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## ESPON project 2.3.1: Application and effects of the ESDP in the Member States (France)

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► **To cite this version:**

Frédéric Santamaria. ESPON project 2.3.1: Application and effects of the ESDP in the Member States (France). 2005. halshs-00174342

**HAL Id: halshs-00174342**

**<https://shs.hal.science/halshs-00174342>**

Submitted on 14 Dec 2010

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# ESPON project 2.3.1

## Application and effects of the ESDP in the Member States



## ESPON 2.3.1

### Application and effects of the ESDP in the Member States

NATIONAL REPORT:  
FRANCE

**Part I. INTRODUCTION**

1. Institutional / Receiving Context

- Recent evolution of planning, trends and significant issues affecting spatial planning

France as other European countries knows a trend towards metropolisation. This involves concentration of population in major cities and in surrounding areas (urban sprawl, increasing splitting of urban functions) and the constant falls in population figures in more deep rural areas. This can be considered as one of the major evolution of the French territory over the past decades. This situation can explain current debates on the place and role of agriculture, notably in periurban areas. This theme has become over the past years an issue of an increasing interest for local and national representatives and administrations (COMMISSARIAT GÉNÉRAL AU PLAN, 2004).

Dealing with French rural areas, different situations can be identified. If urbanized rural areas and rural areas dedicated to tourism benefit from positive trends, the so-called "fragile rural areas" (mainly the ones with an old rural and/or industrial inheritance) are facing difficulties (DATAR, 2003). Most of them are localized in, or nearby, the Massif Central, the Aquitaine basin, the Pyrenees and in the central part of Brittany. Their main characteristics are: a poor agricultural productivity, weak density of population, lack of public services. Rural industrial areas are suffering from massive decline of the industries (ex: textile, metallurgy). Most of them are localized north to a line Le Havre-Strasbourg. They are facing strong increases of unemployment and poverty rates and decline in population.

Also linked to this evolution, the question of the maintaining of public services in low population areas (rural) has become a major concern relatively to the French conception of spatial planning where the policy of « aménagement du territoire » should guarantee an equal access to all citizens to at least basic public services. In fact, this debate should be also related to the question of the maintaining and development of activities in rural areas.

The recent law on rural territories ("Loi sur le développement des territoires ruraux", 2004) has put the emphasis on three main axes in order to sustain development in rural territories:

- development of employment,
- housing policy,
- public services in rural areas.

On the urban side, urban segregation can also be considered as a major spatial problem originally not taken into account in the mainstream of the « aménagement du territoire » policy. It mainly concerns the suburban areas of medium-sized cities to metropolis and particularly the outskirts, which were built in the post-war period. For now more than 20 years, a dedicated policy (« politique de la ville ») tries to counterbalance the accumulation of problems in these areas (urban dereliction, bad social conditions of the inhabitants, high unemployment rates, violence...).

This policy has known many changes. The last one is presented in a 2003 law ("Loi d'orientation et de programmation pour la ville et la rénovation urbaine"). This law put a stress on the need to reduce social and territorial inequalities. In order to measure and evaluate such inequalities an observatory has been established. A five years plan of investment will take place to demolish and rebuild social housing. The aim would be to demolish 200 000 social housings on a five year period. What is more the law put a peculiar emphasis on the need to sustain local economic development. To put into practice the programme of "urban renewal" a centralized national agency has been created ("Agence nationale pour la rénovation urbaine").

Another issue can be identified for the future. It is partly linked to what have been said above: as far as the population which are living in periurban areas are also increasingly make up of a new working class (GUILLUY, NOYÉ, 2004) who cannot afford leaving in the city centres or in the nearby areas, what will be done to deserve this population with urban needs and to have simultaneously, in a context of budgetary constraints, an efficient action on deprived areas of the agglomeration?

- Levels of planning (administrative structure i.e. 3 or 2 layer national structure and location of main planning competency), key spatial planning instruments and tools.

**Table 1 – Levels of planning and key institutions in spatial planning**

<b>Institutions</b>	<b>Level</b>	<b>Role</b>	<b>Fields</b>
Delegate ministry for Spatial Planning <sup>1</sup>	National	Ministerial Decisional	General spatial planning policy
CIADT (« Comité Interministériel d'Aménagement et de Développement du Territoire ») <sup>2</sup>	National	Inter-ministerial Transversal Decisional	Examines regional development and spatial planning general issues in order to prepare the government decisions.
DATAR ("Délégation à l'aménagement du territoire et à l'action régionale")	National	Inter-ministerial Transversal and Sectoral	- Prepares, promotes and coordinates the actions of the State in the field of spatial planning in an inter-ministerial perspective. - Synthesis of arbitrations and of proposals to the government in the field of spatial planning; leading of prospective studies on the evolutions of the French territory in the future in order to adapt State policies. - Interface between European cohesion policy, national policies interfering in spatial planning and development policies conducted from the local to the regional levels
CNADT (« Conseil national de l'aménagement et du développement du territoire »)	National	Consultative	Advices to the government for the policies elaboration of spatial planning and sustainable development policies
Prefect of Region (Named by the Government)	Regional	Executive	Definition and execution of priorities in spatial planning and objectives through the "Contrat de Plan Etat-Region".
President of the Regional Council (elected)			
Prefect of Department (named by the government)	Departmental	Executive	Definition and execution of priorities in spatial planning
President of the General Council (elected)			
Under-Prefect	Local	Executive	Definition and execution of priorities in spatial planning and objectives
Municipal council			

<sup>1</sup> In France, spatial planning is considered as a field of action for the Central Government. Nevertheless, as the organization of the government departments depends on the choice of the Prime Minister, the hierarchical situation and the functions of a department of spatial planning can vary from one government to another. Since the last change of government, in June 2005, it depends on the Home ministry. The Delegate Minister is Mr. Christian ESTROSI.

<sup>2</sup> The Prime Minister presides the CIADT that includes several Government departments (Industry, Equipment, Agriculture, Trade, Finance, Tourism, and other ones that are dealing with spatial planning issues).

Other institutions of interest for the study:

- The "Agence nationale pour la rénovation urbaine":
  - i. National level
  - ii. Executive
  - iii. Put into practice the programme of "urban renewal"
- The "Mission opérationnelle transfrontalière":
  - i. National level
  - ii. Expertise and partnership
  - iii. Expertise for local actors who are taking part in cross-border and trans-national co-operations

**Table 2 – Key spatial planning instruments and tools**

<b>Planning instruments</b>	<b>Main responsibilities</b>	<b>Territorial coverage</b>	<b>Role and Duration</b>	<b>Binding</b>
"Document unique de programmation" (DOCUP)	State and Regional Councils	Region	Planning 7 years	Coherence with European Union orientations
MIAT <sup>3</sup>	State and Regional Councils	Interregional	--	--
« Schéma de services collectifs » (SSC) <sup>4</sup>	State	National	Prospective (20/25 years)	--
"Fonds national d'aménagement du territoire" <sup>5</sup>	State	National	Funds	
« Schéma régional d'aménagement et de développement durable du territoire (SRADT) » <sup>6</sup>	Regional Council	Regional	Prospective (20/25 years)	Coherence with SSC and DTA
« Contrat de Plan Etat-Region » (CPER) <sup>7</sup>	State and Regional Council	Regional	Planning	Coherence with SRADT and DTA
« Projet d'agglomération » <sup>8</sup>	Urban inter-municipality	Agglomeration	Prospective (20/25 years)	Coherence with SRADT and DTA
"Contrat d'agglomération" <sup>9</sup>	Urban inter-municipality	Agglomeration	Planning (7 years)	Coherence with CPER
« Charte de Pays » <sup>10</sup>	Pays	Urban/rural or rural areas	Prospective (20/25 years)	Coherence with SRADT and DTA

<sup>3</sup> "Missions interministérielles d'aménagement du territoire": Their role is to propose and to plan the future projects of the State in an inter-regional perspective.

<sup>4</sup> See explanations in the text.

<sup>5</sup> National fund dedicated to spatial planning policies (partly finances the "CPER")

<sup>6</sup> "Schéma régional d'aménagement et de développement du territoire": regional schemes that are dealing with all sectors of a regional interest. The 7 years regional contract (planning) between the central State and regional authorities is also dealing with different fields and involve different partners of the projects.

<sup>7</sup> « Contrat de plan État-Région »: is negotiated between the State and the regional authority council. It is partly composed of regional projects co-financed by the State and the Regions and partly by local projects, which are planned through the following contracts at local level.

<sup>8</sup> « Projet d'agglomération » is a prospective document basis of the future 7 year contract – "contrat d'agglomération" -. It is elaborated within an inter-municipal framework in association with a permanent local forum partly formed by members of the local civil society.

<sup>9</sup> "Contrat d'agglomération": is a list of projects dedicated to urban areas of more than 50 000 inhabitants organised as an inter-communal authorities (the projects are co-financed in the framework of the CPER with different types of partnerships).



« Contrat de pays » <sup>11</sup>	Pays	Urban/rural or rural areas	Planning (7 years)	Coherence with CPER
« Schéma de cohérence territoriale » (SCOT) <sup>12</sup>	Urban inter-municipality or "Pays"	Agglomeration or rural association of communes	Town planning	Articulation to the PLU
"Plan local d'urbanisme" (PLU)	Inter-municipal or municipal	Local -Commune or agglomeration-	Town planning	Coherence with SCOT
« Contrat de ville »	Urban inter-municipality or urban commune	Local -Commune or agglomeration-	Planning (7 years)	Integrated in the "contrat d'agglomération"
« Plan de déplacements urbains » (PDU)	Urban inter-municipality or urban commune	Local -Commune or agglomeration- (NUTS 4 or 5)	Planning	--
« Grand Projet de Ville » (GPV)	Urban inter-municipality or urban commune	Local -Commune or agglomeration- (NUTS 4 or 5)	Town Planning (7 ans)	Integrated in the "contrat d'agglomération"
"Pôles de compétitivité" <sup>13</sup>	State Regions	Inter-regional Regional Local	Economic development	
"Systèmes productifs locaux" <sup>14</sup>	Diverse (local/regional authorities, entrepreneurs...)	Departmental Local	Economic development	
"Réseau de villes" <sup>15</sup>	Urban communes	Interregional Departmental Local	Prospective / Planning	

- Position of spatial planning versus sector policies

The main planning orientations for the 20 years coming, as far as sectoral policies are concerned, have been mentioned in the framework of the documents called "Schémas de services collectifs" (SSC). These planning documents have been elaborated by the central State on the basis of regional meetings during the period 1999-2001 in order to identify the main regional needs in terms of services and equipments. They concern 9 different fields: health, higher education and research, culture, transports of passengers, transports of goods, new technology, energy, rural and natural areas, sport.

<sup>10</sup> « Charte de pays » is an inter-municipal framework in association with a permanent local forum partly formed by members of the civil society. It is a prospective document supposed to be the basis of the future contract - "contrat de pays"-

<sup>11</sup> "Contrat de pays" which refers to rural or rural/urban areas. It concerns different local authorities, which are working together to elaborate projects (the projects are co-financed in the framework of the CPER with different types of partnerships).

<sup>12</sup> "Schéma de cohérence territoriale": can be described as the spatial expression of the " projet d'agglomération". Indeed, the "projet d'agglomération" can be considered as a list of projects to be done in the future. The SCOT indicates where the projects should be located and how.

<sup>13</sup> See explanation below in the text.

<sup>14</sup> See point 11 for explanation

<sup>15</sup> See point 3 for explanation

Since then, the actual governmental majority has developed specific policies in some sectoral fields<sup>16</sup>:

- Transports: programme of infrastructures until the year 2025 with the objective to reduce roads traffic in favour of trains, fluvial and maritime traffic.
- Environment: definition of a new policy for coastal areas:
  - o creation of a national observatory,
  - o at a regional scale : to better the coherence of the policies,
  - o at a local scale : to promote projects of local sustainable development,
  - o other actions : protection of natural spaces and of bio-diversity, environmental risks control, control of urbanisation, modernization of fisheries and coastal agriculture, development of tourism...
- Rural territories (2004 law "Loi sur le développement des territoires ruraux"): see above
- Economy: to foster poles of competitiveness by promoting local synergies between research, education units and firms.
- New technologies of information and communication: promotion of broadband supply particularly in rural areas.

⇒ *Key points:*

- Issues: focus on rural territories, urban dereliction and segregation, and fostering of territorial competitiveness (development poles).
- Major levels of planning: national, regional, local. Triple interaction: national/regional, regional/local, national/local. Main axis of spatial planning in France: relation between national and regional levels ("Contrat de plan État-Région").
- Spatially oriented sectoral schemes ("Schémas de services collectifs").

2. Involvement in the process of making the ESDP and general reception of ESDP.

France is considered as one of the main player in the process of making the ESDP with the Netherlands and Germany<sup>17</sup>.

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<sup>16</sup> CIADT of the 3<sup>rd</sup> of September 2003, of the 18<sup>th</sup> of December 2003 and of the 14<sup>th</sup> of September 2004.

<sup>17</sup> On the part of the French authorities in the process see FALUDI A., 2004, "Spatial Planning Traditions in Europe: Their Role in the ESDP Process", *International Planning Studies*, Vol. 9, May – August - Nos 2-3, 155 - 172

It is not a question of "reception" of the ESDP in that case as far as, for the French national players, it has been perceived as an opportunity to project their ideas at the European level (FALUDI, 2004).

Reference to the ESDP are made right from 1997 in the CIADT of the 15<sup>th</sup> of December when the first official project was published.

⇒ *Key points:*

- Main player.
- Projection of national ideas.

### 3. Convergence/coherence with the ESDP from the outset

- Was there any description of existing national spatial situation and trends?

At the beginning of the 90's, the DATAR had started a scenario exercise called *France 2015* (GUIGOU, 1993). It was based on an assessment of the French territory of which basic structures were considered as mono-centric and hierarchical. It identified the main threats on the national territory for the future:

- the threat of "marginalisation" (of France and particularly of the Western Coast) due to the empowerment of Central Europe after the German reunification;
- the threat of "dislocation" due to the decentralization (in France) and the European integration processes;
- The threat of concentration and of depopulation (mainly in rural areas).

The conclusion was to promote a more polycentric urban network in order to counterbalance the historical centralization and to give a chance to any part of the French territory to be connected with Europe. At that stage, the polycentric concept is not quoted by itself but it is virtually present. The authors of this document also considered important to reduce time and

distance of transportation by a good location of infrastructures and equipments.

In 2002, a new DATAR report titled "Aménager la France de 2020, mettre les territoires en mouvement" (GUIGOU, 2002)<sup>18</sup> presents a diagnostic of the French territory in 2000. Among the main results:

- A better balance of the population (even if Paris and its urban area are still prominent) over the national territory using the data of the 1999 general census.
- The hierarchical pattern of the urban and socio-economic organisation of the territory given the prominent role of Paris.

For the future the report tends to consider that, given the demographic trends, France will be more polycentric in spite of the weight of Paris and its region considered as a world global city. It underlines, notably, the beginning of the incorporation of sustainable development on environmental issues as a new way to foster territorial policies.

Finally, it identifies four major territorial scenarios for France:

- The neo-liberal scenario (The "exploded archipelago")
- The neo-"Jacobin" scenario ("Renewed centralism")
- The neo-communitarian scenario ("Differentiated localism")
- The equity scenario also called "networked polycentrism" (SYKES, 2004).

Naturally, the last scenario should be the one to be promoted.

- To what extent were the objectives or goals of the national system, organisation and programme consistent and were they moving in the general direction of those of the ESDP *before* the publication of the ESDP?
- About polycentrism: It can be argued that one of the major issue of the "aménagement du territoire" policy has been over time the promotion of polycentricism in France even if this term was not in continuous use. Indeed, the first attempt to counterbalance the weight

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<sup>18</sup> Even if the document was only published in 2002, the starting point for its elaboration was given in 1997 (CIADT of the 15<sup>th</sup> of December 1997).

of Paris dates back to 1963 when inaugurating the policy of the "métropoles d'équilibre". The aim was to reinforce regional capitals locating public infrastructures and equipments and trying to attract firms in these cities. Later, at the beginning of the 70's, a specific policy was then dedicated to medium sized cities, with the idea to promote as a whole a very important level of the French urban network. During the same decade was also launched the "pays"<sup>19</sup> with the aim to maintain people and activities in less urbanised areas (rural). Even if it cannot be considered as the promotion of the urban-rural relations, the whole picture from the 60's to the beginning of the 80's (as far as some of these policies will run until the beginning of the 80's) allow us to say that the polycentric issue was a major aim of national policies. To crown it all, at the beginning of the 90's the DATAR (based on local experiences) inaugurated the policy of the "réseaux de villes". This policy was an explicit way to promote urban relations between cities based on co-operations in order to reinforce the urban structure of certain part of the French territory, notably thanks to the cooperation of medium-sized cities (TESSON, 1996; SANTAMARIA, 1999). The "réseaux de ville" still exist and are included in the "Contrat de Plan État-Région". The "Pays" policy has known a new impetus in 1999 (with substantial changes<sup>20</sup>). Medium-sized towns has known a new recent interest<sup>21</sup> and the new policy of the poles of competitiveness can be related to a certain extend to the philosophy that sustain the "métropole d'équilibre" policy.

- About the equal access to infrastructure and knowledge: It can be said that the main objective of the policy of "aménagement du territoire" has been historically to promote an equal access to infrastructures and public services (including education) on the French territory. This has been realised thank to the elaboration of "schémas directeurs" in fields as motorways, train networks, telecommunication at the national scale but also thanks to specific operation in favour of the regions as for instance when developing tourism facilities (Languedoc-Roussillon, Aquitaine coast) (MERLIN, 2002). Dealing with knowledge, one of the aims of the policy of the "métropoles d'équilibre" was to locate and/or developed the local higher-educational system. In the 90's, the scheme "Université 2000" was launched in order to develop higher education notably in medium-sized cities. It can be said that today

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<sup>19</sup> To be distinguished from the one launched in 1999.

<sup>20</sup> "Loi d'orientation pour l'aménagement et le développement du territoire" (1995); "Loi d'orientation pour l'aménagement et le développement durable du territoire (1999).

<sup>21</sup> DATAR *Internet* Website.

most of the cities in between 20 000 and 200 000 inhabitants benefit of some higher education facilities (SANTAMARIA, 1999).

- About sustainable development: Naturally the concept is rather recent and has been introduced in the 1999 law ("Loi d'orientation sur l'aménagement et le développement durable du territoire") called "loi Voynet" name of the then Minister – Green party, "les Verts"- of Spatial Planning and Environment. Even if this has not been done without reluctance, difficulties and contradictions – notably due to massive investment in infrastructures and equipments in fragile coastal and mountain areas in the 60's and 70's -, specific legislation has been adopted in that field from the post-war period until now:
  - 1957: Natural "reserve".
  - 1960 and 1967: law on National Parks (7 National Parks in 2002) and Regional natural parks regulation.
  - 1985: "Loi Montagne" (legislation on development and preservation of mountain areas).
  - 1986: "Loi littoral" (legislation on development and preservation of coastal areas).
  - Series of laws, regulations, policies of an ecological interest: laws on air (1996), on water (1992), on landscapes (1993), on waste (1975 and 1992), implementation of *Natura 2000*<sup>22</sup>.
  - Long history of cultural heritage protection and promotion.

⇒ *Key points:*

- Long run implicit and explicit reference to polycentrism.
- Equal access to infrastructures and knowledge as one of the historical aim of the "aménagement du territoire".
- Legislation explicitly links to sustainable development ("Loi Voynet", 1999).

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<sup>22</sup> Nevertheless, the implementation of *Natura 2000* in France has been difficult.

## Part II. APPLICATION

### 4. Levels of application

**Table 3 – Levels of application (1 = the least important – 6 = the most important)**

	<b>Rank</b>
<b>NUTS 0</b>	6
<b>NUTS 1</b>	This NUTS exists in France but its relevance is limited
<b>NUTS 2</b>	5
<b>NUTS 3</b>	This level is not directly in charge of spatial planning policies (see text for explanations)
<b>NUTS 4</b>	0
<b>NUTS 5</b>	See explanation below

Dealing at that stage with “application” does not mean that we are opting for an explicit application of the ESDP. “Application” here has to be taken as a broad understanding of this term including the different forms of application proposed later on when dealing with point 10. This remark is valuable for this point and point 5.

As far as all the planning instruments and tools studied (see notably table 2) for this work are concerned, it can be said that the national level is the more relevant to identify ESDP “application” (NUTS 0). We could have then rank the communal level (NUTS 5) to which it would be convenient to add the inter-communal level (which does not exist for France as a official NUTS). In fact, everything works here mainly on a more national traditional pattern, where policies are shaped at national level to be implemented at local level. Even if the regional dimension has become more important since the 80’s (decentralization process) and because of the formal role of the regions in spatial planning issues, it seems that implementation of many policies, instruments and tools (as for instance the “Pays” policy, the “Projet” and “Contrat” d’agglomération, the “SCOT”...), can be related to a kind of renewal of the national / local relations. That could be surprising considering the important role of the regional level (NUTS 2) when dealing with spatial

planning issues. But referring to our case studies on the “Schémas régionaux d’aménagement du territoire” we have demonstrated that the references to the ESDP in these regional prospective documents are rather limited. In the more operational document, the “Contrats de plan Etat-Région”, they are very few direct references to the ESDP (except in the CPER for the Provence-Alpes Côte d’Azur and for the Limousin regions).

We did not take into account the NUTS 3 level as far as it can be considered that the “Departements” (local scale) do not have a direct role to play in spatial planning issues (TAULELLE, ALVERGNE, 2002). It is then not possible to identify at that scale thanks to precise policies, instruments and tools a relation to the “application” of the ESDP. That does not mean that they have no role in the definition of local policies as far as spatial planning is concerned. From that point of view, it can be considered that, to a certain extend, they are taking part to the same process described above in the framework of a national / local relation.

#### 5. Leading Policy Sector(s) for ESDP Application

**Table 4 – Leading Policy Sectors for ESDP Application (1 = the least important – 4 = the most important)**

	Spatial Planning	Regional Policy	Transport	Other (Please state)
NUTS 0	4	1	2	3 (Environment, Cultural Heritage, Sport, Health, Education, Rural space, TIC, Energy)
NUTS 1	This NUTS exists in France but its relevance is limited			
NUTS 2	4	1	3	2 (Environment)
NUTS 3	See point 4 for explanations			
NUTS 4	0	0	0	0
NUTS 5	4	2	1	3



At NUTS 0, 1 and 5 levels (see explanation point 4 for the levels chosen as relevant here), the more important sectors in terms of their importance for the "application" of the ESDP is Spatial Planning defines as methods used by the public sector to influence the distribution of people and activities in spaces of various scales. This includes urban (urban planning), regional (regional planning), national and international levels. That can be linked to the French tradition of "Aménagement du territoire" where this policy is defined at central level for the whole national territory. As a consequence, Regional Planning defines as a branch of architecture that deals with the design and efficient placement of activities and infrastructures across a significantly large area of land appears as a minor way to deals with spatial issues, except at local level where the related field of urban planning ("SCOT", "PLU") is more important than at other NUTS levels.

Also given the rather centralized conception of planning in France, various issues in relation with the ESDP are also dealt with at national level: that explain the rather high rank given to "others" categories as far as national level came to intervene in many specific issues as environment and cultural heritage legislation but also in other thematic fields thanks to the "Schémas de services collectifs" (Health, Education, Sport...). At NUTS 2 and NUTS 5 levels, actions appear as regional or local declinations of national orientations, notably in fields such as environment and cultural heritage.

Dealing with Transports (at all NUTS levels), it has to be said that given the thematic aspects of this field compared to the broad category of Spatial Planning for instance, the examples of tools and instruments are less numerous. But from a qualitative point of view, it is a field where the references, generally implicit, to the ESDP are the more obvious as far as it is possible to establish indirect links between some national policies and the ESDP.

## 6. Type of Impacts/Effects

**Table 5 – Type of Impacts/Effects (1 = first field of application - 7 = last field of application; 1 = the least important - 7 = the most important)**

	Rank time	Rank importance
Institutional changes	See explanation below	1
Changes in planning policies		7
Changes in planning practices		6
Changes in planning discourses		3
Changes in spatial representation (images)		4
Spatial development		5
No change		2

- Rank time (explanation): It is very difficult to assess the precise chronology of effects/impacts except the ones derived from a kind of general view on the way spatial planning is shaped particularly in a French context where the role of the central State still important in that field. Consequently, planning discourses should be ranked first as far as France has also be one of the leaders in shaping the ESDP. Second would be planning policies derived notably from national orientations of the CIADTs (example: need to take into account European orientations in spatial planning documents at infra-national levels) and then planning practices.

It is much more difficult to assess the rank time for spatial representations linked to the European context. Since the mid-80's, French spatial representations tend to consider Europe as a challenge for the French territory (GUICHARD, 1986). One of the main question until recently was how to conceive a policy of spatial planning that allows the French territory to take advantage of the European integration. Indeed, some scenarios has shown the image of a split France challenged by neighbouring territories better off in terms of urban networks and wealth. More recently the CIADT of the 13<sup>th</sup> of December 2002 has proposed a more optimistic vision of the place of France in Europe supporting the idea of the integration of French macro-regional territories in the "little Europe".

Spatial development issues can be considered as a long run concern – defined as the location of development activity, industrial, tourism, residential, retail, leisure etc. and the nature of transport connections between locations - that dates back to the 60's and the first actions of the DATAR (as for instance the "métropoles d'équilibre" policy). Similarly, in the 80's and 90's some focuses were made on the technological issues and on the capacity for the territories to develop their own ability to obtain new technologies ("Centres régionaux de transferts de technologies", technopolis, incubators...). Recent orientations of the central State to promote, over the national territory, some "pôles de compétitivité" (to support the co-operations between firms, local authorities and universities) cannot be considered as something new even if it can be considered as one of the main policy in spatial planning field of the present Government. Nevertheless, here, the reference is not the ESDP but the Lisbon and Göteborg Summits.

Dealing now with institutional changes (both in terms of ranks of time and importance), no significant change on institutions (structures) can be noticed. Naturally, legislative evolutions can be considered in accordance with the ESDP (as for instance, the "loi Voynet" of 1999: see above). But more explicitly, it has also to be noticed that the impact on French policies and legislation derives naturally from the legal framework of the European Union (ex. European legislation on water resources which are in accordance with the options 47 to 52 of the SDEC but which are put into practice thanks to an European legislation, the one of the 23<sup>rd</sup> of October 2000). In environmental fields, and linked to sustainable development issues, the reference is often the one of the Rio Summit rather than the one of the ESDP.

- Rank importance: Most of the changes that have occurred over the years cannot be directly linked to the ESDP. Consequently, the ranking above is based on a review of policies, instruments and tools and on an assessment on their level of concordance with the policies options of the ESDP much more than on an assessment on impacts/effects of the ESDP.

## 7. Impacts/Effects

### a. Over time

The references to the ESDP are more numerous at national and regional levels (cf. Case study report, CIADT of the 15<sup>th</sup> of December 1997) around the date of the first official deliveries of the ESDP (1997 and 1999) Nevertheless, at national level the references to the ESDP as far as CIADTs are concerned is rather inconstant. Indeed, the next explicit reference to the ESDP can be noticed in the CIADT of 13<sup>th</sup> of December 2002. Meanwhile, this date correspond to the first CIADT after the change of majority and Government which can be interpreted as a way to recall, as in 1997, the general framework under which the French State works as a constant involvement in the application of the ESDP. After this date until now, the explicit or implicit references at national level would be much more linked to the decisions taken during the Lisbon and Göteborg Summits (CIADT of the 14<sup>th</sup> of September 2004). The Rio Summit is also one of the reference that inspired French spatial planning policies at least since 1999 until now.

### b. Over space

At regional level, some regions have taken into account the ESDP (as a general reference) when elaborating their "Schémas régionaux d'aménagement du territoire" (cf. Case study) notably the ones that have been elaborated at the same time of the elaboration and delivery of the ESDP. Nevertheless, the way regions take it into account varies from one region to another. More recently, only the Picardie region seems still referring to the ESDP explicitly. Dealing with the more operational regional documents, the CPERs, only very view regions (Provence-Alpes Cote d'Azur, Limousin) are taking it into account explicitly.

The ESDP seems to have a more important influence on local and regional territories near the borders thanks to the action of the "Mission Opérationnelle Transfrontalière". Indeed, this organisation established in 1997 that gather local and regional authorities and economic and social institutions to promote cross-border co-operations in the perspective of the ESDP (as a general objective) promotes the relations with

neighbouring countries in order to adjust the development of actions and projects in fields such as public transports, environment, economic development, planning, etc. These initiatives are generally supported by the *Interreg* programme.

## 8. Processes of application

Giving the role of the French authorities in the shaping of the ESDP, it is quite natural that the attempt of application of the ESDP has been managed from a central impetus. Indeed, the CIADT of the 15<sup>th</sup> of December 1997 shows in these conclusions the interest of the French Government for the future ESDP. The decision is then taken to mandate the DATAR to organise a debate on the first official ESDP project at national and regional scales with the main actors of spatial planning. Nevertheless, it has to be noticed that until the CIADT of the 13<sup>th</sup> of December 2002 no new references will be made to the ESDP even if the orientations, notably the one in order to elaborate the CPERs with the regions (CIADT of the 23<sup>rd</sup> of July 1999) can be considered in line with the ESDP. The CIADT of the 13<sup>th</sup> of December 2002 makes then a reference to the ESDP calling for a better coordination of the national policies of spatial planning in line with the ESDP.

The national reference to ESDP does not seem to be very steady even if these two CIADTs correspond to political changes (Jospin Government in 1997 and Raffarin Government in 2002).

The regional diffusion of the ESDP as we have seen in the case study but also thanks to a review of the CPERs is not very strong and it becomes weaker few years after 1999.

It can be said that the main way of diffusion of the ESDP has been through the central State apparatus and particularly the DATAR. The dissemination in the region seems to have been weaker over time.

**Table 6 - Awareness of the ESPD contents among professionals at the different levels (3=good knowledge about the whole document – 1=total unawareness).**

	Awareness
National level	2
Regional level	2
Local level	2

As we have already points it out, it is clear that the level at which the ESPD document is better known by professionals is the national one for the reasons quoted above. Nevertheless, this does not mean that all the professionals at national level know the document by itself and *a fortiori* as a whole.

At regional level, because of the relation between the central State and the regions (“Préfecture de Région” and “Conseils régionaux”), it is also clear that the professionals in charge of planning have heard about the ESPD (cf. Reference to it in prospective and planning documents) and knows about it more or less precisely.

Given the organisation of the French territory, local professionals should also have heard of the ESPD even if surely less systematically.

The “marketing process” from the central State seems to have known ups and downs. The process is not steady over time and seems to be considered much more as a general reference which as to be quoted among others in the perspective of shaping spatial planning policies than as a framework that has to be incorporated step by step at different levels of action. From that point view, the ESPD appears at national level as a document of political intentions of a certain influence and not as an operational framework. From that point of view, its status is unsurprisingly not different at national scale than its status at the European one.

9. Means of application

**Table 7 - Means of application according to their importance for the application of the ESDP (1=the least important – 6=the most important – 0=no importance).**

	Rank
Tampere ESDP Action Programme	3
Cross-border co-operation	5
Transnational co-operation	6
Structural Funds	2
Urban	1
Other means please specify!	4

To assess the importance of means of application of such a different nature is a difficult challenge because these means are rather different according to their territorial coverage (ex.: Transnational cooperation/Urban) and their operational interest (ex.: Tampere/Structural Funds). That is why, the ranking take into account these different aspects but also the relative importance of each mean according to its concordance with ESDP objectives. To a certain extend it can be considered as an assessment on the ability of each mean to trigger "good practices" in accordance with the ESDP. Our judgement has also taken into account the implicit or explicit references to the ESDP the different means refers to.

- Transnational co-operation: see the following paragraphs for explanations.
- Cross-border co-operation: see the following paragraph for explanations.
- "Other means" refers here to national (FNADT) and regional funds, different type of planning documents at national (ex.: "Schémas de services collectifs), regional (ex.: "Document unique de programmation", Schémas régionaux d'aménagement et de développement du territoire", "Contrat de Plan État-Région) and local levels (ex.: "Schéma de coherence territoriale", "Plans locaux

d'urbanisme", "Projets d'agglomération", Charte de Pays"... ) but also to European decisions as the Lisbon strategy and to international ones as the ones taken in the framework of the Rio Summit (Agenda 21). These orientations, policies, tools and instruments help to "apply" (see point 10 for a explanation of the meaning) even implicitly ESDP orientations.

- Tampere ESDP action programme: see the following paragraphs for explanations.
- Structural Funds are used to co-finance actions notably at regional level. What is more, the ESDP in the "Documents unique de programmation" is not taken explicitly into account in spite of national orientations (Government circular on the application of objective 2). For these two reasons, it is difficult to consider that the structural funds have had a direct influence on the application of the ESDP.
- Urban: see the following paragraphs for explanations.

**Table 8 - Tampere ESDP Action Programme (All EU15 MS)**

	<b>Action</b>	<b>Task</b>	<b>France</b>
<b>1.1</b>	ESDP policy orientations in SF mainstream programmes	Reflecting the ESDP in structural policies including SF programmes, in national and regional planning documents and in the co-ordination of sectoral policies.	The planning documents for Structural Funds ("Document unique de programmation") do not mention the ESDP <sup>23</sup> but the main axes can be considered in line with the ESDP orientations: sustainable development, environmental issues, natural risks, rural development, promotion of information and communication technologies...
<b>1.2</b>	Interreg III and ESDP demonstration projects	Reflecting the ESDP in the preparation of Interreg III B and in OP, exploring means for transnational co-operation Giving priority to ESDP demonstration projects in Interreg III OP	ESDP is strongly taken into account in <i>Interreg</i> III B in which France takes part (for example, see § on trans-national cooperation below).

<sup>23</sup> COMMISSION EUROPÉENNE, DIRECTION GÉNÉRALE POLITIQUE REGIONALE, *Document unique de programmation (DOCUP) 2000 – 2006* (summarize of regional documents).



1.3	ESDP policy orientations in national spatial planning	Integrate the ESDP and European dimension to spatial development / planning and encourage sectoral policies to apply the ESDP	Most of the national planning orientations over the past years can be considered in line with the ESDP even if they do not refer to it explicitly. Dealing with sectoral policies and taken into account the "Schémas de services collectifs" the same conclusions can be drawn except for the SSC dealing with transports issues (see box below for details) and the one dealing with natural and rural landscapes – some explicit references - (sustainable development, environment, water resources, cross-border cooperation) delivered in 2002 <sup>24</sup> .
1.4	Spatial impacts of Community Policies	Considering the ESDP in transport planning	The transport planning documents does not make, in general, explicit references to the ESDP (except references to the TEN) but it can be considered as far as the SSC are concerned that they are in line with the ESDP orientations (ex.: interconnections regarding shipping and inland navigation, improvement of public transports, inter-modal junctions). The more recent decisions of the CIADT of 18 <sup>th</sup> of December 2003 refers to the promotion of European corridors, inter-modality, environment issues of transports, development of polycentrism thanks to transport networks...

<sup>24</sup> The SSC on Transports has been cancelled by ordinance in June 2005...

1.6	Urban policy application and co-operation	Promoting further the urban dimension in relevant policies at the national and European levels	Urban policies do not refer to the ESDP even if some of their orientations are in line with the ESDP as for instance the sensitiveness to social and functional diversity (fighting social exclusion – cf. Long standing actions in the framework of the “politique de la ville” -; recycling and/or restructuring of underused or derelict urban sites and areas – cf. “Agence nationale pour le renouvellement urbain” established in 2003 -). Dealing with cooperation, the establishment along cross-border areas of joint planning agencies in urban areas (ex.: “Association transfrontalière du Pôle européen de développement de Longwy”; “Association Zukunft-Sarre-Moselle-Avenir” <sup>25</sup> ) is in line with the ESDP orientations. As far as these initiatives are taken with the support of the “Mission Opérationnelle Transfrontalière” (see point 7 b) it can be considered that the link with ESDP orientations is more direct.
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**Table 9 – EU15 Member States with a particular commitment within the TEAP process**

	Action	France
1.6	Urban policy application and co-operation	<p style="text-align: center;">Lead Partner Country (For application and experience)</p> <p>As far as urban sustainable development is concerned, the DATAR considers that the three national laws (“Solidarité et développement urbain, 2000; “Loi d’orientation pour l’aménagement et le développement durable du territoire, 1999; “Loi relative au renforcement et à la simplification de la coopération intercommunale, 1999) are in line with this action notably thanks to the “projet d’agglomération” and “charte de pays” which are dealing with urban-rural relations.</p> <p>France during its presidency in 2000 had put a stress on this dimension: “La France entend poursuivre le processus de mise en oeuvre du Schéma de développement de l’espace communautaire et donner l’impulsion politique</p>

<sup>25</sup> Source: [www.espace-transfrontaliers.org](http://www.espace-transfrontaliers.org), 2004

		nécessaire au renforcement de la coopération entre les 15 États membres et la commission en matière de développement spatial et de politiques urbaines" (cf. Lille Conference, 2nd and 3rd of November, 2000)
2.2	Geography manuals for secondary schools	Lead Partner Country A book was published in 2000 for secondary schools: "L'Europe et ses États. Une géographie" under the supervision of Antoine BAILLY and Armand FRÉMOND. It consists in a geographic overview of the 15 members states and of a brief presentation of the candidate countries. It was written by ten professors of different European universities.
2.3	'Future regions of Europe' award	Partner ? No information

Cross-border co-operation (i.e. Interreg IIIA, Euroregions, other)

- Have local cross-border cooperation and arrangements concerning spatial development for cities and regions in the country been affected by the ESDP? If so, how?

The answer to this question can be given in relation with the action of the "Mission opérationnelle transfrontalière" that aim is clearly, in relation with local cross-border territories, to promote cross-border projects, to insure the territorial coherence of national projects with the ones of the neighbouring countries referring explicitly to the achievement of the ESDP aims and using the European *Interreg* programme. Its action is particularly focused on:

- Development of cross-border public transports;
- The "MOT" has asked and obtained that the French spatial planning documents ("PLU", "SCOT") take into account the spatial planning of neighbouring foreign territories;
- Cross-border spatial planning: works on the integration of the cross-border issue in spatial planning documents at European (ESDP), regional ("SRADT") and local scales ("SCOT", "PDU");
- Cross-border equipments and infrastructures: seeking for articulations in between equipments and infrastructures in a cross-border perspective and for ways to finance it thanks to national funds.

The reference to cross-border cooperation can also be noticed in prospective documents as the "Schémas de services collectifs" in order to take into account this issue in relation with sectoral policy orientations,

but also linked to local/regional initiatives (cf. Table 8 above) implying territories and network of cities. What is more, a new impetus has been given to that type of actions by the CIADT of the 14<sup>th</sup> of September 2004.

- Have joint planning agencies, joint plans, and joint committees for cross border cooperation come into being since the beginning of the ESDP process (see tables 10 and 11 below)?

**Table 10 - Cross-border urban cooperation: joint planning agency, joint plans, joint committees**

<b>Cross-border urban cooperation</b>	<b>Joint planning agency (established in)</b>	<b>Joint plan (delivered in)</b>	<b>Joint committee (established in)</b>
<i>Métropole lilloise franco-belge</i>	No	2002	1991 "Conférence Permanente Intercommunale Transfrontalière"
<i>Agglomération transfrontalière de Villerupt, Audun-le-Tiche, Esch-sur-Alzette</i>	No	No	1991
<i>Pôle européen de développement de Longwy</i>	1996 "Association transfrontalière du Pôle européen de développement de Longwy")	1999	1996 "Association transfrontalière du Pôle européen de développement de Longwy"
<i>Conurbation de Forbach, Saint-Avold, Sarrebrück, Sarreguemines</i>	1997 "Association Zukunft-Sarre-Moselle-Avenir"	Since 1997, no single joint plan but common approaches on different fields: tourism and culture, firm parks, water supply and treatment, education and research, transport, settlement of the SMART plant...	1997 "Association Zukunft-Sarre-Moselle-Avenir"
<i>Agglomération transfrontalière de Strasbourg-Kehl</i>	No	2004	Yes (Date not found for Commission Strasbourg-Kehl)
<i>Agglomération trinationale de Saint-Louis, Bâle, Weil-am-Rhein</i>	No	Since 2001, no single joint plan but common approaches on different fields: spatial planning, shared knowledge, coordination of spatial tools, agreement on cooperation for sustainable development; transports and infrastructures	2001 "Association trinationale de Bâle"
<i>Espace Franco-Valdo-Genevois</i>	No	1997 "Charte d'aménagement de l'agglomération transfrontalière franco-valdo-genevoise"	1973 "Comité régional Franco-Genevois"
<i>Métropole Côte d'Azur - Est des Alpes-Maritimes - Menton - Riviera Ponente Ligue</i>	No	Since 1995, no single joint plan but common approaches on different fields: Economic development and cooperation, spatial planning, equipments.	No
<i>Eurocité basque Bayonne San-Sebastian</i>	No	2000 (White paper on spatial planning; Economic cooperation; Transports; Environment).	2000 "Agence transfrontalière"

Source : [www.espace-transfrontaliers.org](http://www.espace-transfrontaliers.org), 2004.

**Table 11 - Cross-border territorial cooperation: joint planning agency, joint plans, joint committees**

<b>Cross-border territorial cooperation</b>	<b>Joint planning agency</b>	<b>Joint plans</b>	<b>Joint committees (established since)</b>
<i>French-English border</i>	No	YES in the framework of the different <i>Interreg</i> programmes in fields such as training, spatial planning, infrastructures, tourism, culture, environment, sea safety.	No
<i>French-Belgian border</i>	No	YES but difficult to give a precise date as far as there is a long running cooperation in fields as health, environment, transports...	No
<i>French-Luxembourg border</i>	No	YES since the <i>Interreg II</i> programme on different fields such as urban development, tourism, environment, spatial planning, economic development, training, research and universities...	1971 "Commission intergouvernementale tripartite" (which also implies Germany) and in the framework of the "Accord de Karlsruhe"* (1996)
<i>French German border</i>	No	Since 1975 (mutual information on spatial planning, and different cooperation in fields such as economic development, research and technology, tourism, spatial planning, training... + in the framework of the <i>Interreg</i> programme	Since 1975 in the framework of the "Accord de Bonn"* and since 1996 in the framework of the "Accord de Karlsruhe"* (which also implies Luxembourg and Switzerland)
<i>French-Swiss border</i>	No	Different cooperation in different fields in the framework of the "Accord de Karlsruhe (health, environment, transports, education, economic development...)	Since 1996 in the framework of the "Accord de Karlsruhe"* (which also implies Luxembourg and Germany)
<i>French-Italian border</i>	No	Since the 90's in the framework of the <i>Interreg</i> programme II in fields such as transports, training, employment, economic development, culture and tourism, agriculture...)	Since 1993 in the framework of the "Accord de Rome"*
<i>French-Spanish border</i>	No	Since 1983 for "Communauté de travail des Pyrénées": exchange of information and cooperation in field such as transports, energy, agriculture, tourism, environment, water supply and from 1991 in the basis of the following agreement (see following right box) on education, tourism and culture, economic and social development, infrastructures, environment, public services.	Since 1983 "Communauté de Travail des Pyrénées" and since 1991 agreement in between French/Spanish regions to promote an "Eurorégion"*

\* These agreements do not mean that exists a dedicated joint committee (meetings are organised)

Source : [www.espace-transfrontaliers.org](http://www.espace-transfrontaliers.org), 2004.

Transnational co-operation (i.e. Interreg IIC/IIIB, other)

- Have local transnational and cooperation arrangements concerning spatial development for cities and regions in the country been affected by the ESDP? If so, how?

Naturally, the *Interreg* IIIB programme cannot be considered as a national programme. Saying that it is clear that the ESDP has had an important impact when shaping the programmes France is taking part to<sup>26</sup>.

- Have joint planning agencies, joint plans, and joint committees for transnational cooperation come into being since the beginning of the ESDP process?

Some transnational areas have worked on "spatial visions" and transnational working groups has been settled. As an example, the Atlantic space has settled a commission (established in 1989) and a Conference of cities of the Atlantic arc (established in 2000 to promote a more polycentric Europe). These two organisms have been at the origins of concrete *Interreg* projects as the writing of the "Schéma de développement de l'espace atlantique" (January 2005).

The others transnational programmes in which France is involved, are run by institutions that are generally linked to the European legislation (monitoring committee, managing authority...).

Structural Funds

- What role have the Structural Funds programmes had for the ESDP application in your country? See comments of Table 7.

Urban exchange initiative

- Has the Urban exchange initiative (1998-2000) had any influence/impact on the ESDP application in your country?

No proofs of any influence/impact of the Urban exchange initiative can be found neither in national sources dealing with the Urban programme nor in the local Urban programmes tested here (Urban programmes for Bastia and Le Havre).

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<sup>26</sup> South West European (SUDOE), Atlantic Area, West Mediterranean Area (MEDOC), Alpine Space, North West Metropolitan Area (NWMA).

#### Other means of application

- Indicate whether other means have been used for applying the ESDP: see comments of Table 7.

### 10. Causality and the ESDP application process

In the previous points our attempt to assess the application of the ESDP has been much more based on an assessment of the conformance to the ESDP than on its application strictly defined.

Dealing now with a causal link between ESDP and national policies, tools and instruments and their evolutions it is a much more difficult issue. What can be said in that respect, it is that explicit references to ESDP are more numerous around the date this document has been delivered. Nevertheless, it is a document to which national authorities are still referring when a new Government came into power. Indeed, the CIADTs of the 15<sup>th</sup> of December 1997 and of the 13<sup>th</sup> of December 2002 both refer explicitly to the ESDP at the same time that they reveal new orientations for the French spatial planning policy.

In a closer period of time the references seem much focus on the Lisbon strategy (ex. The recent policy of the "pole de compétitivité", different orientations on communication and information technologies...). As a whole, the impact of the Rio Summit on French policies is also important both as a general reference (1999 general law on spatial planning: "Loi d'orientation pour l'aménagement durable du territoire") but also in some more specialized fields as agro-environmental measures for instance.

Dealing with national sectoral orientations, two fields seems to refer more to the ESDP than others: transports and natural heritage. Nevertheless, not all the policies in these fields derived from the ESDP application. Indeed, orientations in these fields are due to the ESDP and other factors (Explicit + Implicit Application), which it seems also the case when referring to national orientations (see reference to the CIADTs above).

Consequently, at national level there are some examples of an explicit application. Nevertheless, it should be considered much more as an explicit attempt to demonstrate conformity with the ESDP than a result of an explicit application of the ESDP message.

At regional scale, very few explicit references are made to the ESDP in the "Contrat de Plan État-Région" (only the ones of the region Provence Alpes Cote d'Azur and Limousin are dealing with the ESDP) – for SRADTs, see case study -. As a whole, it would be more adequate to speak about some kind of implicit application as far as there are not a lot of evidences of direct references to the ESDP.

As a whole, in the French case, the application has been implicit as far as, even if, by and large, policies, instruments and tools developed in the field of spatial planning are generally in line with the ESDP orientations, it is not possible to demonstrate an explicit causality between the approaches adopted and the ESDP, even if coherence with the concepts of the ESDP and the policy approaches adopted contributes in practice to ESDP application. From that point of view, given the role of France in the ESDP drafting process, the ESDP can be considered as an agreement at one stage of what should be done, that is both the product of the past and a vision for the future. Consequently, in the case of France is also difficult to identify a clear cut in policies orientations between the time before and after the approval of the ESDP. We can only identify a trend towards some political options in line with the ESDP, which need to be recalled, specified and renewed to fit with new spatial issues.

## 11. Concepts applied

- The General ESDP spatial planning approach (philosophy).

As a general view, we have taken into account here the way the ESDP is presented through the CIADTs. Three main aspects are stressed:

- A concerted approach of spatial planning at European scale.
- The opportunity for the different spatial policies at different scales to be influenced in their content by these orientations.



- A better coordination between national and European policies in the field of spatial planning.

**Table 12 - Spatial impacts where the application of the ESDP has been most important (1=the least important 3=the most important).**

	Rank
Vertical integration	3
Horizontal integration	1
Spatial integration	2

#### Vertical integration / cooperation

At different levels it can be considered that the ESDP among other elements has contributed to the better awareness of the organisation of spatial planning policies and of the relations in that field between European institutions, the national State, the regions and the local authorities.

#### Horizontal integration / cooperation

No precise link can be established between the ESDP and horizontal integration and cooperation even if co-operation between authorities responsible for sectoral policies (cf. At national level the inter-ministerial role of the DATAR), co-operation framework between regions (MIATT, see table 2), tools as "projet d'agglomération" or "projet de pays" exist and can be considered in line with a better horizontal integration / cooperation.

#### Spatial integration

The ESDP among other elements can be considered as a way to stress the importance of the spatial effects of policies and a way to increased spatial orientation of policies. That has been developed in France particularly since 1999 with the "Schémas de services collectifs" (national level), that were the expression of a will to increase the spatial dimension (the regional dimension to be precised) of sectoral policies; and, at local level, with tools as the "Schéma de cohérence territoriale", for instance.

- Policy guidelines, policy aims, policy options

**Table 13 – Policy guidelines, policy aims, policy options** NB: Policy options are not taken into account as far as we are opting for an implicit application without any explicit correspondences in between the ESDP policy options and policy options at national level.

		<b>APPLICATION</b>				<b>NON APPLICATION</b>		
		←-----→						
		<b>Explicit</b>		<b>Implicit</b>				
<b>ESDP Policy Guidelines</b>	<b>ESDP sub-headings / policy aims</b>	<i>Change &amp; conformance mainly due to the application of the ESDP</i>	<i>Change &amp; conformance due to ESDP and other factors</i>	<i>Change &amp; conformance due to other factors</i>	<i>No change as policy was already in conformity with ESDP</i>	<i>No change and/or conformance as issue/policy still under discussion</i>	<i>No change and/or conformance as the issue/policy is not considered appropriate</i>	<i>No change and/or conformance due to a lack of awareness of the ESDP</i>
<b>Development and a New</b>	3.2.1		X					
	3.2.2		X					
	3.2.3		X					
	3.2.4			X				
<b>Access to Infrastructure and</b>	3.3.1		(X)*					
	3.3.2		X					
	3.3.3		X					
	3.3.4			X				
<b>management of the Natural and</b>	3.4.1			(X)**				
	3.4.2		X					
	3.4.3		X					
	3.4.4			X				
	3.4.5			X				

\* This cross should be considered as a tentative to summarize the choices made for 3.3.2, 3.3.3, 3.3.4 policy aims.

\*\* This cross should be considered as a tentative to summarize the choices made for 3.4.2, 3.4.3, 3.4.4 policy aims.

Dealing with policy options, it seems to us, in any cases, that the idea of “a change or conformance mainly due to the application of the ESDP” would be an overstatement.

What can be said is that some policies options have surely influenced the shaping of some policies. That is particularly true in fields such as trans-national and cross-border cooperation (options 3 and 4)<sup>27</sup>, in transports policies dedicated to public transports, airport services, polycentric organisation, question of high traffic pressure, inter-modal strategies, TENS<sup>28</sup>.

- Polycentric spatial development (polycentricity) and new urban-rural relationship

In the French case, it can be argued that the objective to promote a more polycentric territory is a long lasting concern given the particular organisation of the national territory. The will to promote the metropolitan regional cities and medium-sized cities dates back to the 60's and the 70's. Nevertheless, the European perspective gives a new understanding of the notion as a way to promote a better integration of the French territory in Europe and in the world. Polycentrism appears then as a way to organized infra-national spaces structured by regional cities and to think about the relations in between parts of the French territory and other European spaces at macro-regional scale. From that point of view, it can be considered that the ESDP has had some influence in this conception notably in the way the DATAR considers the French territory<sup>29</sup>. Nevertheless, the influence it is not easy to assess as far as this concern (polycentrism) was also present in the French policy before. The ESDP appears as one element among others to promote a polycentric vision of Europe. From that point of view, we have preferred to tick the box "Change & conformance due to ESDP and other factors<sup>30</sup>" rather than "No change as policy was already in conformity with ESDP".

The same can be said on the will to promote dynamic and attractive and competitive cities and urbanised

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<sup>27</sup> Cf. the establishment of the "Mission opérationnelle transfrontalière" in 1997.

<sup>28</sup> Cf. "Schémas multimodaux de services collectifs de transports".

<sup>29</sup> From that point of view, the book "Aménager la France de 2020" it is particularly relevant.

<sup>30</sup> long run issue and integration in the national vision of the territory of the European dimension"

regions. The policies of the "métropoles d'équilibre" dates back of the 60's. The aim was to promote regional metropolis that would benefit to the development of theirs regions. Since the mid-80's, the European dimension has been taken into account in the perspective to promote cities able to play role at that scale<sup>31</sup>. As it is a long lasting issue, but also because it is seen since 20 years in a European perspective, we have also chosen, as above, to tick the second box.

On indigenous development, diverse and productive rural areas, the same can be said. The relation of causality cannot be established. What can be said it is that there is a kind of declination of the ESDP orientations in the French policies given precisely the different so-called "project policies" which are based on the motto that illustrated quite well the idea of indigenous development: "one territory, one project, one contract". On rural areas, the orientation to the multi-functionality can have been influenced by the ESDP but they derived more clearly from the CAP new guidelines. That is also the difficulty to assess the application of a document without any compulsory value. No direct link can be established. Consequently, it could also be interesting to study how the ESDP has influenced European legislation?

On urban-rural relations, the 1999 laws on inter-municipal organisation and on spatial planning are clearly on the same line as the ESDP when dealing to promote urban-rural relationships. But, even if the ESDP is part of a context, other factors of a national dimension interfere in these decisions that are much more important than the ESDP (that is why we have chosen here to tick the box "Change & conformance due to other factors") as for instance the question of municipal cooperation in a country where municipalities are very numerous; of the management of periurban areas, etc.

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<sup>31</sup> "Rapport Guichard", 1986

- Parity of access to infrastructure and knowledge

As for polycentric development in relations with cities networks, the polycentric theme related to transport networks (3.3.2) is influenced by the European dimension when thinking of the place of France in Europe. From that point of view, even if more national factors has had an influence, the one of the ESDP can not be neglected as the references to the ESDP in the "Schéma multimodal de services collectifs de transports" tends to prove it.

Similarly, policy options of the 3.3.3 policy aim are presents in the French policy orientations over the period: development of public transports (notably in areas which does not benefit from quick and frequent services), the will to tackle the question of traffic pressure and congestion. Nevertheless, again, if there are references (cf. "Schémas multimodaux de services collectifs de transports") to the ESDP, it cannot be said that French policy orientations in that field have mainly been influenced by it. These questions have been of a more national interest but taking into account the European dimension of the question.

Dealing now with policy option 3.3.4, nothing it is said referring to the ESDP in the "Schémas de services collectifs"<sup>32</sup> in relation with this option. It is now again a long lasting process (since the 80's) where the question of the industrial crisis has triggered policies orientated towards the promotion of innovation, notably at regional ("Centres régionaux de transferts de technologies") and local levels (Technopolis) and also because of the development, at the beginning of the nineties, of a new high-education offer (universities) over the French territory and notably in medium-sized cities ("Université 2000"). A special attention has also been paid during the 90's until now to the development of wide band

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<sup>32</sup> "Schéma de services collectifs de l'Enseignement supérieur et de la Recherche", "Schéma de services collectifs de l'information et de la communication".

*Internet* facilities taking into account the question of remote populated areas. Action to support local productive systems (“Systèmes productifs locaux” official in 1997) involving SMEs also dates back of the nineties without any references to the ESDP but on a basis of a national policy. The more recent policies in these fields, the “poles de compétitivité” does not refer to the ESDP. In general, the innovation and knowledge policy are directly considered from a worldwide point of view dealing with the challenge of a global economy. The European dimension here seems to be overtaken.

- Wise management of the natural and cultural heritage

The CIADT of the 3rd of September 2003 has put a stress on the need to re-launch the building process of the “Natura 2000” network in France<sup>33</sup>, in conformity with its European commitment as a tool to promote biodiversity of rural areas. This objective has been again stress in the recent law on rural areas. Nevertheless, no reference is made to the ESDP relatively to the general aims of the “Natura 2000 networks”. One of the objectives is to better involve local partners in the shaping of decisions relatively to *Nature 2000* sites.

Dealing with coastal areas (the main law on coastal areas is the 1986 “loi littoral”), the law on rural areas transfers the responsibility of spatial planning of coastal areas from the State level to the local level. The aim is to promote an integrated management of coastal areas balancing economic development and protection measures. The law also deals with mountain areas (the main law dates back of 1985) and introduce sustainable development objectives and put a stress on the need of partnerships between all the partners involved (administrations and local authorities).

The “Schémas de services collectifs” dealing with energy

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<sup>33</sup> Indeed, the implementation of Natura 2000 in France has been delayed.

issues put a stress on the need to develop renewable energies and to control the CO<sup>2</sup> emissions in application of the shares of reduction by country agreed by the European Union in the framework of the Kyoto agreement. A recent law ("Loi de programme fixant les orientations de la politique énergétique" of the 13<sup>th</sup> of July 2005) underlines the objective to preserve human health and the environment fighting against global warming, to diversify the sources of energies (renewable energies) and to promote energy-saving measures.

Again, even if these orientations are clearly in line with most of the policy options of the 3.4.2 ESDP policy aims the influence of the ESDP should be considered as one among others European influences. These national issues are renewed by recent laws but their basis generally dates back of a period of time prior to the ESDP elaboration and approval. Nevertheless, we have decided to tick the box "Change & conformance due to ESDP and other factors" because of the importance of the European context (for instance "Natura 2000" network, even if its implementation in France has been and still difficult) and, consequently, due to the influence of European orientations in these policies.

The general legislation on water dates back to 1992. In 2003, the Government has initiated a great debate on the protection of water resources. In March 2005, the Government has adopted a project of law, which was under reviewed by the Parliament until June 2005. The law contains aims, which are in accordance with the options 47 to 52 of the ESDP without any mention to it. The explicit reference is the European legislation on water of 2000. Again, given the European framework we have decided to consider that, even if they are no references to the ESDP, it can be considered as a reference document, which influenced the European legislation and then the shaping of policies at national level.

The 3.4.4 and 3.4.5 policy aims seem to be in accordance with French texts dealing with the protection of environment in the one hand and cultural heritage in the other hand. Dealing precisely with cultural landscapes, the main legislation dates back to 1993 ("Loi sur la protection et la mise en valeur des paysages"). All the policy options can be identified in the law as preservation of cultural landscapes with special historical aesthetical importance ("Zones de protection du patrimoine architectural, urbain et paysager"), integrated spatial development strategies (better integration of buildings, equipment and infrastructures), restoration of landscapes which has suffered through human intervention (due for instance to the regrouping of lands). As these orientations are prior to the ESDP it cannot be said that it has had an influence in that field. Nevertheless, the constant involvement of the European Union had an important influence in the shaping of the French legislation on landscapes. Dealing now with Cultural Heritage, it can be said that there is a long policy tradition in that field dating back at least to the 19<sup>th</sup> century (protection of cultural heritage, of urban ensembles). Nevertheless, more recently, a slightly different approach has emerged through the policy of the "Pôles d'économie du patrimoine" where cultural heritage is considered as a basis for local development projects. Cultural heritage is then seen in a dynamic perspective and not only as an attachment to the past. Nevertheless, no reference at all can be noticed neither to the ESDP nor to a European perspective (except European cooperation in that field which is present in the "Schéma de services collectifs" dedicated to culture: crossborder cooperation, transnational cooperation in arts and culture, but this aspect is not mentioned as far as the 3.4.5 policy aim is concerned).



- 'Spatial positioning'

At State level, the references to the European dimension are numerous. They are used to analyse the situation of the French territory in Europe taking into account its geographical position and its structural components particularly in terms of urban network and of regional dimension. The question then is to assess if the French urban network insure an appropriate integration of the French territory in Europe (few important agglomerations, numerous medium-sized cities) and how this structure could be used and modified to achieve this goal; what is the place and role of French regions in Europe? Are they sufficiently big, with enough power and financial means? Would it be necessary to gather different regions to reinforce them?

The question of the position come also when shaping policies particularly policies that are in direct relation with the question of the position of the national territory in Europe as for instance transport policies and European cooperation (cross-border, trans-national cooperation)<sup>34</sup>.

On this aspect, one can also refers to the case study on the "Schémas régionaux d'aménagement du territoire".

At local level and, as far as urban planning is concerned, two influences of the European dimension can be presented here: first, some local authorities consider that they have a role to play in the European cities network and developed policies in accordance with this objective; second, the cities of which geographical situation lead to think about spatial planning in accordance with the neighbouring foreign cities and territories (ex. Lille, Strasbourg).

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<sup>34</sup> See other point of the study for concrete examples.

## **Part III. CONCLUSIONS**

### 12. General observations

The application of the ESDP in France can be qualified, in most of the cases, as an implicit one, even if some evidences exist of an explicit application, and this for different reasons:

- Firstly, as France had actively taken part to the ESDP building process, it can be said that the influence on French policies is rather consubstantial;
- Nevertheless, and quite surprisingly given what have been said above, the explicit references to ESDP are not very numerous, their rhetorical nature is easier to identify than their concrete consequences, the reference to it is inconstant, even if many policy orientations can be considered in line with the ESDP guidelines and policy aims. The assessment on policy options is then difficult to achieve.

The implicit application cannot be related here to the fact that the policies were already in line with the ESDP, as the table 13 tends to suggest it but to the fact that there are no explicit references to the ESDP. Indeed, from our point of view, considering that policies were already in line with the ESDP would be an overstatement because it would mean that the ESDP has had no influence at all meanwhile the ESDP is by itself the product of a context and contribute also to shape the context in which it is applied.

The main level where implicit application (see above) is taking place is the national one. That obviously derived from the fact that the central authorities have been the one to be mainly involved in the ESDP building process and because the DATAR was in charge to diffuse it at national scale. Nevertheless, it would be excessive to consider that all the professionals, even at national level, have a good knowledge of the document. Professionals have naturally heard about it but that does not mean that their knowledge was complete. Some evidences also of an influence can be noticed at infra-national level (cf. Case study) but the references in most of the cases seems to reflect a kind of relation to a general framework without any clear operational consequences, even again if at infra-national levels it is possible to easily identify policy aims which are in relations with the ESDP.

Saying that the main promoters of the ESDP are located at national level implies that the main influence on policies can be considered on spatial planning conceived in France as a national policy. It has to be noticed that the sector where references to the ESDP are the more evident are in the transports field.

The impact or effect derived more from a kind of mood, of context, in which different policies, practices, discourses, representations are shaped than to direct causes/consequences relations. Indeed, as said before, if it is possible to established strong link between them and the ESDP, it is not possible in most of the cases to identify a clear reference to the ESDP.

Trans-national and cross-border cooperation can be considered "by nature", as good ways to apply the ESDP. Other means, notably national policies, instruments and tools have also been implicitly important in that perspective.

The ESDP has been one among other elements, which had led to a better consciousness of the importance in spatial planning field of the relations between different levels of planning and of the spatial effects of policies. Dealing with horizontal integration even if policies have been developed to achieve that aim no causal relation can be identify with the ESDP in the French case.

### 13. Recommendations

- To define more precisely who is responsible for the application not only at national level but also at infra-national levels;
- To define policy guidelines, aims and options more in relation with infra-national authorities, notably the regions, in order to imply them in a kind of bottom up building process;
- To take into account different national realities in order to have more precise orientations dedicated to countries or group of countries or regions;
- To precise notions contained in the ESDP as a set of common references with links to their operational interest and to other notions.

The question of "application" is a difficult one considering the status of the ESDP. The paradox is that European legislations that are not explicitly derived from the ESDP but largely inspired by common ideas (as for instance in the environmental field) are applied by law on a compulsory basis.

Finally, speaking of "application" is to consider that the world of the ideas has to influence, at one stage or another, the concrete actions. Such a statement would forget the nature of the ESDP itself that is both a

consensual review of policy aims in relation with an concrete economic, political and ideological context; context that is linked to a period of time. If the ESDP “shapes the minds of actors involved in spatial development” (A. FALUDI quoted in First Interim Report) it can also be said that the ESDP is the result of actor minds at one stage. From that point of view, it would be more accurate to speak about “influence” as a bijective relation than “application”, even if this term allows to introduce a important difference with the term “implementation”.

The question of the application can be deepened by a work on the representations different European actors have of the European territory: what are their ideological basis, what are the interests that they express, are they compatible, to which extend, how can they be made compatible? To answer these questions implies a large and early involvement in shaping policy options, aims and guidelines at different level of planning from local to European levels. That kind of bottom-up process could be used as a way to involve regional and local authorities in the future application. Otherwise, the ESDP would still a general framework, which relevance and applicability will vary according to national, regional and local circumstances. A bottom-up method would also be a way to reconcile spatial planning perspectives and regional planning ones. Consequently, what seems important is to think about an “animation mechanism” of the ESDP from the building process to its application.

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