wider natural environment since it will favour connections between two neighbouring but today separated natural spaces (Parc de la Poudrerie and Bois de Bernouille). This connection will also imply to add more vegetation along the road infrastructure.

##### **2) IMPROVING THE ACCESSIBILITY TO GREENSPACES FOR PEDESTRIANS AND CYCLES**

This goal refers both to the dominance of car mobility within and around our IAP and to physical obstacles to reach natural spaces. Some parts of the Poudrerie Park, situated North of our IAP are closed to the public and surrounded by fences ; the Bernouille forest, located southwards is separated from housings and economic activities by the national road and the commercial zone, raised above ground level. This objective is related to the improvement of public space through the creation of cycle lanes, space for pedestrians and to the transformation of the national road.

### **3) CREATING SPACE FOR DIVERSE ECONOMIC ACTIVITIES AND IMPROVING CONNECTIONS WITH HOUSINGS**

The objective is to create a mixed neighborhood by welcoming different types of economic activities (commercial, industrial, logistics,...) and different populations by mixing the size of housings and their price. Mixing functions also implies to think of the transitions and the connections between housing and economic activities so as to create complementarities and to limit nuisances and conflicts between the different uses. This will also imply to create new crossings of the national road to connect the North of the infrastructure to the South which is for now dedicated to commercial functions.

### **4) TRANSFORMING FRINGES INTO AN ENTRANCE TO THE METROPOLITAN TERRITORY**

Integrating this eastern fringe of the metropolis and of the city implies to bridge divisions with the core of the metropolitan area where the public transport network and the service in public amenities is dense and where service industries are concentrated. This implies to reinforce the service in public transport, creating mixed-use centralities around stations and making space for cycles and pedestrians. At the metropolitan level, this objective also means to maintain within the metropolitan territory uses and especially economic activities that are necessary to the general functioning of the area such as logistics.

### **5) IMPROVING QUALITY OF LIFE THROUGH HOUSINGS, INTEGRATION OF ECONOMIC ACTIVITIES AND PUBLIC SPACE**

In this IAP site, the improvement of living conditions relates to the transformation of public space, the access to natural spaces, the renovation of buildings and the integration between residential and economical functions. It would result in the creation of wider public spaces, linked to natural spaces and enabling the coexistence of different types of mobility. The improvement of buildings can be supported through different measures from public land acquisition to incentives for private owners. Mixing uses results in the creation of new services for inhabitants and limiting urban barriers due to the implantation of close economic activities along the road infrastructure.



## 5.3

### Metropolitan vision

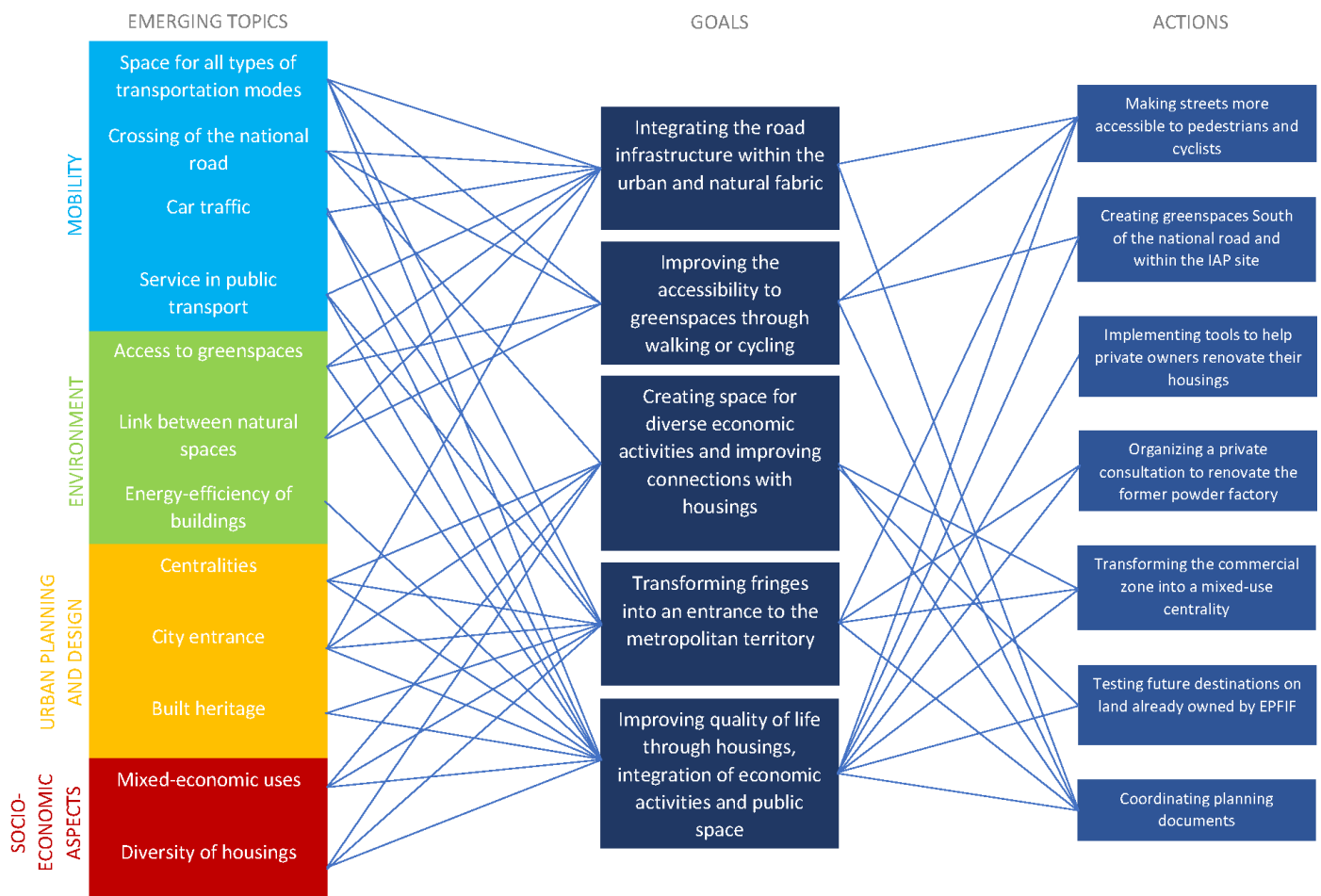
Our goals integrate into a metropolitan vision by contributing to metropolitan-scale challenges through the reinforcement of ecological and natural continuities and the reinforcement of ways of transportation alternative to car. The relation of dependency between the core of the metropolis and its outskirts is also considered by defending the creation of local centralities and the enhancement of the entrance into the city, located in the eastern border of the metropolis.

## 5.4

### Logical framework

Image 11\_Logical framework

Source: \_MGP



## 6. Small Scale Action

Our small-scale action was organized on June 22nd 2022 and consisted in a workshop with two of the main economic actors located in the commercial area : Cora and Galimmo owners of the main alimentary shop and of the commercial mall respectively. The Mayor and the technical staff from the city of Livry-Gargan and the metropolis were also present. The workshop was divided into two parts. It started with a general presentation of the urban, environmental and mobility diagnosis and of the general ambitions shared by stakeholders on the project. Then the discussion with participants was focused on the spatial transformation of the commercial area, testing different hypothesis through a work on a model of the area.

The workshop did not resulted in precise commitments of private actors in the transformation of the commercial area but it constituted a first step in the partnership by sharing urban and environmental principles and engaging them in the process.

The small-scale action enabled to test a format of discussion with a model that we plan to re-use in different contexts and especially with economic actors such as Leroy Merlin, that could not be present in June and that also owns a large part of the commercial area.

## 7. Integrated actions

### Action 1 Making streets more accessible to pedestrians and cyclists

This action concerns all streets or roads comprised in the IAP perimeter, the priority being the national road that cuts in 2 the urban fabric. This action consists in reducing the room for cars in public space, in terms of traffic and parking spaces and creating ways for pedestrians and cyclists and connecting them to existing axis. Concerning the national road, the creation of crossings will also be a major stake. By creating favorable infrastructure, this action should contribute to reduce the modal share of cars.

#### 7.1.1

#### Current situation

For now, many cars use the national road infrastructure and the speed is high. Physical crossings are rare and pedestrians or cycles hardly cross it to reach its southern border, where people mainly go by car. A transformation of the road into an urban boulevard is considered by the CD93 and supported by other public authorities such as the city and the MGP and by inhabitants, but this project might be implemented in the long run.

Within the residential area, public space is of low quality with small sidewalks for pedestrians, discontinuous cycle path and a strong presence of cars, parked along the streets.

#### 7.1.2.

#### Goals

This action would contribute to the integration of the road infrastructure, the improvement of accessibility to the neighbouring Bernouille forest, the transformation of the IAP site into a metropolitan district where the use of different types of mobilities is balanced and to the improvement of living conditions, by reducing air and noise pollution caused by cars.

## 7.1.3.

### Proposed action

Activity and description	Stakeholders	Time schedule	Estimated budget	Potential funding source	Output
<b>General analysis of mobility and ways of transportation</b>  This study aims at characterizing the existing modal share and travels within the IAP site, infrastructures, parking offer and to analyze the relevance of different scenario (prolonged public transport towards Vaujours/towards Sevrans-Livry rail station)	MGP is leading this study and resorts to data provided by CD93 and the city	February 22 – June 22	30 000 €	The cost of this study will be integrated into the global economic balance sheet of the urban development project.  If the project is loss-making, it will be funded by public subsidies (MGP, City in priority)	
<b>Programming the transformation of the road infrastructure</b>  This step consists in defining the urban plan for the future road infrastructure and its funding plan	MGP, responsible for the urban development project, CD93, owner of the road and responsible for works, City considering possible consequences on local mobility and management of public space, other public authority that could contribute financially	From June 22	In house (CD93 and MGP)  Estimation of construction works depending on the program	Public authorities (construction works)	Implementation/road works
<b>Programming the transformation of municipal streets</b>  This activity is similar to the one described above but implies different stakeholders	Since it concerns local streets, the city will be key since it will be responsible for funding and management of future public spaces.  The urban development project led by MGP will also have a role of definition of the program through the urban development project	End of 2022 – 2023 (simultaneous to the progress of the urban development masterplan)	In house	City (construction works)  Some construction works will be funded by the urban development project	



## 7.1.4.

### Lead agency and stakeholders

Lead Agency: The Municipal Office of Skawina

Stakeholders:

1. Current and future residents of IAP Area (future buildings along Kolejowa Street, future residents of developer investment in the centre of IAP Area)
2. Entrepreneurs (as the future private investors in the IAP Area)
3. Students of JPll Catholic School, young people from the neighbourhood (as beneficiaries of the school playground)

## 7.1.5.

### Risk analysis

The main risk concerns the funding of the transformation of streets and of the national road, which could be costly.

## Action 2 Creating greenspaces South of the national road and within the IAP site

This action concerns all streets or roads comprised in the IAP perimeter, the priority being the national road that cuts in 2 the urban fabric. This action consists in reducing the room for cars in public space, in terms of traffic and parking spaces and creating ways for pedestrians and cyclists and connecting them to existing axis. Concerning the national road, the creation of crossings will also be a major stake. By creating favorable infrastructure, this action should contribute to reduce the modal share of cars.

### 7.2.1

#### Current situation

Though the IAP site is surrounded by major natural spaces at the metropolitan and regional scale, vegetation within its perimeter is limited and there is no ecological connections between the Poudrerie Park and the Bernouille forest. Vegetation also contributes to landscape architecture, to cool down temperatures and would improve the quality of life in the neighborhood.

### 7.2.2.

#### Goals

This action would contribute to reinforce the accessibility to greenspaces for users and inhabitants and to improve their living conditions. It would also contribute to the building of a bio corridor that connects large natural spaces surrounding the IAP site.

### 7.2.3.

#### Proposed action

Activity and description	Stakeholders	Time schedule	Estimated budget	Potential funding source	Output
<b>Collecting information about private owners' projects</b>  Based on interviews with economic actors and inhabitants, it will consist in spotting existing vegetalization projects	Interviews will be led by MGP, in association with the city	Dec 21 - 2022	In house + integrated to the studies led on the perimeter	The cost of studies will be integrated into the global economic balance sheet of the urban development project. If the project is loss-making, it will be funded by public subsidies (MGP, City in priority)	Existing resources to base on, socials groups to target in priority

Activity and description	Stakeholders	Time schedule	Estimated budget	Potential funding source	Output
<b>Integrating vegetation spots within the urban master plan</b>  One of the landmarks for the urban development project will be the definition of a master plan in July 22. It will integrate a landscape and ecological strategy spotting land plots where pocket parks could be created	The process is led by MGP in close association with the city and EPT Grand Paris Grand Est which is responsible for the definition of building rights	By July 22	Integrated to the program of studies led on the perimeter	The cost of this study will be integrated into the global economic balance sheet of the urban development project. If the project is loss-making, it will be funded by public subsidies (MGP, City in priority)	Master plan and landscape and environmental strategy
<b>Designing incentives to accompany private projects</b>  The incentives will depend on the result of the listing of existing projects but one of the first step will be to spot in planning documents where new green-spaces could be created	MGP + City and EPT, responsible for the planning document	By the end of 2022 (1st approval of the intermunicipal urban plan)	In house or external consultants (not estimated)	EPT through the elaboration of the local urban plan	Planning document, subsidy mechanisms

## 7.2.4.

### Lead agency and stakeholders

The MGP and the city will be responsible for the definition of a general strategy and for plantations in public space but this action will also imply to discuss with private landowners.

## 7.2.5.

### Risk analysis

The difficulties to mobilize private actors constitute the main risk for this action. One of the key will be to design the right incentives.

## Action 3 Implementing tools to help private owners renovate their housings

This action supposes to resort to existing national or municipal systems of grants in order to encourage private owners to renovate their houses and to limit their energy use by improving isolation.

### 7.3.1

#### Current situation

Most of the perimeter of the IAP is made of single housings built in the second half of the 20th century. The socio-economic profile of inhabitants, and the conditions of their houses is unequal, depending on the location. The situation of inhabitants in the North-West of the perimeter gives cause for concern. On a general way, the energetic-efficiency of those buildings could be improved.

### 7.3.2.

#### Goals

This action would enable to improve actual inhabitants' living conditions by helping them renovate their housing. Regarding energy consumption, its diminution would benefit household's budget by reducing their expenses. This action is based on incentives for private owners to renovate their properties. Public authorities would pay grants to households in order to encourage them.

### 7.3.3.

#### Proposed action

Activity and description	Stakeholders	Time schedule	Estimated budget	Potential funding source	Output
<b>Hierarchizing buildings considering their physical characteristics and occupying households</b>  Different criteria will be resorted to in order to map the area, regarding inhabitants' economic resources and the energetical consumption of housing	MGP, City, EPT Grand Paris Grand Est, State administration in charge of housing, local organizations for energetic renovation, inhabitants	March – Sept 22	40.000 €	Subsidy from ANAH (national agency for housing improvement)	Maps of buildings or households to intervene on in priority



Activity and description	Stakeholders	Time schedule	Estimated budget	Potential funding source	Output
<b>Mapping existing incentives to building and energetic renovation</b>  Many incentives or tools (subsidies, loans, labels) already exist to encourage housing renovation. The idea will be to list all existing incentives on the territory to bring out blind spots	MGP, City, EPT Grand Paris Grand Est, State administration in charge of housing, local organizations for energetic renovation	March – Sept 22	40.000 €	Subsidy from ANAH (national agency for housing improvement)	Maps of existing incentives and blindspots
<b>Building a general strategy on private housings thanks to the result of the 2 previous activities (priority groups, uncovered topics)</b>	MGP, City, EPT Grand Paris Grand Est, State administration in charge of housing, local organizations for energetic renovation	Mid 2023	30.000 €	Subsidy from ANAH (national agency for housing improvement)	To be defined

## 7.3.4.

### Lead agency and stakeholders

This action could be implemented either by the MGP or by the EPT Grand Paris Grand Est, the two authorities sharing powers in the housing domain. It will depend on the moment when the metropolitan plan for housing is approved, since it could entitle the MGP to lead this action. The city will also be associated, along with the state and more precisely its agencies responsible for grants management in this domain.

## 7.3.5.

### Risk analysis

Main risks bear on a potential lack of data on certain types of housings (mainly collective housings) of the difficulty to enrol private owners in the diagnosis analysis (questionnaires about already planned renovation works will be distributed).

## Action 4 Organizing a private consultation to renovate the former powder factory

The former powder factory fronting the IAP site – its functioning ceased in 1973, is of great architectural value but suffers from severe degradation and might fall apart if nothing is made to renovate the buildings. This heritage characterizes the neighborhood where is also located a former garden city and housings to accommodate workers and officers. The idea would be to renovate these buildings through the 3rd edition of the call for projects “Inventing the Greater Paris Metropolis”, an open consultation for private developers. Public authorities define large expectations in terms of future uses and private developers detail an architectural response. Resorting to this call for project aims at mobilizing private funds for onerous building renovation and to spark new ideas on economic models of such projects.

### 7.4.1

#### Current situation

The former powder factory buildings are located in the Poudrerie park, on the northern border of the IAP site. They are owned by the ministry of defense, that is willing to sell it. Most buildings are vacant except three of them, where is located a museum about the history of the powder factory, managed by a local association (“les Amis du parc forestier de la Poudrerie”). The transformation of the buildings is restricted by several rules protecting natural and built heritage (Natura 2000, site classé) and represents big costs for public authorities.

The vicinating garden city is owned by a social landlord -Seine-Saint-Denis Habitat, that is leading its own renovation project, in partnership with the city and the MGP.

### 7.4.2.

#### Goals

This action would contribute to the enhancement of this city entrance thanks to its heritage and to improving the quality of life.

Image 12\_ Photographs from the buildings of the former powder factory and related housings (Pavillon Dautriche, garden city, museum)

Source: \_City of Livry-Gargan, Une Fabrique de la ville



## 7.4.3.

### Proposed action

Activity and description	Stakeholders	Time schedule	Estimated budget	Potential funding source	Output
<b>Consultation</b>  The consultation is divided into 2 phases. Offers will be analyzed regarding their understanding of the urban and architectural context, future uses, financial criteria.	City, MGP, CD93, Ministry of defense	2 phases  May 22 and end of 22	In house		In house
<b>Negotiation of land sale</b>  Once the private operators selected, the stake will be the negotiation of the land sale price and the amount of participation of private operators to the funding of public amenities such as schools, public space.	City, MGP, CD93, Ministry of defense	From 2023			Sale agreement

## 7.4.4.

### Lead agency and stakeholders

The MGP is the call for projects' organizer and will support the municipality of Sevran and Livry-Gargan where are located the buildings and the ministry of defense, the actual owner, at the different steps of the consultation (definition of future uses, selection of the private developers, expertise on the economic balance...). The Département of Seine Saint-Denis that manages another part of the park will also be implied.

## 7.4.5.

### Risk analysis

The main risks identified are :

- The absence of offers from private operators due to the complexity of the project (cost of rehabilitation, low possibilities of densification, rate of social housings,...)
- An economic deficit that could be eventually born by the public authorities if the cost in terms of public amenities is under evaluated

## Action 5 Transforming the commercial zone into a mixed-use centrality

This action focuses on the south of the national road which is made of large retailers such as Cora, Leroy-Merlin, MacDonalds and large impermeable car parks. The idea, in order to connect the two sides of the road would be to create a mixed-use sector with public amenities (sports facilities, other economic premises, public space dedicated to leisure,...). This action, which is linked to the creation of greenspaces, also implies both public and private actors. Public authorities will have to convince them to transform their assets into mixed-uses areas and to improve the accessibility to pedestrians.

### 7.5.1

#### Current situation

The South of the national road is isolated and accessible by cars for shopping purposes only. Public space is not welcoming and very mineral. Shopping centres are also strong energy consumers and retailers present very different economic profiles, considering their economic results (for instance Gemo is striving while Leroy Merlin is growing). Those retailers also depend on real estate groups whose strategies outreach the sole area of Livry-Gargan.

### 7.5.2.

#### Goals

This action will contribute to the improvement of connections between housings and economic activities, the enhancement of the city entrance and the improvement of the quality of life.

### 7.5.3.

#### Proposed action

Activity and description	Stakeholders	Time schedule	Estimated budget	Potential funding source	Output
<b>Collecting information about private owners' projects</b>  Based on interviews with economic actors, it will consist in spotting existing projects (transformation of parking lots, vegetalization, reduction or increase of sales spaces, renovation in favor of energetic-efficiency...).	Interviews will be led by MGP, in association with the city and EPT	Dec 21 - 2022	In house + integrated to the studies led on the perimeter	The cost of this study will be integrated into the global economic balance sheet of the urban development project. If the project is loss-making, it will be funded by public subsidies (MGP, City in priority)	Existing resources to base on, socials groups to target in priority

Activity and description	Stakeholders	Time schedule	Estimated budget	Potential funding source	Output
<b>Elaborating a master plan on the commercial zone</b>	The process is led by MGP in close association with the city and EPT Grand Paris Grand Est which is responsible for the definition of building rights	By July 22	Integrated to the program of studies led on the perimeter	The cost of this study will be integrated into the global economic balance sheet of the urban development project. If the project is loss-making, it will be funded by public subsidies (MGP, City in priority)	Master plan, workshops methodology with economic actors
<b>Implementing the masterplan -Negotiating private contributions to public amenities</b>	MGP/City/ EPT	From End 22	Mainly In-house + punctual expertise by consultants (10 000 €)	MGP	Tools/ procedures/ cost for public space and amenities

## 7.5.4.

### Lead agency and stakeholders

The lead agency will be the MGP, in close association with the city of Livry-Gargan

## 7.5.5.

### Risk analysis

The main risk would be the absence of contribution of private landowners to the commercial zone since public authorities will not be able to intervene through public land acquisitions due to the costs. Public authorities will have to convince that commercial stakeholders have an economic interest in transforming their properties.

## Action 6 Testing future destinations for public space on land already owned by EPFIF

The idea is to use land plots already acquired by EPFIF in the perimeter to implant temporarily starting economic businesses, by granting lower rents than what is offered on the real estate market. These parcels would also be used to welcome public participatory events about the project.

### 7.6.1

#### Current situation

EPFIF, a public entity which helps public authorities to acquire land for future development projects, already owns several parcels in the IAP perimeter. On the contrary, public space is not very lively and economic activity parcels are enclosed.

### 7.6.2.

#### Goals

Leasing properties bought for the future project would help experiment the implantation of new types of activities or to organize public participatory events. For instance, shops are rare in the area, built plots of land could be rented to future retailers in order to start their business. This action would enable to improve the liveliness of the IAP and to experiment the possibility for certain types of activities to implement.

### 7.6.3.

#### Proposed action

Activity and description	Stakeholders	Time schedule	Estimated budget	Potential funding source	Output
<b>Setting criteria in order to select future leaseholders</b>  The land acquired by EPFIF could be a tool to accompany local businesses that can not find premises on the market and to test some uses in parallel to the definition of the master plan.	EPFIF/MGP/City	Second semester 2022 as land acquisitions increase and so as to resort to criteria for future renting.	In house		Grid in order to select leaseholders for land acquired by EPFIF.



## 7.6.4.

### **Lead agency and stakeholders**

This action would be led in coordination between EPFIF, in charge of buying and managing land, the MGP, and the city of Livry-Gargan, responsible for the definition of the urban project. It will also imply local associations or businesses looking for premises.

## 7.6.5.

### **Risk analysis**

Main risks reside in conflicting objectives between the different stakeholders since renting could bring economic resources for the future project. One stake will be to integrate criteria bearing on economic resources and sectors.

# Action 7 Coordinating planning documents

This action supposes to ensure the coherence of planning documents at different scales (especially metropolitan and intermunicipal) with the urban development project.

## 7.7.1

### Current situation

Several planning documents are being elaborated at the same time and at different scales:

- The local urban plan that sets building rights on the perimeter of EPT Grand Paris Grand Est.
- The metropolitan master plan for urban development.

Furthermore, some existing rules (forbidding several uses or limiting height of buildings) could be incompatible with the transformation of the urbanized area north of the national road.

## 7.7.2.

### Goals

The goals of this action are very wide since it aims at ensuring the coherence between the different planning documents elaborated in the same schedule as the metropolitan planning document. The idea is also to enrich those documents thanks to the emerging topics and challenges spotted during our site analysis.

## 7.7.3.

### Proposed action

Activity and description	Stakeholders	Time schedule	Estimated budget	Potential funding source	Output
<b>Writing prescriptions on the IAP sector in the intermunicipal urban planning document</b>  This elaboration of a new intermunicipal planning document coincides with the definition of the urban development project	MGP and City (leader of the urban development project), EPT Grand Paris Grand Est (responsible for the intermunicipal local urban plan)	2022  The finalization of the urban planning document is planned by the end of 2022	In house (MGP/EPT) + support from private consultants (estimated to 10 000€)	MGP/EPT	Orientation d'aménagement et de programmation Poudrerie Hochailles (a specific chapter in French urban planning documents made of destination maps and a set of rules)

## 7.7.4.

### **Lead agency and stakeholders**

The MGP and the city of Livry-Gargan are the lead agencies as they conduct the urban development project. The EPT Grand Paris Grand Est is also implied since it is currently elaborating its local urban planning strategy.

## 7.7.5.

### **Risk analysis**

No risk identified except major evolutions of the project led by MGP and the city that would imply to modify the urban planning document (risk in terms of planning, need to have a master plan coherent with the urban planning document to implement the project).

## 8. Implementation strategy

Our implementation strategy is two-fold. First of all, it comprises indicators for each action composing our IAP in order to assess the results and impacts of each of them. Then, it synthesizes the detailed description of the different actions through a general planning, risk assessment, and cost estimation.

### 8.1

#### Indicators and monitoring strategy

Prior to the implementation of our IAP, we defined a set of indicators per action in order to measure its impact on the territory. Most of them are quantitative indicators so as to ease the comparison between the existing situation and the situation after the implementation of each action. The table below lists the different indicators we will resort to. Our idea is also to compare the indicators with the mean at different scales - especially at the metropolitan scale, at different times to identify immediate, mid-term and long-term effects and with general standards when existing (for instance, WHO recommendations on the number of m<sup>2</sup> of greenspaces per inhabitant).

Action	Proposed indicators
#1 Making streets more accessible to pedestrians and cyclists	Number of travels by foot and bikes after the transformation of public space (general analysis of mobility)
#2 Creating greenspaces South of the national road and within the IAP site	Amount of m <sup>2</sup> of greenspaces accessible to inhabitants
#3 Implementing tools to help private owners renovate their housings	Buildings are ranged from A to G regarding their energy-efficiency – A being considered as the most efficient. The implementation will be considered successful if the rate of A, B or C buildings increase to the detriment of F and G buildings.  This indicator will also be related to the amount of public subsidies granted
#4 Organizing a private consultation to help private owners renovate the former powder factory	Social groups benefiting from the renovation (number of visits, types of activities and costs for visitors)
#5 Transforming the commercial zone into a mixed use centrality	Number of visitors per day/month/year in the commercial area  Modal share of cars  Surfaces dedicated to permeable floors
#6 Testing future destinations for public space on land already acquired by EPFIF	Number of firms created in the area  Rate of structures relocated within the urban development project's premises
#7 Coordinating planning documents	Approval of the intermunicipal local development plan by the elected officials  it will be necessary for the EPT to modify the existing building rights in order to implement the urban development project, respecting the general orientations of the SCOT at the metropolitan area

To summarize, the success of the implementation of our project will mainly be evaluated through four aspects :

- Mobility data (evolution of the modal split)
- The use of land (permeable floors, greenspaces)
- The social categories benefiting from the project
- Economic dynamics

## 8.2

### Project Prioritization

Our actions are mainly planned in the short-term (2022-2023), what must be explained by several factors. Firstly, the planning of our actions partly depends on other institutions' agenda such as the coordination of planning documents for instance. Indeed, the intermunicipal planning document is being elaborated by EPT and the metropolis and the city have to contribute during 2022 to the redaction of prescriptions. Comparably, the implementation of temporary uses depends on land acquisitions, that the metropolis and EPFIF have already started. Secondly, the existing data on the area are incomplete, though necessary to precise the exact content of the actions. For instance, to create incentives to private renovation of housings, public stakeholders need to have a clearer vision of the social characteristics of owners and inhabitants.

	2022												2023													
Actions/Activities	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D		
<b>#1 - Making streets more accessible to pedestrians and cyclists</b>																										
General analysis of mobility and ways of transportation																										
Programmation of the transformation of the road infrastructure																										
Programmation of the transformation of municipal streets																										
<b>#2 - Creating greenspaces South of the national road and within the IAP site</b>																										
Collecting information about private owners' projects																										
Integrating vegetation spots within the urban master plan																										
Designing incentives to accompany private projects																										
<b>#3 - Implementing tools to help private owners renovate their housings</b>																										
Hierarchizing buildings considering physical characteristics and occupying households																										
Mapping existing incentives to building and energetic renovation																										
Building a general strategy on private housings																										
<b>#4 - Organizing a private consultation to renovate the former powder factory</b>																										
Consultation phase																										
Negotiation of land sale																										
<b>#5 - Transforming the commercial zone into a mixed use centrality</b>																										
Collecting information about private owners' projects																										
Elaborating a master plan on the commercial zone																										
Implementing the masterplan - Negotiating private contributions to public amenities																										
<b>#6 Testing future destinations for public space on land already owned by EPFIF</b>																										
Setting criteria in order to select future leaseholders																										
<b>#7 Coordinating planning documents</b>																										
Writing prescriptions on the IAP sector in the intermunicipal planning document																										

## 8.3

### General Risk Assessment

From the risk analysis of each action, we tried to establish a general risk assessment of the project. The global intervention led by metropolis and the city in Livry-Gargan is complex due to the existing urban fabric (cost of urban renewal), the environmental challenges which could contribute to increase the cost of the project, and the multiplicity of stakeholders.

For now, two main risks are identified for the implementation of the project. The first one is linked to the economic balance of the project and the different actions listed. The project will mainly be funded by the metropolis and the city but the two public entities will also have to resort to other stakeholders in order to fund all the actions and to succeed in a large and ambitious project. Private stakeholders, for instance shop owners in the commercial area will also be key in the process. In order to minimize the financial risk, the objective will be to engage private stakeholders in the process and to mobilize the different public entities depending on their competences.

A second aspect of the risk of the project is linked to the multiplicity of stakeholders involved. Beyond a general agreement on objectives and on the action plan, stakeholders could have conflicting agendas. One tool to overcome this obstacle might be to adapt the priority of the different actions.

## 8.4

### Cost estimation and potential funding sources

For now, the cost of the action plan, focused on studies and engineering expenses, is roughly estimated to 150 000 €, to which the cost of the elaboration of a master plan on the whole perimeter must be added. This estimation is low and does not take into account the cost for construction and road works. Expenses are for now supported by the metropolis and many actions are based on in-house activities led by public authorities. Actions will be mainly funded by the metropolis and the city but all levels of public authorities could contribute to the global balance of the project regarding their competences, for instance EPT on sanitation, the departement and the state for the transformation of the national road.

No specific European fund has been spotted for now.











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