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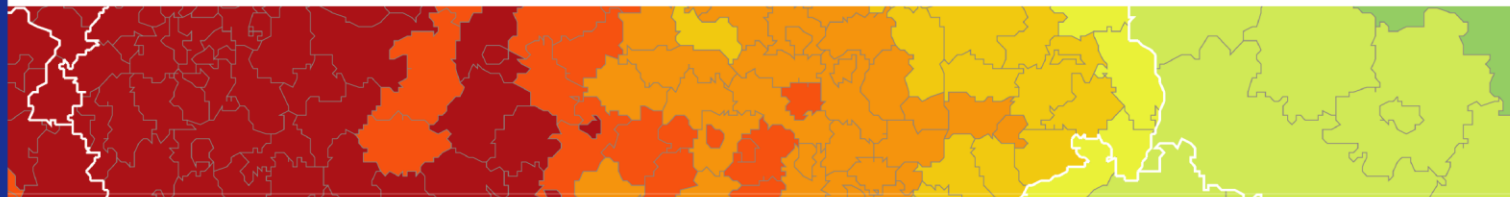
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EUROPEAN UNION

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Inspire policy making by territorial evidence



ACPA – Adapting European Cities to Population Ageing: Policy challenges and best practices

Targeted Analysis

**Case Study Report:
Nantes**



Longevity: Let's open up the possibilities

Case Study Report: Nantes

This Case Study is part of the ESPON Targeted Analysis ACPA, which is conducted within the framework of the ESPON 2020 Cooperation Programme.

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Authors

Agnese Macaluso, Ecorys (The Netherlands)

Advisory Group

Project Support Team: Michel Lorant, City of Nantes

ESPON EGTC: Project manager: Piera Petruzzi, Financial expert: György Alföldy

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Abbreviations

AURAN	Agence d'urbanisme de la région Nantaise
CCAS	Centre Communal d'Action Sociale
EC	European Commission
ESPON	European Territorial Observatory Network
ESPON EGTC	ESPON European Grouping of Territorial Cooperation
EU	European Union
NUTS	Nomenclature of Territorial Units for Statistics
WHO	World Health Organization

1 Introduction

Many countries in Europe are facing a demographic transition which also entails an increasing number of older people. This trend is usually most apparent in rural areas. However, in urban areas this phenomenon is starting to become visible as well. The cities of Amsterdam, Barcelona, Gothenburg, Hengelo, Greater Manchester, Nantes, Oslo and Zaragoza belong to a group of cities that are either already facing relatively high percentages of older people in their populations, or expect such high percentages in the near future. During the last years, these cities have undertaken action to improve quality of life for older people. Still, they have a knowledge need related to the following questions:

- How do older people experience the daily life in the cities?
- What do older people view as benefits and constraints associated with urban living?
- How are the eight stakeholder cities responding to population ageing?
- Which policies have been the most effective in developing age-friendly cities and how have they been implemented and which are the success factors?

ESPON ACPA has resulted in good practices and policy recommendations based on case study research in the eight stakeholder cities. These insights have been combined in the ACPA synthesis report, main report and policy handbook. While those reports offer valuable information in aggregated form, it is also valuable to look at the situation in each of the eight stakeholder cities in more detail.

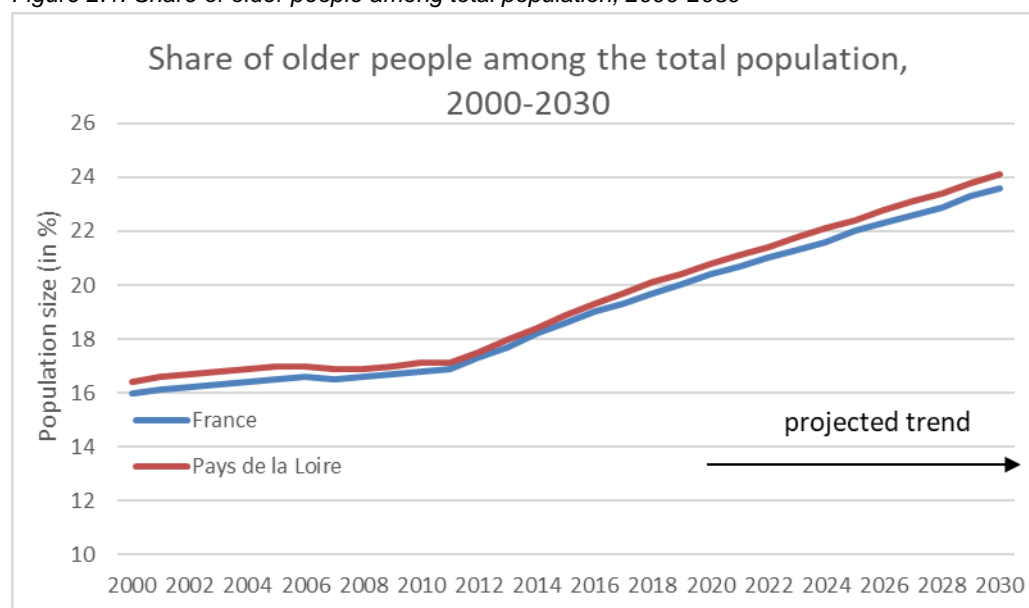
Therefore, eight city reports are available that provide a closer look at each stakeholder city. The present report focuses on Nantes and portrays the state of affairs in Nantes in terms of:

- Demographic trends and developments related to population ageing within the city;
- The strategy and policies that the urban authorities, professionals and other stakeholders in Nantes pursue to cope with population ageing;
- A selection of inspiring examples of how the ageing policy has been implemented;
- Challenges and opportunities from the perspective of older people, interest groups and policy makers;
- Policy recommendations for Nantes based on the insights that have emerged from ACPA.

2 Demographic profile

Nantes, the sixth largest city in France, is located in the *Département* of Loire-Atlantique, which is part of the Pays de La Loire region. Here, the number of older residents has increased by between 40% and 50% since the year 2000. As shown in the figure below, the progressive raise in the share of old people as part of the total population in the region is in line with the national trends (about 16% in 2014, and 20% in 2019).

Figure 2.1: Share of older people among total population, 2000-2030



Source: INSEE - Projections de population 2013-2050 pour les départements et les régions

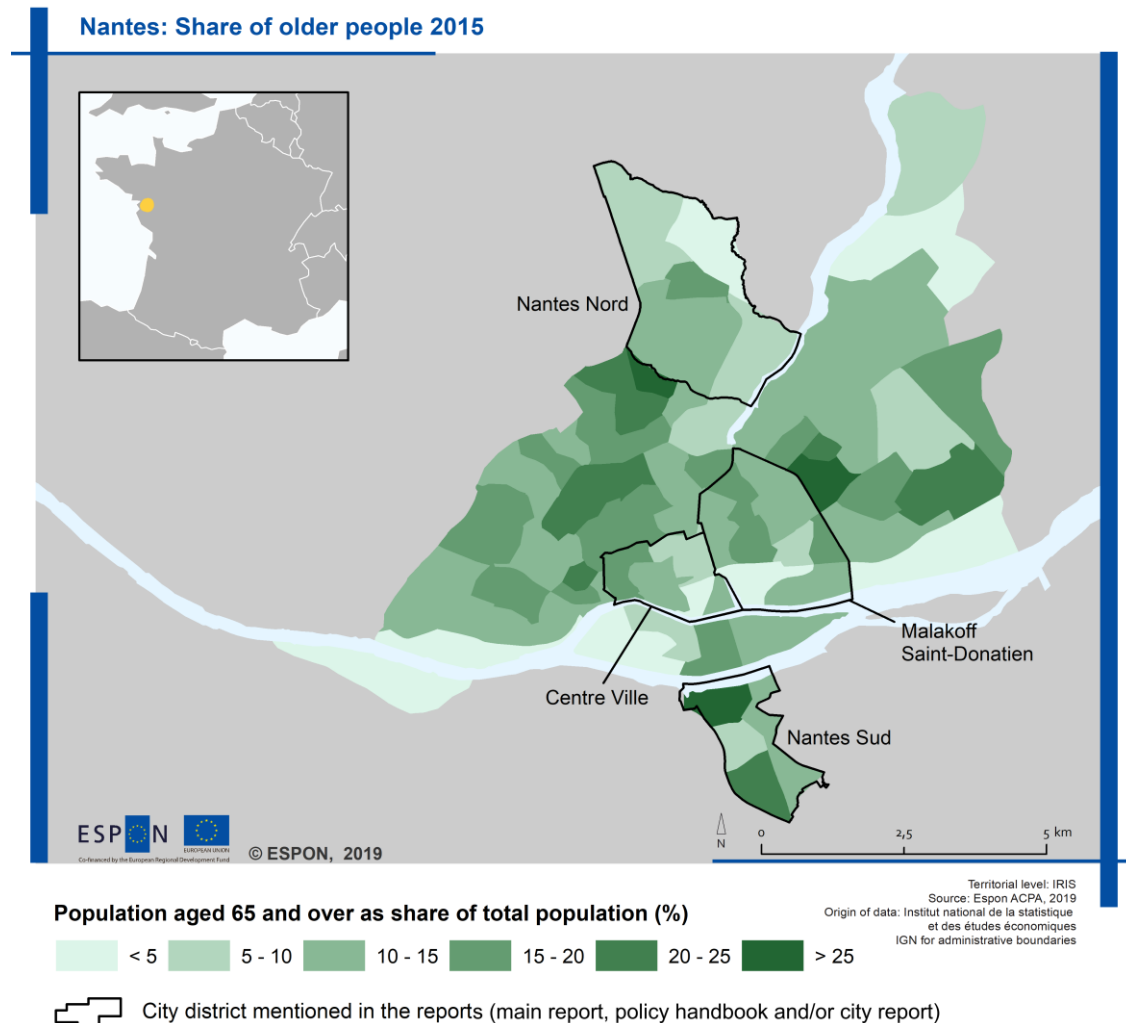
With the extension of the average life expectancy in the city, and with 19% of the local population aged over 60, Nantes has become active over the last decade in promoting a friendlier environment and adequate services and policies to ensure healthy ageing. Nantes joined the WHO Global Network for Age-friendly Cities and Communities in 2017 and Le Réseau Français des Villes-Santé de l'OMS since 1994. This is also a national priority since, according to recent data, the share of the French population aged 65 and older will reach 25% in 2030, with the number of people aged 85 reaching 2.5 million.¹

Next to the concerns related to the demographic trends, healthy ageing has become even more prominent in the policy agenda as there has been in recent years an increased awareness on the fact that old population is not homogeneously spread across the city but is rather concentrated in a limited number of districts. The map below highlights in black some

¹ Beland, Durandal (2013), Aging in France: Population Trends, Policy Issues, and Research Institutions, *The Gerontologist*, Volume 53, Issue 2, 1, Pages 191–197, available at <https://doi.org/10.1093/geront/gns149>

of the main city districts, and show by using different shades of green the distribution of senior residents over its territory.

Map 2.1: Nantes: Share of older people 2015

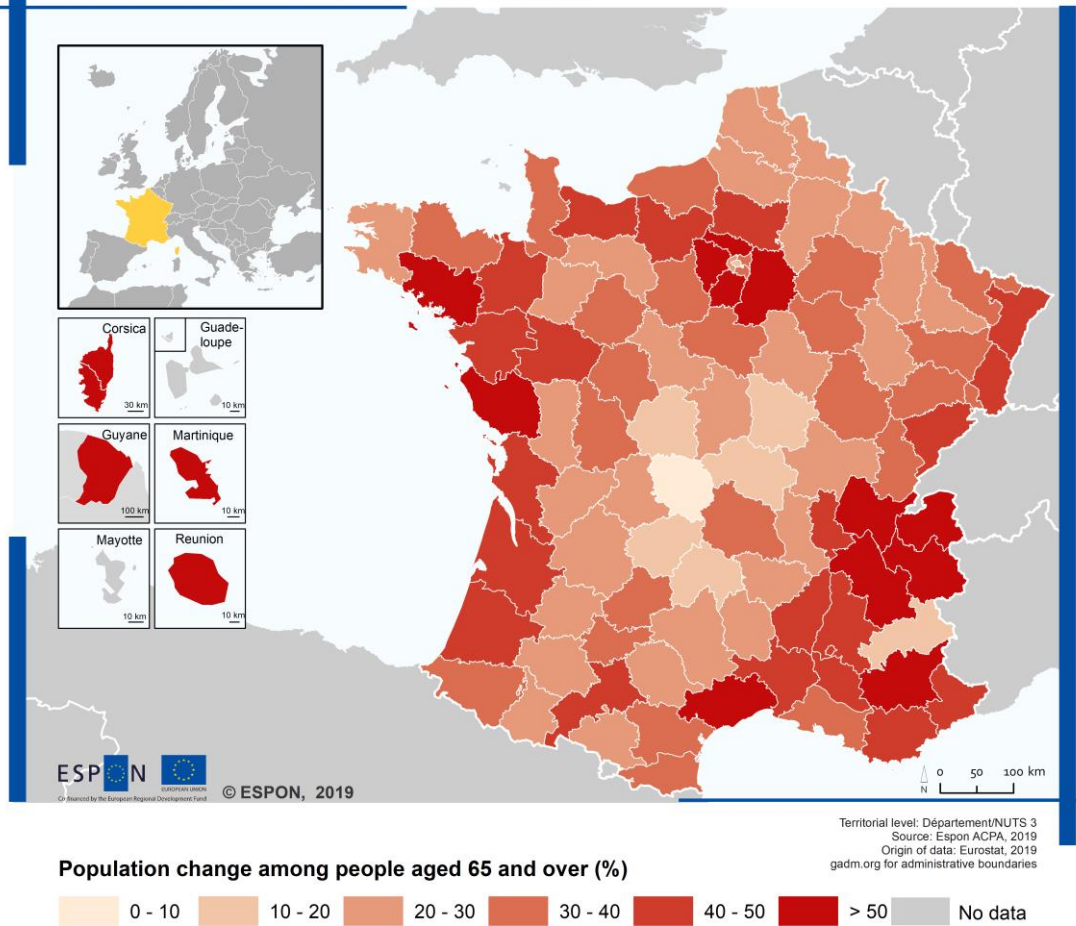


Note: the map also indicates the names of particular neighbourhoods that are mentioned within ESPON ACPA.

According to the Agence d'Urbanisme de la Région Nantaise (AURAN), Breil Barberie, Doulon Bouttiere, Zola and Nantes Sud are the districts which hosts the largest shares of people aged over 60 (above 22% of total population). In particular, districts like Malakoff-St Donatien, Nantes Nord, Dervallières-Zola et Breil-Barberie have seen a particularly steep increase in the share of senior people since 2006, as shown in the map below. Few districts like Malakoff also host the largest concentrations of national minorities. Unlike the situation on the level of the French provinces (map 2.2), particular neighbourhoods have also experienced a decline in older population (map 2.3).

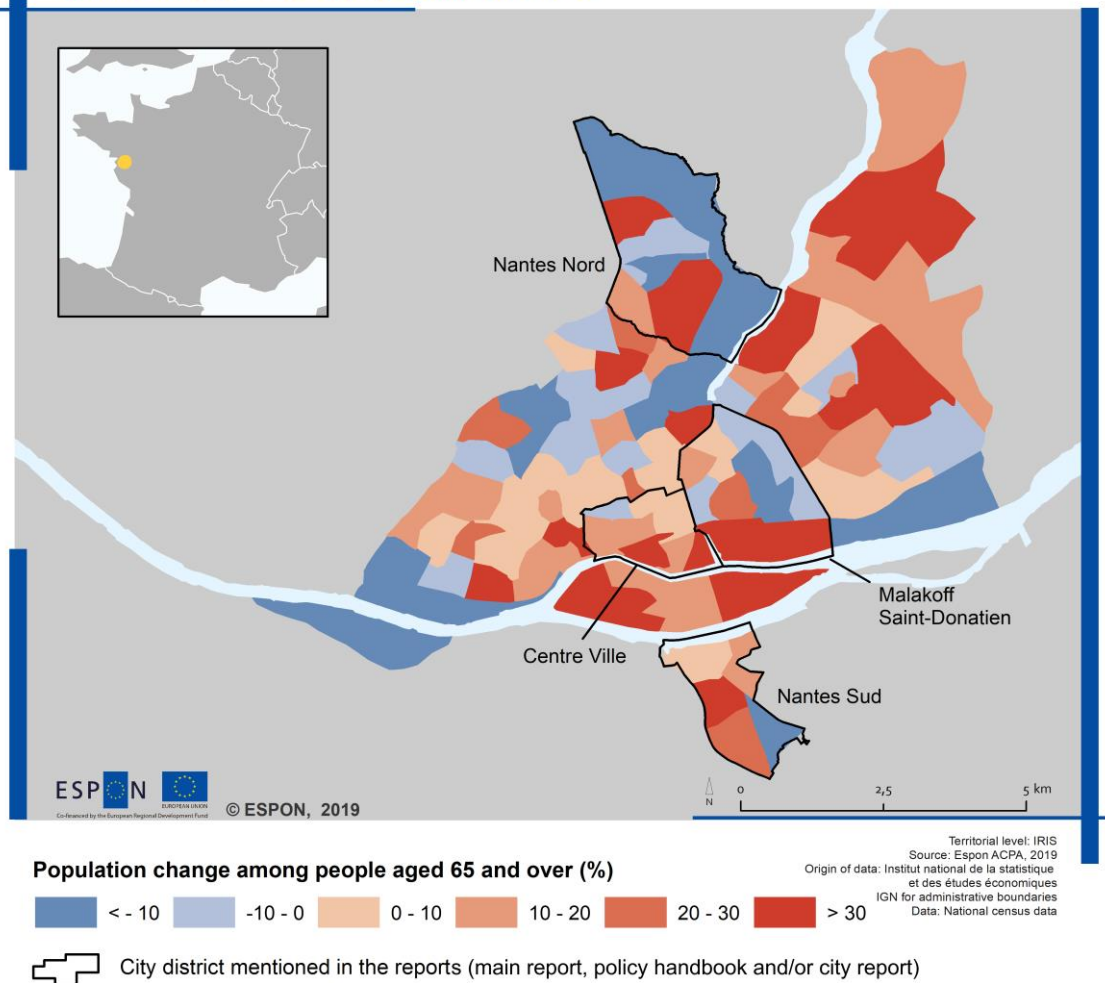
Map 2.2: France: Change in older population: 2000-2018

France: Change in older population 2000-2018



Map 2.3: Nantes: Change in older population: 2007-2015

Nantes: Change in older population 2007-2015



Note: the map also indicates the names of particular neighbourhoods that are mentioned within ESPON ACPA. Data on the level of Nantes are available until 2015.

The income level of senior people living in the different district is also non-homogeneous. In 2015, out of 42.000 poor households, 9.000 were seniors (over 60%) and their distribution was not even, as recent studies from the AURAN suggest.²

² AURAN, Non, tous les seniors ne roulent pas sur l'or, 15 May 2019

3 Policy overview

3.1 Motivation and goals

As for other cities, demographic change and the progressive increase of senior people as part of the total population has been the main reasons for which Nantes has started to put special emphasis on healthy ageing. However, for the city this theme has been at the hearth of public policies already for a long time. The decentralisation process and wave of socially progressive young - often female – mayors in the France of the 80s have played an important role in putting at the top of the agenda social and economic interventions aimed at improving social integration, including that of senior people. Social integration and civic participation are indeed key values underpinning the city approach to this policy domain: *“Notre ambition est claire: chaque personne âgée doit être placée au Coeur du dispositif, en usager et en citoyen à part entière, en acteur reconnu et écouté”* (Our ambition is clear: every senior must be at the centre of the system as user and citizen, and as such should be recognised and listened to).³

The essence of the city policy on healthy ageing is well expressed by the title of the recent *Grand Debat* (Great Citizens Debate): **Longevity, let's open up the possibilities**; the third of its kind, hosted between January and May 2019. Emphasis is here put on the opportunities that the extension of life expectancy offers rather than on its limitations and the challenges it poses. The demographic transition is also seen by the city as an economic opportunity to create jobs, establish start-ups, NGOs and different type of civil society organisations which are flourishing in the city.

In terms of institutional design, Nantes is part of a complex administrative infrastructure. Every *commune* (municipality) part of the metropolitan area is responsible for policies related to older people. Large communes, such as Nantes, have their specific services for the seniors and an *adjoint solidarité* (literally solidarity assistant)⁴, who is an elected representative in charge of healthy ageing related policies. In addition, the *adjoint de quartier* (district assistant) ensures coordination also at the district level. At the metropolitan level, the *Centre Communal d'Action Sociale* (Municipal Centre for Social Action - CCAS) provides coordination at metropolitan level. Nantes also presents a very strong and advanced associative network.

³ The senior has to play a central role in society, be fully a citizen and a key actors in the community. Integration and intergenerational contacts are therefore at the heart of the city agenda in this domain.; Ville de Nantes (2015) *Bein Viellir a'Nantes, Des Services Dédiés Aux Personnes Âgées*, available at https://www.nantes.fr/files/live/sites/nantesfr/files/PDF/Guides-pratiques/Guide_bien_vieillir_2015_web.pdf

⁴ A elected responsible for solidarity-related policies

The city works in close coordination and in partnership with several associations. Their role is especially important in order to diversify as much as possible the offer and reach out to people at the neighbourhood level.

Every six years municipal elections take place and, as a result of the new coalition, a *Note d'Orientatio Politique* (*policy guideline note*) and subsequent Action Plan are enforced.

The Action Plan, which is currently under implementation, identifies 4 policy goals, which are: a) Allow older people to be fully part of the social life of their city; b) Diversify offers and services to allow people to age in their own place; c) Diversify services and adapt them to the needs of the most fragile among the older people; d) Ensure good quality public services.

3.2 Priorities

Overall, one of the main priorities for Nantes is to ensure that people can benefit from **living on their own and independently** for as long as possible. This means adapting the provision of services as domiciliary assistance, transport, and accommodations design **to their needs as well as those of their families**.⁵ The city has paid attention to adapting its offer (from culture, to transport, to health) to the different sub-groups and stages of old life: retirement age (new dynamic), the old age (beginning of health difficulties), and the loss of autonomy / dependence (amplification of health problems). The city has also tried to diversify its offer in order to accommodate the various personal inclinations of individuals and groups: convivial, intimate, active, etc.⁶ Finally, one of the ambitions of the city is to maintain high **quality standards of services while keeping competitive tariffs**, which are adapted to the citizen's income.

Nantes has been active in all WHO domains, with the addition of *culture and leisure*, which is a domain which the city has prioritized and where it has been very successful. When looking at the other domains, Nantes has been particularly active in the context of housing, health and information as well as civic participation. Areas where the city should do more are transport & mobility, social inclusion and employment. Below we elaborate further for the domains where more has been done or where main challenges are being faced.

⁵ Ville de Nantes (2019), Note d'Orientation Politique Publique Personnes Âgées, France.

⁶ Les Cahiers de l'Evaluation (2017), Politiques publiques personnes âgées & Cculture, No 14

Table 3.1: Priority table

Priority areas in Age-friendly Nantes <i>(scores range from 1 to 5, where 1 indicates a very low priority and 5 a very high priority)</i>	
Domain 1: Outdoor spaces and built environment	3
Domain 2: Transport and mobility	4
Domain 3: Housing	5
Domain 4: Social participation	5
Domain 5: Social inclusion and non-discrimination	4
Domain 6: Civic engagement and employment ⁷	4
Domain 7: Communication and information	5
Domain 8: Community support and health services ⁸	5

Outdoor spaces and built environment:

The city has invested in mapping the territory, the distribution of older people and accessibility of services. One of the actions taken is the creation of an information system of metropolitan geography, which has allowed to identify priority areas as well as develop tailored accessibility strategies, notably when it comes to transport. The cartographies have helped also to identify potential issues such as illumination, noise, quality of sidewalks and safety of streets. Also, the city has an ample variety of green spaces, counting 1085 hectares. It has a park less than 500 meters from each inhabitant and a green area at less than 300 meters. Current priorities and next steps include investments in providing more and more comfortable benches, invest in public toilets and their accessibility, improve the safety of crosswalk and the comfort of tram and bus stops.

Transport and mobility:

While the city has significantly extended its offer over the recent years and has introduced important fee reductions based on age and income, transports and mobility represents a critical area for the city and all stakeholders agree that more needs to be done to specifically target the needs of senior users. For public transportation in particular it is essential to improve safety and accessibility, extend itineraries and allow more flexibility in the schedule. Crossroad safety should be improved and more should be done to support senior people, especially those who have reduced mobility, with moving in their own neighbourhood (to get to the pharmacy, the bus stop, the doctor). The city should invest more in improving transports at night, access to toilets for long-distance travels - by for instance installing toilets near bus and tram stops – and in the professionalization of people working in the sector to be

more aware of the needs of senior passengers. Inefficiencies in the mobility domain also have an effect on the other areas, for instance because it becomes more difficult for people to attend cultural events or other meetings/activities and have a direct effect on dynamics of isolation and social exclusion.

Housing:

The city has extensively invested in this domain, and has primarily focused on three objectives: a) diversifying the offer of housing options, b) adapting houses to the needs of old people and especially people with reduced autonomy and mobility as well as c) improving accessibility to social housing. Under the first objective, the city offers different housing configurations to meet the personal inclinations and needs of the old tenants, such as preference for privacy or company, need of medical assistance (habitat intergenerational, foyer logement, habitat partage'). Under the second objective, the main ambition is to prolong as much as possible the time old people can live at home, by adapting the facilities and accessibility of apartments, providing a range of services directly at home (health care, delivery of food and other necessities, tele-assistance etc.). The city here organises showrooms to show tools and solutions available on the market, offers visibility to companies that provide services (such as bricolage) at affordable prices as well as supports financially households in undertaking restructuring works (for instance under the *Programme d'Intérêt Général – Programme of National Interest*). Finally, under the last objective, the city offers various social housing options, again based on the needs and financial resources. Of course, this depends on income and prices are subsidised to some extent.

Civic engagement and participation:

There are several examples to show the efforts the city puts in place to enable citizens to influence and help shape public policies and design specific interventions. The *dialogue citoyen* (*citizens dialogue*), and the recent *Grand Debat* on Longevity, organised in 2019; the thematic district meetings (*ateliers de quartier*) as well as the several formal and informal gathering through which citizens are engaged in policy design (e.g. *espaces numeriques*), are only some of them. In particular, the process behind the *dialogue citoyen* ensures not only that perspectives and interests of citizens are collected but also that they are taken into account as the process compels institutions to provide a justification when and if certain propositions are not taken into account.

Culture and leisure:

The city of Nantes is well recognised for its strong and diversified cultural offer: cultural events are seen as moments of integration, and emphasis has been put on engaging less traditional audiences. Culture is not for the elite but for everybody. The city provides a wide range of activities tailored to the needs and interests of senior people. The city stressed that there is only one cultural offer (as opposed to one just for the seniors). However there are several mechanisms in place to facilitate senior people's access to culture (see for instance Carte Blanche below), such as tariffs reductions, ad hoc transportation, adaptation of the shows calendar, and even mobile performances, such as the City Orchestra performing at the neighbourhood level to facilitate attendance by people with reduced mobility or not keen to leave the proximity of their homes. Festivals and activities to mobilise citizens at the neighbourhood level, such as *Festival Carrément Biscuits*, are numerous.

Figure 3.1: Atelier de quartier Nantes Nord



Communication and information:

The city has largely invested in communication campaigns to raise awareness on the needs, difficulties and challenges that older people face, also to promote a culture of prevention among younger generations. Attention has been dedicated to set in place a capillary network to promote and give visibility to the different services that the city and its partners offer. As highlighted below the CLIC has been established as main information hub: it develops brochures and catalogues, provides ad hoc advice through its district contact points and brings the offer as much as possible at the neighbourhood level, trying to mobilise new segments of the senior population and reach out to the “*invisibles*”(invisibles, marginalised). This remains a challenge where the city has to do more. Some of these mobile points are specialised on a specific domain, for instance the *Carousel Nantais*, which brings locally the cultural offer, including sale of tickets.

Community Support and health services:

In Nantes there is a high density of hospitals and care facilities, which are easily reachable and accessible. The quality of hospitals and their infrastructure is notably above national standards. Nantes has also specialized in provision of care for neurodegenerative diseases and Alzheimer. There have also been investments to improve the provision of healthcare assistance at home, as well as the provision of online medical advice and health related apps easy to use for seniors and their relatives. The strong increase foreseen in the number of people with loss of autonomy is however a challenge that the city will have to face; the infrastructures and services provision will need to be adapted for this transition and shortage of beds in public hospitals as well as personnel is starting to pose serious concerns.

Target Groups

In terms of target groups, **women** are by far the largest group of beneficiaries: it is mostly women who benefit from the services and participate in the activities that the city offers; they join and actively participate in local associations and engage in public debate. The question that the city asks itself is rather *Where are the men? And how to engage them more?*

For what concerns minority groups, there are still some challenges in meaningfully engage **seniors of migrant origin** and it is often hard to reach out to them. This is due to several reasons, first and foremost different expectations on the role of the public institutions and culture where it is primarily the family and local community taking care of its own senior people. From focus groups discussions held with old people with Maghreb origins, the city administration is perceived as remote in contrast with the local associations and civil society organisations, who are much closer to the people needs and the specific dimension of the district or neighbourhood. The city is now reflecting on what should be the approach toward other two categories of minority groups: **LGBT and homeless**. On the first group, the question is whether specific policies should be put in place to protect and support LGBT people, or whether this might be counterproductive. The question is particularly pertinent for example for people living in institutions such as the *EPHADS* (Establishment for Dependent Old People). The debate related to the second group has become relevant in recent years, as life expectancies of people living in the streets is also increasing, and they have now for the first time become a target group.

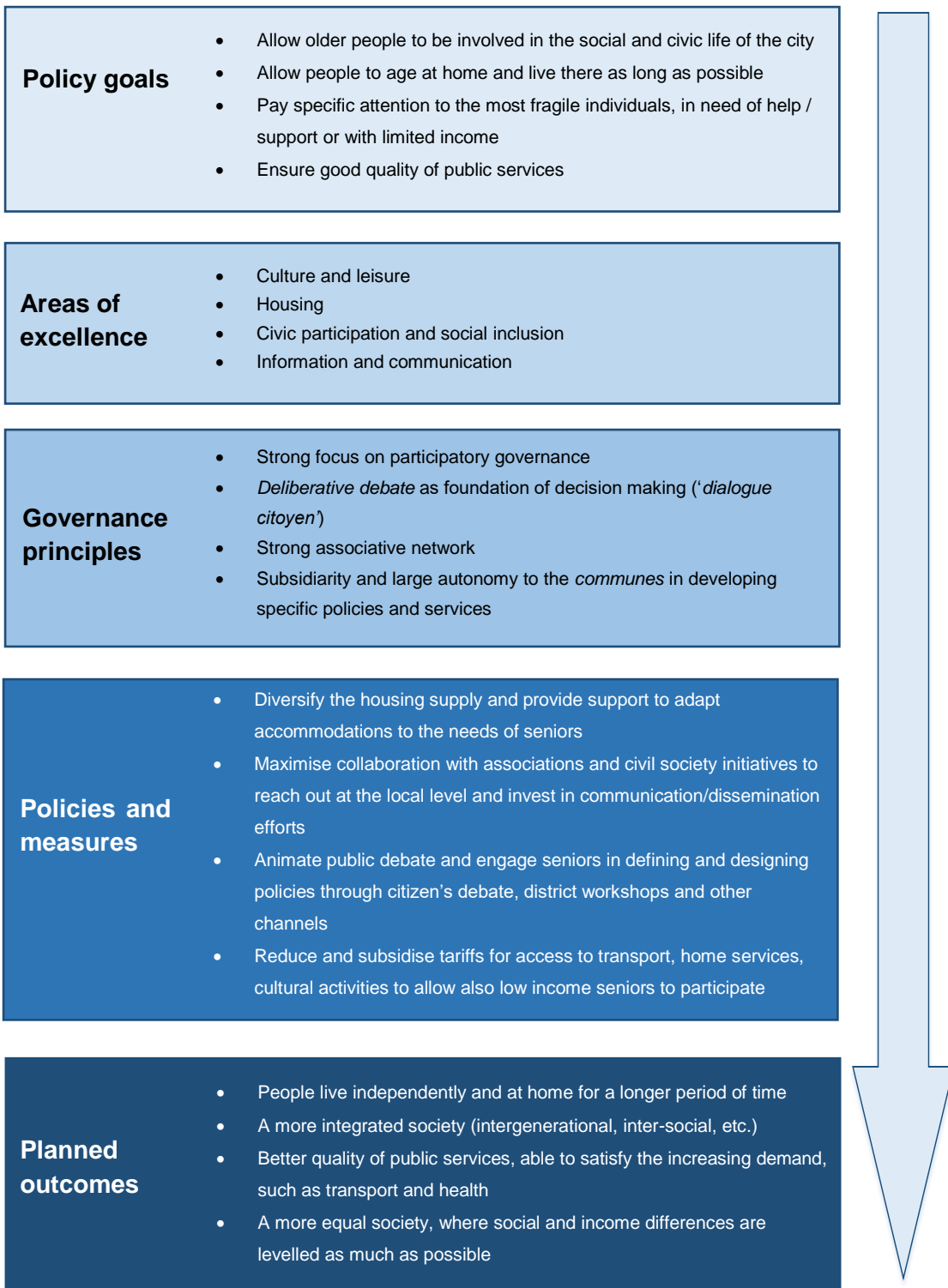
3.3 Approach

The city has first and foremost placed attention on strengthening the participatory processes already in place to gather insights, views, concerns and give more space to old people. These inputs are widely used in determining priorities and defining possible solutions. The recurring *dialogue citoyen*, as well as the several initiatives to stimulate senior people to gather and express their views, have been a cornerstone of the city policy. Large associations as the *ORPAN* also act as an intermediary between their members and the political establishment. Initiatives are therefore as much as possible based on local demand and designed for and with the senior people.

The city itself offers an ample array of services, activities (partly free, partly offered at moderated prices), financial discounts and tailored advice and assistance. In particular, emphasis has been placed on the need to provide information and counselling to help people find their way and the right option for them. The city also supports initiatives by local associations, through funding but mostly by providing them with visibility and outreach (see CLIC).

While the city has limited budget and capacity to conduct evaluations and studies, there are a number of *études diagnostiques* (evaluation studies) which have been completed, and informal feedback processes are carried out at the project/initiative level.

Figure 3.2: Policy overview



4 Perspectives on policy initiatives

The city of Nantes offers several interesting practices and initiatives in the domain of healthy ageing. We present here some of the best practices, which are further detailed in the Practical Guide (separately available).

Centres locaux d'information et de coordination CLIC

Content and organisation

- A centralised point of contact providing information and outreach on relevant policies as well as on the offer of services for senior people by the city and the local associations (on housing options, home services, tele-assistance etc.).
- It also provides customised advice and information to help the senior and his family make the best choices;
- It addresses all citizens above 60 years of age. The service, which is provided by the CCAS, is free of charge;
- The CLIC also relies on the local level upon *équipes de territoires* (*local teams*), which are part of the Department Prevention and Solidarity; it occasionally offers domicile service, through the use of itinerant points of contacts.

Effectiveness

- It gathers and displays in an effective and clear way the various opportunities and services – which are extensive – by using a variety of outlets;
- It helps building awareness among senior people, and the young seniors (often children coming for information regarding their parents) on the possibilities, pathways as well as possible challenges they might encounter;
- While being a service of the city, it also provides visibility to local initiatives and different types of organisations which otherwise would struggle reaching out to their audience.

Innovativeness

- Bringing together all relevant policies and possibilities not just from the city administration but from all actors;
- Combining the communication and outreach with tailored advice, bringing it as much as possible close to the citizen.

Transferability

- Conditions for transferability are to have strong and direct links with large and small associations in place and ability to ensure also decentralised services and outreach (through personnel and volunteers);
- Especially cities where digitalisation skills also among older citizens are not advanced, it could greatly benefit from such a service.

Carte Blanche

Content and organisation

- Nominative and free, it provides access to discounts in more than 60 cultural venues and sport facilities and grants access to shows, films, exhibitions etc.;
- It encourages seniors to actively engage in cultural activities, practice sport and stay healthy through low fees and logistical support;
- It also offers people with limited mobility the opportunity to access complementary services such as transportation to the venues which are provided by partners organisations and volunteers;
- It is conceived for all the citizens of Nantes and provides reduced fees depending on the household income. It is currently used by over 3000 citizens.

Effectiveness

- It has helped attract a new public, traditionally not participating in cultural events;
- It allows to build new connections and relationships across groups and districts/local communities and social status;
- It helps fighting isolation and loneliness, offering some individuals an opportunity to leave home.

Innovativeness

- It combines financial incentives with logistical support to engage in cultural activities depending on the citizen's needs;
- It is based on a very effective collaboration across the city, local associations and cultural and sport venues that have developed an "attractive package".

Transferability

- Need several partners in place in order to offer a wide enough offer for all tastes and interests;
- Need enough budget to offer affordable prices able to attract people who would otherwise not participate;
- Essential to have in place a partnership with associations and mediators to ensure among others that assistance with transportation is provided in a capillary way.

Maison des Aidants

Content and organisation

- The *Maison des Aidants* responds to the need to provide support to the *aidants* (or the helpers) of people who suffer from neurodegenerative illnesses;
- These are usually family members and in most of the cases women. On average, 500 people per year make use of these services;

Figure 4.2: A scene from the *Maison des Aidants*



Figure 4.1: Carte Blanche logo



Source: Carte Blanche

- This initiative provides a space that offers moral support, expert medical advice (mostly psychological) and care. It also offers leisure activities to leave the routine or strengthen ties with the old person. They also provide the helper with the opportunity to take time off as well as training and education activities to assist them in their role.

Effectiveness

- They observe an improvement in the attitude of the helpers, lower stress level, improved engagements and better preparedness when it comes to assisting their loved ones;
- Progressively there is less and less hesitation by helpers to benefit from this support –resulting in a change of mind set in that respect;
- The effects of the assistance are not only beneficial for the helpers but also for their assisted.

Innovativeness

- The main innovative element is represented by the very specific target group - often overlooked - and the focus on conviviality, human attention, and moral aspects;
- In addition, the combination of expert support and advice, the training as well as the more leisure related activities make the initiative unique in its type.

Transferability

- In order to replicate a similar initiative it is essential to have a strong network of stakeholders willing to contribute as well as the financial resources to pay salaries for these professionals;
- In smaller cities where resources as well as the demand is more limited, an option could be to have such a platform to run on a part time basis, depending on the local demand but also availability of resources and time.

Logements Bleus

Content and organisation

- These accommodations, first created by the City and Nantes Habitat in 2008, are formed by 1 to 3 rooms and are located on either the ground floor or the first floor, or floor accessible with a lift. To ensure convenience and safety, they are furnished according to the needs of their tenants; providing for instance electric shutters, switches and sockets at height, the replacement of bathtub with showers, grab bars and floor anti-slip.
- They are conceived for people older than 65 with limited income and that are progressively losing their mobility and autonomy. The city provides an initial and periodical assessments to make sure the accommodation correspond to the evolving needs of his/her tenant. So far, about 1000 *logements* have been created.

Figure 4.3: Logements Bleus in construction



Effectiveness

- The accommodation and related services allow people to live by themselves in safety for a longer period of time and at least until they have a certain degree of autonomy.
- They prevent isolation as people living in these accommodations have contact not just with their peers and neighbours, but also with the associations who are very much present and bring the city and local association's offer of services and support.
- At the same time, they have the advantage of allowing privacy to their tenants, contrary to other options such as the *foyer lodgement*, where they have to share some specs, such as the kitchen, with other individuals.

Innovativeness

- This initiative allows for a dynamic and personalised assistance to the old person that wishes to live on his own while starting to lose autonomy;
- The fact that the facilities are adapted to the needs and that there is an initial in depth and then periodical assessment make this initiative worth of attention. What is particularly interesting is the high level of customisation of the service.

Transferability

- What makes it successful in the context of Nantes is the strong cooperation across different institutional and civil society organisations, which make sure that additional services and support are provided to the tenants.
- It is important to ensure affordability while at the same time good quality and state of the accommodations.

Promising Practice: Habitat Partagé: Three Nantes associations (Nantes Renoue, Ensemble 2 générations et le Temps pour toit) offer to senior tenants the possibility to host a young worker or student in their home, against participation in daily tasks and expenses. More and more seniors start appreciating this possibility, which helps tackling loneliness, feeling of insecurity while offering a mutually beneficial solution for young tenant with limited income and the senior landlord.

La Libellule: an experimental initiative in the domain of transport, which has highlighted some bottlenecks and challenges from which the agency managing transport, TAN, has taken some good lessons. The idea behind it was to provide in two communes vehicles and voluntary drivers to support seniors and other people with reduced mobility to move within their district. It was used by seniors primarily for medical appointments or to go to the market.

However, the TAN observed that only few requests were made, the service was scarcely used. Among the main limitations were the fact that it was not possible to go outside the district, the limited timeslots in which the service was available and the fact that the procedure to request the assistance was not user friendly according to some of the beneficiaries. While the initiative does not represent a success, it did try to tackle a primary issue that older people, especially those with limited mobility, still face and shed a light on aspects to be improved in future service design.

5 Challenges and opportunities

We summarise here the main challenges and opportunities that the three groups of respondents, engaged during this research, have observed. Overall, the need to improve awareness, reach out more at the local level as well the necessity to improve accessibility and safety of public transport are unanimously recognised as priorities.

Table 5.1: Challenges and Opportunities | Older People

	Challenges	Opportunities
Older people	<ul style="list-style-type: none"> • The safety, accessibility and convenience (also in terms of behavioural aspects) of public transports should be improved; • Perceptions on safety greatly vary depending on the neighbourhoods. For some old people (e.g. from Nantes Sud) security remains a great concern. This is also the case for the city centre at night; • Access to social housing as well as hospitalised accommodations is often too competitive and prices are not seen as enough affordable by all; • Digital skills among seniors remain quite limited; 	<ul style="list-style-type: none"> • New generations among migrant communities are seen as an asset since they bring in values and principles inspired to strong community support and respect for the seniors; • The abundance of green spaces is one of the main assets of the city as well as the very wide and appealing offer of leisure and recreational activities; • Old people seem relatively well informed about the housing options that the city offers, they are also brought to think critically about their choices and plans for the future, especially once they will start losing their autonomy.

Table 5.2: Challenges and Opportunities | Interest groups

	Challenges	Opportunities
Interest groups	<ul style="list-style-type: none"> • Often limited offer of mobility options discourages senior people from participating into civic engagement, cultural or leisure activities; • The city does not manage to engage all communities, there are still isolated individuals and groups which remain out of reach; • Several old people do not recognise themselves as old and refuse to consider and accept the support and assistance offered; • There is not enough awareness on the risks, paths, opportunities of old age in the city; • Some small and local associations are not enough engaged by the city. 	<ul style="list-style-type: none"> • The city has been and continues to be very keen to support civil society organisation and initiatives and is a reliable partner to work with, although financial support has become more tight; • The city has been able to put in place an integrated approach toward healthy ageing, where the old person is primarily seen and treated as a citizen. • There is an open-minded approach toward bottom-up experimental initiatives by young people, artists and various professionals; • The many young innovators and volunteers keen to become involved should be the initiators of an intergenerational approach toward longevity.

Table 5.3: Challenges and Opportunities | Policy makers

	Challenges	Opportunities
Policy makers	<ul style="list-style-type: none"> • The mobility offer is not enough diversified (beyond public transport) and the accessibility and safety of roads, crossroads, and busses has to be improved; • Administrative and institutional complexity often undermines efficient collaboration across communes and stakeholders; • Limited attitude toward experimentation can undermine progress and innovation; • Some sectors such as health and housing, are struggling with meeting the increasing demand; • The city still struggles to mobilise some minority groups or isolated individuals, especially in certain districts; • The city does not have enough resource for a capillary action at the local level; • Engagement at international level is hard because of language barriers and capacity constraints. 	<ul style="list-style-type: none"> • Healthy ageing has been for a long time and continues to be at the top of the agenda; • Nantes can count on a very strong and reliable network of civil society associations; • Demographic change has provided an opportunity for new initiatives and even job opportunities to flourish; • Old people are keen to play an active role in society and contribute to improve and shape it; • Despite the complex institutional configuration, the different department and units at city level work in good synergy and maximise complementarity; • Contrary to national trends (privatisation), the city has claimed public ownership of retirement homes (EPHADS) and other establishments for people losing autonomy. This ensures that public interest remains a priority.

6 Policy recommendations

Nantes can benefit from long experience in gerontology and in designing and experimenting policies in the domain of healthy ageing and intergenerational dialogue. The city is well aware of the challenges it - and will be - facing over the coming decades in light of demographic projections and demand change. For several of the institutional respondents approached during this research, one of the main lessons that has informed their approach to this domain is that we should never assume to know what citizens want and need. This is one of the reasons why so much attention has been paid on the direct engagement and participatory process for policies and initiatives design.

6.1 Strategic recommendations

- One of the core messages expressed by senior people engaged in this research as well as some of the elected officials is the need to work on a holistic approach to healthy ageing- “To age well we need to grow up well first.”⁹ This implies that the city has to work on a long term societal approach, whose foundation is the education of young generations. Stronger collaboration at multilateral level is therefore imperative.
- While there is already a vast array of associations collaborating with the city, more should be done to engage and provide visibility to the small local initiatives, which often remain at the margin and do not feel enough supported and engaged.
- More attention should be dedicated to investigate the role and perspective of men, who seem to be less engaged in the activities organised by the city and its partners as well as in the public debate.
- Based on financial resources and capacity, the city should invest more efforts in evaluating the impact and success of the several initiatives and policies that are in place. This could help better define and adjust future policy and make funds allocation more efficient.
- The city should continue to invest in raising awareness on the challenges, opportunities, and paths of old age and boost preventing efforts, targeting not just current but also future seniors. It would be worth scaling up efforts at the very local level and, through local associations and other community constituencies, reach out to the least engaged and isolated citizens which are still out of reach.

⁹ Marie Annick Benatre, 12e adjointe / Élu(e) de quartier Bellevue, interviewed on 30 April 2019, Nantes.

6.2 Thematic recommendations

Outdoor spaces and built environment

Attention is needed not just on improving safety but rather safety perception, especially in certain districts with traditionally higher crime rates as well as in the city centre at night. Revitalising some areas by promoting the opening of shops and bars and improving lighting could help in that respect. Accessibility of public toilets and increasing the number and usability of benches would also be important.

Transport and mobility

The city is well aware of the challenges and limitations characterising the current public transportation offer. Accessibility for people at reduced mobility can be improved, and precautions should be taken for the safety and convenience of old people especially in the rush hours. The agency in charge of public transportation in the city should include in the formation and training of drivers notions related to the behavioural aspects and dialogue toward older people. Beyond public transport, what the city lacks is a system to assist people to move within their neighbourhood, even to reach the bus stop. Some experimental practices like *Proxitain* and *Libellule* have tried to solve this problem, but action should be deployed on a much larger scale.

Housing and health

While the offer of solutions as well as options which the city provides is vast and well adapted to the various necessities and preferences, the city needs to find a solution to face the increasing demand for social housing and retirement homes, with a special focus on individuals affected by neurodegenerative illnesses. Possible solutions, beyond prolonging the “*chez soi*” (at home) as the city is already doing successfully, could include engaging more with private investors, as well as associations and collaborative economy initiatives who could be particularly supportive when it comes for instance to inter-generational habitat, where young and senior people live together (e.g students can rent for a low price a room in the apartment of a senior person living alone), and other innovative approaches. Looking at best practices from other cities could be important in this area.

Social participation, inclusion and non-discrimination

The city and the local civil society has ample experience and successful policies to show in this domain. Where it could do more is in the active engagement of minority groups. The migrant population is projected to grow over the coming years. The city could learn from some

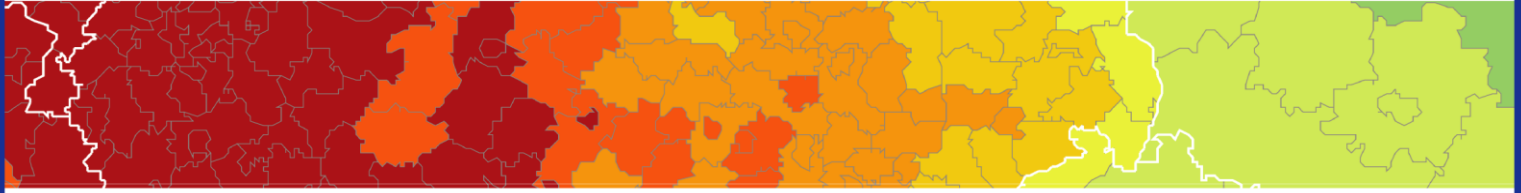
of these communities when it comes to educating to the respect and attention for old people, while should support them to integrate more into society.

Civic engagement and employment

While civic engagement is definitely one of the domains where Nantes has done excellent work, employment is a relatively less explored area, where fewer initiatives have been undertaken. Associations offer voluntary and unpaid work, which makes it less attractive and accessible depending on the individual income. Sectors such as the “restauration” (small food industry), arts and craft or education could provide opportunities where old people skills and assets could be of great added value.

Communication and information

Nantes has done impressive work in the domain of dissemination as well as ad hoc orientation and advice. More efforts are however needed to reach and engage those communities and individuals who are not already involved and participating in exchanges and activities the city offers. This is something the city cannot achieve on its own, but through those small local initiatives at the neighbourhood at district level which are sometimes not enough engaged. The second domain, from a long-term perspective, is the one of digitalisation. Building digital skills and making full advantage of technological innovation could help the city and its senior community in various domains and could allow to simplify processes while also reaching out to more people with less resources.



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ESPON 2020 – More information

ESPON EGTC

4 rue Erasme, L-1468 Luxembourg - Grand Duchy of Luxembourg

Phone: +352 20 600 280

Email: info@espon.eu

www.espon.eu, [Twitter](#), [LinkedIn](#), [YouTube](#)

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