

NATIONAL REPORT ON REGIONAL SUSTAINABLE DEVELOPMENT IN FRANCE

Chapters 1-5 - draft version

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August 2003

REGIONET Project
Strategies for regional sustainable development :
An integrated approach beyond best practices



Thematic Network
REGIONET



European Commission
5th Framework Programme



Research Center
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This report presents the state of the art of regional sustainable development in France. It's based mainly on the analysis of the implementation of sustainable development in region in France undertaken by François Bertrand within the frame of his PhD. Local and multilevel issues have been developed by Laure Héland within the frame of her PhD. Both PhD being conducted under the scientific direction of Corinne Larrue.

As other national reports, the chapter will follow the framework proposed by the Regionet central team: we will first outline the institutional background of regional policies in France, then we will address the question of sustainable development at the level of region. The third point is devoted to multi-level issues, and the last one to evaluation. A brief conclusion will outline the main results of this analysis.

CHAPTER 1 : National background on Regional Development

a. Political and administrative system and hierarchies

A country which is characterized by strong centralization, with three decentralised bodies

France's form of government is centralised. It is a four-tier system, made up of the state-level administration and three decentralised bodies: the *régions* (26, of which 21 are in metropolitan France plus the Corsican authority), the *départements* (100, of which 96 are in metropolitan France) and the *communes* (municipalities) (over 36,600¹). Moreover, at this last level, many joint bodies have been created since the last world war, through intercommunal bodies such as SIVOM (*Syndicat Intercommunal à Vocation Multiple*), SIVU (*Syndicat Intercommunal à Vocation Unique*), PNR (*Parc Naturel Régional*), district, country, urban centres, etc². Local authorities therefore vary enormously both in size and in population. The budget managed by all these decentralised bodies accounts for half of the national public budget. Their weight makes them essential partners of the State, and to a lesser extent, of the European Union.

With respect to the NUTS nomenclature and how this corresponds to the various levels in France, the *communes* are NUTS V (France accounts for almost half the NUTS V in Europe), the *départements* are NUTS III and regions are NUTS II³.

The relationship between these different levels of government has undergone profound changes since 1982 and 1987 (the years of the reform which reinforced the powers devolved to decentralised bodies). Before the reform, the relationship between the state administration and the decentralised bodies was based on a "cross-regulation" pattern: the decision-maker was undoubtedly the state administration, through its devolved bodies (representatives of the Central state administration at the level of the *départements* and *régions*). However, these state administrations provided numerous services to the municipalities and councils of the *départements*, and their existence depended to a certain extent on them. These two types of administration gradually became increasingly interdependent. The 1982 decentralization laws undeniably marked a turning point in the hegemonism of state institutions, but it was more a question of changing the nature of their power (from the role of sole decider towards a function of cooperation, management and coordination) than a loss of power as such.

Decentralisation and skills-sharing of the various regional levels

France began its decentralisation process well after the main European States and during a period of economic recession which undoubtedly limited its effects. In 1982, decentralised bodies were given greater autonomy. Since 1982, France has had three levels of decentralised authority, each one organised round a deliberative assembly elected by direct universal suffrage. The *régions* have therefore become by right the equal of the *départements* and *communes*, thanks to the

¹ At 1st January 2001, there were 36,677 communes in France (36,563 in metropolitan France). More than 25,000 had less than 700 inhabitants and 31 had more than 100,000 inhabitants (INSEE, RGP 1990).

² At 1st January 2002, there were 2,174 intercommunal bodies (tax-raising EPCIs -Etablissements Publics de Coopération Intercommunale- : urban communities, greater urban communities, and associations of communes) viz. nearly 500 more than in 1999 (Observatoire de Finances Locales, Rapport 2002).

³ There is no NUTS IV level in France; the NUTS I level covers the ZEAT divisions (zones of study for regional development) which were created in the nineteen sixties, and the NUTS 0 level covers the whole country.

“rights and liberties of the *communes, départements and régions*” law (known as the “Deferre” law). Today, they can draw up and implement their own policies in the fields for which they are responsible. The relationship between state administration and regional, *départementale* and local authorities has become more complex, and varies from one local context to another⁴. However, this process of transference of authority remains incomplete, having been carried out rather half-heartedly, particularly with regard to the position and authority of the regions. As a result, a degree of confusion remains: “*the Deferre law has given the powers of a regional authority to the région without taking anything away from other bodies, so that no-one knows who does what*” (Randet, 1994: 23).

The following table provides a summary of the main competencies powers of the different decentralised levels in France.

The main powers of the three local authorities		
Communes	Départements	Régions
<i>General powers to manage the commune area. The commune is also an administrative unit of the State</i>	<i>Intermediate structure, ensuring social and spatial solidarity</i>	<i>Consultative and planning body. Its main expenses are those linked to training and transport</i>
To ensure “good order and public safety, security and health”	Social assistance (childhood, integration, elderly and disabled people)	Economic development (since 1972)
Primary Schools	Secondary schools	Vocational training and schools for 15-18 yr. olds (since 1982)
Town planning, land-use plans, building permits. Roads, drainage and local transportation	Roads and transport for the <i>département</i>	Public regional transport (LOTI 1982) Rail transport (generalised in 2002)
Water and waste disposal	Rural planning	Planning, development and environmental protection at the level of region

The powers of the régions

The article 59 of the 1982 law gives powers to the regions for economic development, secondary education, research, culture, land development and planning. The scope of its action is therefore very wide, as it includes *a priori* everything except the police, diplomatic relations and territorial defence. However, the powers of the region are primarily consultative and planning. The regions are first and foremost bodies which provide the incentives, impulse and coordination of local policies (hence the importance of regional contractual policies). As such, and in spite of their modest resources (regional budgets are significantly lower than those of other local authorities), the regions play an important complementary role with the State and other local authorities in developing policies for planning and developing their area. Thus, “the dominant position at the regional level in terms of general competencies for spatial planning, economic development and training, particularly through the regional plan, gives a special relevance for this integration (of the environment into sustainable development) at this level and at inter-regional level” (Bidou & Ribière, 1995: 144).

Competition between the various regional divisions and the different electoral methods

Two networks exist side by side therefore, one constituted by the historically division into *départements* and *communes* on the one hand (in 1871 and 1789 respectively), and on the other by a new generation of bodies with two much more recent “intermediate” divisions, that of the *région* (emerging during the post-war period and made official in 1982) and that linked to the inter-communal level (which is not as yet really a division as such). The *régions* are then still seen as young institutions by their counterparts in towns and *départements*. The *département* is therefore seen as the main competitor of the *régions*. “Where France is concerned, the main problem to be resolved is the enormous communal fragmentation and the frequent over-lapping between *régions* and *départements*. It is these failures which prevent the *régions* from being true actors and powers

⁴ However, the law specifies that no tutelage is possible by one local authority over another, i.e. that in spite of their differences in function and size, no decentralised authority can assume power over another.

in regional development.” (Kukawka, 1993: 164). Confronted by project areas, implicitly calling them into question, the départements maintain and defend their position in public action. At the political level, voting on a départemental basis to elect Parliamentary representatives focuses debates on the commune and the département, hindering any major reform. Moreover, proportional representation for regional elections discredits a political institution which is still little known, due to political manoeuvres in designating the presidents of the Région (Némery, 1993)⁵.

b. Regional development: an historical perspective

In France, the idea and reality of the region were established over a 30-year period (1956-1986) with a slow change from an administrative vision of the region to a regional public body, and then the gradual emergence of a certain regional power. The *région* is thus the most recent territorial division, which first established itself for regional administration before emerging as a fully practising authority.

First steps : a search for a national policy for a regional development 1917-1972

The idea of the region already existed in France in the 19th century (Charles-Brun, 1911). From a scientific point of view, geographers were the first to be interested in the region and participated in developing the concept as early as 1903 (De La Blache, 1903). But the administrative and then political divisions adopted by France did not strictly follow one of the scientific definitions of the region.

The first known antecedents of our current regions are a sort of regional chamber of commerce and industry, created in 1917. Under the Vichy regime, regional *préfets* were created in 1941. After the war, regional *commissaires* of the Republic were appointed to re-establish order, but these were abolished in 1946. It was only during the post-war period that a true regional administrative division appeared, at the same time as the emergence of planning policies (with the creation of the *Commissariat Général du Plan* - CGP) and development policies (with the creation of the Ministry for Reconstruction and Urbanism – MRU).

It is important to highlight here the close links which were to develop between the reconstruction efforts and later actions taken for planning, economic development and regional development on the one hand, and on the other the constitution and progressive reinforcement of the notion of the region. We are referring specifically to “planning in the French style”, i.e. to a relatively flexible and essentially indicative style of planning.

The first instruments for regional development were defined in 1955 in reaction to an increasing opposition against the concentration of power in Paris to the detriment of the other regions. France was at that time characterized by an over-importance of its capital. It was then that the “*régions de programme*” appeared (decree of 28/11/1956), which constitute the framework for the Programme of Regional Actions. This can be characterised as functional regionalism, i.e. the start of the devolution of the central functions and powers of the State towards regional representatives. In the early sixties, these “*régions de programme*” became *Circonscriptions d’Action Régionale* (CAR, decree of 02/06/1960), dividing the whole country into 22 regions, each one comprising two to eight *départements*. In 1964, the regional *préfets*, the Commissions for Regional Economic Development (CODER) and regional administrative commissions were created. The latter were largely involved in the preparation and regional implementation of national planning (through the 5th Plan (1966-70) and 6th Plan (1971-1975)), which saw the introduction and material constitution of a certain regional executive and a regional administrative reality.

From 1960, the policy for regional development began to form at the national level as a legitimate sector of intervention. The Delegation for Regional Development and Regional Action (DATAR) was created in 1963, its leadership coming under the direct authority of the Prime Minister: regional development continued to be a matter of State. DATAR undertook policies to restore balance to the national territory. This period was characterized by a **search for a national policy for regional development.**

⁵ Because of the proportional representation of the regional council, the election of the presidents of five Regions have been conflictual, due to the participation of extreme right party to a majority coalition.

The région half way between administrative organisation and local authority 72-82

Through the law of 5th July 1972, the *région* became a Public Regional Agency, with a rather loose status, being neither a territorial authority nor a simple administrative organisation. Although the powers of the *région* were strictly defined (“... to contribute to the economic and social development of the region.”) and limited by precise legal restrictions⁶, regional activity emerged from a multitude of situations and adaptations, which mostly moved towards an extension of powers and a progressive legitimisation of regional power. In 1975, the Natural Regional Parks (PNR, created in 1967) were placed under the authority of the *Régions* and formed one of the first tools for regional development. At the level of regional planning, this period saw the introduction of the practice of co-funding by State and Region.

The devolved region carrying the State’s capacity for evolution and innovation

Regionalisation, involving the massive redeployment of State functions and a re-balancing of its centralized powers, is above all a top-down movement, a vehicle for the essential modernisation of the State. The regional level is the symbol of the State’s capacity to evolve, to adapt and to modernize. The decentralization process did not slow down this constant movement of redeployment by the regional administration. Instead, by developing the activity of regional councils, the assistance, advice and control of these councils by the State also developed. “...the response to the creation of a new decentralized level, the region, has been a strengthening of the powers of the regional prefect” (Duport, 1998: 72). Regional missions were replaced by the *Secrétariats Généraux pour les Affaires Régionales* (SGAR - General Secretariat for regional action) with increased powers. And with the development of European policies, the position of the SGAR became even stronger, strengthening them in their essential, flexible and strategic regional administrative role (Ducray, 1998: 33).

The Région, a regional authority in its own right since 1982



The law of 1982 brought the *Région* up to the rank of fully-functioning regional authority on an equal footing with the *commune* and the *département* (cf above). However, it was not until the first regional elections in 1986 that the *régions* effectively came into being. It should be noted that the division into regions was carried out only to serve as a framework for the action of the central administration and as such was produced not by politicians but by administrators by means of a simple ministerial order in 1956. The geographical framework of the French *régions* is therefore based on this text, and apart from the special status accorded to Corsica⁷, has never been called into question in spite of being a technocratic measure from the start. The geographic contours of the current *régions* thus vary widely, with regard to population, wealth or even size.

⁶ No creation of regional services, no running expenses, a ceiling imposed on tax resources, etc.

⁷ Corsica was separated from the Provence-Alpes-Côtes d’Azur region to form a 22nd French *région* (decree of 9 January 1970) and acquired the specific status of autonomous region in 1975.

The State-Region Planning Contracts

Linked to the decentralisation process, planning was also reformed in 1982 (law of 29/07/82). This initiated the contractualisation process of partnership between the State and the *régions* for joint actions for the duration of the Plan, commonly known as the “*Contrats de Plan Etat Région*” (CPER) [State-Region planning contract]⁸. The *régions* also acquired autonomy to draw up their own regional Plan (articles 14-17 of the 1982 law) While the state agreed to share planning and development powers with the *régions*, it remained very active in these systems and procedures through its departments, a degree of tutelage and an interdependence between the regional and national levels, particularly by means of all financial matters. DATAR became the body for negotiating and then implementing the CPERs.

The first CPERs appeared in 1984, in connection with the 9th and then 10th National Plan. They were for a duration of 5 years, extended to 7 years for the latest generation (2000-2006). The formula for the Plan Contracts has shown its effectiveness by the fact that the 3rd generation has survived the abolition of the national Plan (formulation of the 11th Plan was abandoned) to which these contracts were initially linked. In spite of this, there are a number of question marks concerning the future of the CPERs with the perspective of a new stage in decentralisation, notably with the declarations of the new Government on the subject⁹. *“The expenditure on universities and national roads accounts for approximately two thirds of the financial burden of the Contrats de Plan; if these responsibilities were transferred to the regional and general councils, as suggested in the report of the commission for the future of decentralisation chaired by Pierre Mauroy, the content and form of the contracts would be profoundly modified.”*¹⁰

Finally, this reform has led to certain “transfers of responsibilities” from the State to local authorities, encouraged or even constrained to co-fund actions outside their powers. But this reform has also allowed the modernisation of the State and increased consultation between departments (André, 2000).

European policy as an aid to regional development

At the same time as decentralisation was becoming established in France, Europe was beginning to be concerned about reducing the excessive disparity in development between its regions. The reform of structural funds in 1989 committed European regional policy to aid regions which were under-developed or needed sustained restructuring actions. In France, DATAR became the key body in negotiating eligible areas and the distribution of European funds. The central character of the regional framework for regional development was also strengthened.

c. National initiatives on sustainable development

National initiatives linked to sustainable development have been slow to get started and limited in their scope. Taking various forms but always relatively close to the environmental sector, they have mainly been granted to think tanks which are relatively isolated and have no real power. On the other hand, at the legal level, real regulatory advances have been made in the domain of regional development, without references to sustainable development being linked to explicit and defined legal concepts.

Given this historical background of regional development, we will look at national initiatives of a consultative, informative or incentive nature connected with sustainable development. We will also look at the analysis of significant regulatory initiatives, leaving till the next section those aimed towards the regions.

France seems to have played an important role in the preparation for the Rio Earth Summit in 1992, especially in the various preparatory international conferences: the Hague Summit (March 11, 1989), the G7 Arch Summit (July 1989), the “the roots of the future” conference which brought together 850 NGOs in Paris in December 1991, and which was also important for the preparation of the Rio Summit. However, in France this preparation was carried out by the Ministry of the

⁸ CPER – multi-year regional development programmes jointly financed by national and regional authorities.

⁹ On 17th July 2002, the Prime Minister declared that he wished to restart decentralisation with a series of consultations with local actors and the initiation of pilot sites in certain regions.

¹⁰ Conseil National de l’Evaluation, report of the policy of structural funds evaluation.

<http://www.plan.gouv.fr/organismes/cne/cahierdescharges-9.html>

Environment alone and the report presented by France was entrusted to a special agency and was not discussed on a wider scale.

The French Commission on sustainable Development and the 1997 French strategy for sustainable development

In France, the reaction to the Earth Summit was rather slow in coming. Even though the French commission for sustainable development (*Commission Française du Développement Durable, CFDD*) was created just after the Summit¹¹, it was only in 1996 that political and administrative awareness really developed with the organisation of regional and national meetings on sustainable development. These meetings were organised within the framework of the preparation for the Habitat II Conference in June 1996. The same year, the CFDD, which until then had not been very active, was transferred to the Ministry of the Environment. In 1997, a French strategy for sustainable development was drawn up, thanks to the organisation of regional and national meetings, to the work of the CFDD (CFDD, 1997), and to consultation with the various actors of civil society. This strategy was submitted to the UN Commission for Sustainable Development in April 1997. It proposed three lines of action: to take the long-term view into account in decision-making; to improve integration of the demands of sustainable development into public policy, particularly agriculture, energy and infrastructures; enhance the assets of areas, particularly by LA21s, urban transport, etc. To this end, it suggested instruments such as educational action, economic tools, increased participation in decision-making.

At the time, the concept of sustainable development was spreading unevenly in the French State administration. The dearth of contributions by “ministries which prepare people” (*Education, Culture, etc.*) contrasted with the advances of a culture of sustainability in the contributions of “ministries which prepare things” (*Industry, National Development, Agriculture, Regional Development*).” (Landais, 1998: 7)

Moreover, an inter-ministerial mission on the greenhouse effect (*Mission interministérielle de l'effet de serre - MIES*) was set up in 1992. An initial national action programme was drawn up in 1993, revised in 1995 and 1997, with a view to meeting the objective of the United Nations Framework Convention on Climate Change (UNFCCC), known as the Rio Convention, to stabilize emissions in 2000 at their 1990 level. In 2000, a new national programme to combat climate change (MIES 2000) in the first decade of the 21st century was adopted, in line with the Kyoto objectives.

The two calls for projects: “Ways and means of carrying out the Local Agenda 21”

In July 1997 the Ministry of the Environment launched a specific programme, formulated as a “call for projects on the ways and means of carrying out the Local Agenda 21”. This call for projects was set up with the collaboration of several other ministries (Employment, Foreign Affairs, Public Works and Agriculture), public agencies (such as the ADEME – Agency for Environmental and Energy Control), the CFDD and several environmental NGO’s. This programme pursued several aims: to introduce the concept of sustainable development to local authorities and state agencies, to develop the environmental charter programme and to publicise the results of the municipalities which had already gone ahead in the concrete implementation of sustainable development. Among the 51 projects submitted, 16 were selected for subsidies.

Given the limited attention paid by these projects to local economic development, a second call for projects was launched by the Ministry of the Environment in February 2000, focusing on the economic dimension of local sustainable development. Among the 29 prize-winning projects, it was essentially the towns, associations of communes or urban districts which were chosen, but it should be noted that this second call for projects was open to projects on a much wider spatial scale, including a regional environmental agency (the Midi-Pyrénées ARPE for its network of sustainable towns), and a Natural Regional Park (the Périgord Limousin PNR for a project for a new public service) and even a Regional Council as a co-partner (the Nord-Pas-de-Calais Regional Council for producing tools to aid decision-making in the social field). Early 2003, a third call for projects have been launched.

¹¹ Created by the Prime Minister by decree n° 93-744 of 29 March 1993 and established 20 April 1994

The French strategy for sustainable development in 2002 and preparation for Rio + 10

In March 2002, in anticipation of the Johannesburg summit, France organised a national conference on sustainable development in Toulouse, following which the Government presented its new national strategy for sustainable development.

The French preparation for this summit has been led by two main bodies: the National Preparatory Committee for the Johannesburg summit, based on institutional representation and which drew up the official positions of the French Government for the summit; and the association of NGOs "Jo'burg 2002" which prepared the 10-year post-Rio reports, raised the awareness of the general public and challenged the public decision-makers.

Regulatory aspects: from the protection of outstanding sites to the management of resources and the quality of the environment

Historically, the first laws relating to the environment date back to 1810 for industrial pollution and to 1922 for the protection of nature¹². However, the environment as such did not enter into French law until 1976¹³, following the creation of the first Ministry of the Environment in 1971. Moving from a policy of conservation to one of prevention, a new series of legal measures at the beginning of the nineties marked a change in direction towards the management of natural resources, with the Water Law, the "Waste" Law, the Noise law in 1992, the Landscape law in 1993, the "Barnier" law on strengthening the protection of the environment in 1995 and which introduced into French law the precautionary principle, preventive action and correction at source principles, of polluter-pays principles and participation, and finally the 1996 law on air and the rational use of energy which presented a transversal approach in the field of transport and travel.

Legislative innovations for sustainable development

In the mid-nineties, the "demand to include the sustainability of resources into regional management led logically to a move closer to regional development and measures for regional planning." (Rouxel & Rist, 2000: 26). This trend was clearly expressed when DATAR joined the Ministry of the Environment in 1998 to form the new Ministry for Regional Development and the Environment (Ministère de l'Aménagement du Territoire et de l'Environnement - MATE)¹⁴. Confronted by the contradictions and scattered references to sustainable development in the existing legislation, the directive law for Regional and Sustainable Development (*Loi d'Orientation pour l'Aménagement et le Développement Durable du Territoire* - LOADDT) of 25 June 1999, known as the "Voynet" law, attempted to provide common references for regional action, as declared in Article 1 of this law: "*The national policy for regional and sustainable development allows a balanced development of the whole national territory, social progress, economic efficiency and protection of the environment...*". According to the Voynet Law, action programmes set up by local governments in large urban areas (*agglomérations*) as well as in rural areas (*pays*) will have to follow Agenda 21 principles. The Voynet Law also makes provision for 9 Public Service Plans (*Schémas de Services Collectifs*)¹⁵ to be drawn up collectively at regional level in line with sustainable development and for a 20-year period.

This transformation of direction in regional management was reinforced by the law of 12 July 1999, known as the "Chevènement" Law, dealing with strengthening and simplifying inter-commune cooperation and creating closer links between the administrative and functional region. Finally, with a view to developing strategic and integrated regional management, and faced with criticism of the plans and models of authoritarian management, the law in respect of urban solidarity and renewal of 13 December 2000 (SRU law) profoundly modified local planning¹⁶.

¹² Law of 1930 on listed sites and the law of 1922 on protected forests.

¹³ 1976 nature protection law

¹⁴ However, this union was more formal than real, and was fairly short-lived (1998-2002), as the new government brought in after the last legislative elections separated regional development, now under the Ministry for Public Service, State reform and Regional Development, from the environment, which became the Ministry for the Environment and Sustainable Development.

¹⁵ Higher education and research, culture, health, information and communication, transport of goods, transport of passengers, energy, natural and rural areas, sport

¹⁶ The master plans and land occupation plans (*Plans d'Occupation des Sols* - POS) were replaced by *Schémas de Cohérence Territoriale (SCOT)* and Local Urbanism Plans (*Plans Locaux d'Urbanisme* - PLU), town-planning

The recent laws on regional development have thus established the objective and perspective of sustainable development for public policies of local development and cooperation between local authorities. And the association between quality of the environment and regional development comes about via two main vehicles: regulatory procedures and contractual procedures.

CHAPTER 2 : Regional sustainable development

This chapter aims to present national, regional and European initiatives which in France tend to strengthen sustainable regional development.

a. National initiatives linked to regional sustainable development

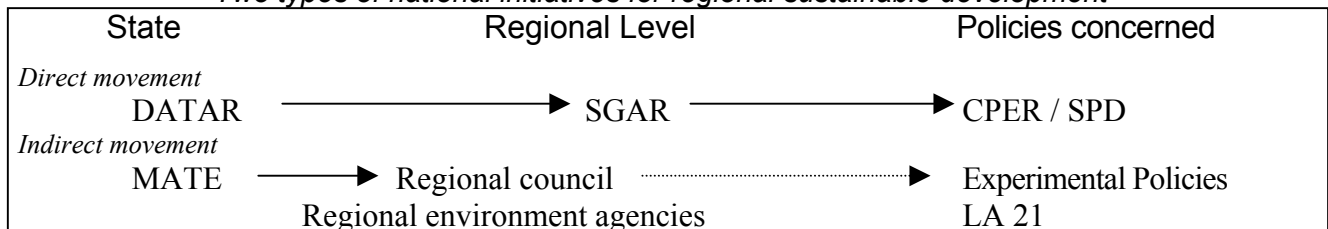
The instruments used and the beneficiary actors

Analysis of national initiatives for sustainable development, and particularly sustainable regional development (although it is not easy to separate this from other national initiatives for regionalized sustainable development), shows two distinct movements in terms of the instruments used and functioning :

- **a direct regulatory movement**: i.e. based on regulatory instruments (reform of regional development and ministerial circulars), mainly under the responsibility of DATAR¹⁷, and passed directly on to the regions by a devolved State administrative body, the SGAR. This movement is applied in contractual planning between the State and local authorities, particularly via the CPERs and European programmes.

- **an indirect incentive movement**, i.e. based on measures to boost experiments and voluntary participation, under the responsibility of MATE and intended for local, and particularly regional, governments (cf I.c. on the two calls for projects of MATE for the Local Agenda 21.)

Two types of national initiatives for regional sustainable development



Two types of relatively distinct public policy can be identified, due to the fact that they use approaches either of the *command-and-control* type, or of the voluntary and/or cooperative type, both using in some way a market-type approach (risk of funding being refused for one, possibility of financial and technical support for the other).

Contractual planning procedures working for sustainable development

The CPER procedure was also reformed by the 1999 LOADDT, extending them to a 7-year period so that their calendar synchronised with that of the European Funds¹⁸. For the first time, in addition to their regional section, these contracts had a regional section providing a framework for infra-regional contractual commitments (locality (*pays*) and large urban district (*agglomérations*) contracts).

documents with less rigid and more transversal planning. Thus, according to article L. 123-3 of this law, the PLU must present, "from a diagnosis, the local and sustainable development of the commune."

¹⁷ DATAR, although it was then responsible to MATE, kept its specific administration status in its own right and is relatively independent.

¹⁸ The circular from the Prime Minister of 31-08-98 specified that the CPER and the Single Programming Document (SPD) "... should consistently and without confusion be the instruments of a unique strategy"

In a circular of 31 July 1998, the Prime Minister made sustainable development one of two main objectives for these programmes, the other being employment. Two circulars from MATE¹⁹ detailed these objectives, in particular the management of resources, the implementation of participation and the strengthening of assessment, especially in respect of the environment²⁰ (production of a Regional Environmental Profile - REP) and sustainable development²¹. The second circular, dated 11 May 1999, was devoted more specifically to harmonising regional strategies for sustainable development. While it had the merit of clarifying the objective and conveying the ideal of sustainable development for contractualisation, this circular was about 6 months behind schedule in the preparation of the CPERs.

b. Regional initiatives linked to regional sustainable development

The situation of the French regions related to sustainable development varies enormously and is very uneven from one region to another. The chief characteristic of the initiatives taken by the French regions for sustainable development is diversity and heterogeneity: diversity in the nature and areas explored by these initiatives, heterogeneity in the level of involvement and investment in the initiatives.

The diversity of regional motivation

An over-view of the situation can be provided by looking at a report on regional meetings on sustainable development in six regions produced by the 4D association²² at the request of MATE. This document illustrates the diversity and the nature of motivation for regional sustainable development.

Some examples of regional motivation (Holec 2001)

The Poitou-Charentes region is developing a pilot scheme for sustainable development in predominantly rural areas (development of a similar methodology to that of the Local Agenda 21 intended for rural areas i. e. *pays*). The region has also carried out a number of experiments in urban districts (as the Poitiers area) and has conducted a consultative process aiming at defining its Regional Project (35,000 questionnaires processed).

The Rhône Alpes region on the other hand seems to take a position of procedural management, notably through its regional environment agency (Rhône Alpes Energie) which has drawn up and distributes methodological guidelines for local authorities who wish to undertake a process of sustainable development. It also directs the club of sustainable areas which brings together about a dozen participants. The region also relies on the presence of three dynamic regional associations in this field²³.

Finally, the Provence-Alpes-Côtes d'Azur region seems to be more motivated towards the environment than sustainable development, with the Regional Energy Agency which confines itself to supporting the diagnosis of energy, and the existence of a unit called "Sustainable management" (*Aménagement Durable*) in the Regional Environment Division (DIREN, which represents the Ministry of the Environment at regional level).

The report presents three other examples of regional motivation (Aquitaine, Pays de la Loire and Nord-Pas-de-Calais). For the first two, the analysis only notes the absence of regional motivation for sustainable development. On the other hand, it presents the Nord-Pas-de-Calais as "one of, if not the most dynamic region in terms of sustainable development".

Several stages on the road to sustainable development in the regions can be identified. Most of French regions belongs to the two first categories, and a minority belongs to the third one:

¹⁹ Circulars from the Minister for Regional Development and the Environment of 1st July 1998 and 11 May 1999.

²⁰ See particularly (Larrue, 1999) & (Larrue & Lerond, 1998)

²¹ The circular of 1st July 1998 thus specified that the CPERs should "*(...)allow the implementation of development of a sustainable nature(...) based on the lasting use of natural resources, a search for environmental quality (water, air, soil, biodiversity, etc.) and consideration of the impact of policies planned in the regions: projects should therefore be seen globally in terms of investment and functioning, social and environmental impact, response to economic, social, cultural and environmental needs.*"

²² Dossiers et Débats pour le Développement Durable www.association4d.org

²³ *Agora 21, Association pour les Pratiques du Développement Durable* (APPD) and *Economie et Humanisme*

- **Regions which have not yet really initiated specific procedures**, with varying degrees of publicity, from no reference to sustainable development to a simple declaration of intention;
- **Regions which are considering the issue** and ways of implementing it in practical terms, with a certain will and political support, but with procedures still in an embryonic stage;
- **“Pioneering” regions**, already well ahead in the process of taking sustainability into account in their policies and which have been involved in discussions on the issue for several years. These local authorities show an interest in the issue and have spontaneously taken an aggressive line in this direction. There are different reasons for such commitment:
 - a) **Physical**: particularly difficult local circumstances, proven environmental problems requiring immediate consideration. The new perspective offered by sustainable development as a relevant strategic response appears even clearer when the problems encountered in the regions are linked to serious crises which cannot be solved by the usual means. It could involve situations of local environmental crises (e.g. transport, greenhouse effect and air pollution in the Paris area, water resource management in Brittany), social or economic (e.g. desertion of Regions), or all three together (e.g. regions undergoing diversification, as in Nord-Pas-de-Calais).
 - b) **Political**: strong electoral support for the environmental parties, with elected representatives from the Greens in the regional councils taking up this issue (as in Ile de France, for example, and particularly in the Nord-Pas-de-Calais, the first French region to have had a “green” President – Marie-Christine Blandin from 1992 to 1998).
 - c) And finally, **regional marketing**, communication about sustainable development acting effectively as a label of quality for the region.

Each region is thus “ahead” according to a particular combination of different reasons – political, physical, communicational – which are more or less interconnected. The Holec report concludes: *“It can be observed that in certain regions, isolated initiatives predominate, while in others, the players have started to organise themselves and to work together to promote and implement sustainable development. How far they have advanced varies from one region to another depending on the political support given to the process”* (Holec, 2001: 50).

Two contrasting situations: Midi-Pyrénées and Nord-Pas-de-Calais

To clarify as precisely as possible the mixture of compulsory adaptations to voluntary initiatives that can be found in the regions, we will look in more depth at two French regions which are committed to sustainable development in different ways. This will help illustrate the wealth of regional adaptations and innovations to sustainable development. It will also enable us to highlight common features in the way sustainable development is being established in France.

The first example is the Midi-Pyrénées region, situated in the south of France. It is a very large region, regrouping eight *departments*, sparsely populated and predominantly rural with a high-quality environment and heritage. Looking at the initiatives taken in the last ten years to develop sustainable development in this region, we can see fairly clearly the central role played by the Regional Environment Agency (ARPE, a body which is attached to the Regional Council), and also the importance of European experimental programmes as a driving force in the region (cf. box #2 *“Model programmes for sustainable development in the Midi-Pyrénées”*). This driving force can therefore be defined as delegate (to the ARPE) and external (relying on opportunities from Europe) due to a lack of sound political backing. There is no overall regional concept of sustainable development but rather a collection of actions and pilot schemes in infra-regional “training areas”. The regional approach is experimental and additive. Due to the absence of a strong regional political doctrine and to the size and number of infra-regional pilot experiments already carried out, under way or planned for the future, the role of consultants has taken on a significant importance. In other words, with no clear political epicentre, a large number of concepts have been imported. If the regional concept was defined, it would be much closer to the idea of preserving environmental quality in the broadest sense.

The economic and geographical profile of the **Nord-Pas-de-Calais** region is the opposite of the Midi-Pyrénées: it is small, densely populated, in the north, with a very strong industrial past and a seriously degraded environment. Since 1993 sustainable development has been a major concern

of the Regional Council. There are a number of reasons why this region has been concerned with sustainable development: the still visible traces left by its strong industrial and agricultural history, its cultural links with Northern countries which are sensitive to these issues, and finally the driving force of 6 years under the presidency of an environmentalist (from 1992 to 1998). The sustainable development objective is therefore expressed through policies supporting research and providing support for actors on an area or network basis.

Some initiatives taken for regional sustainable development in the Nord-Pas-de-Calais region between 1993 and 2002

In 1995, the Nord-Pas-de-Calais region decided to undertake the appraisal of its public policies, and among its first projects was a study to assess the impact on the environment of the actions of the CPER between 1994 and 1998. This methodological study, completed in 1999, was an opportunity in particular of raising the awareness of the people responsible for planning and of working closely with DIREN, the State representative.

The region has developed a number of policies and initiatives for sustainable development. It is often quoted as an example for its policy of decentralized cooperation, its energy policy, the creation of a co-operative bank, a high school built to a high environmental quality, its rail transport policy, its natural regional parks, etc.

In 1998, a presidency for "Regional Sustainable Development and the Environment" was created in the Regional Council. At the same time, a "Sustainable Development" mission was set up within the "Plan and Evaluation" department of the Regional Council.

In January 2000, a regional strategy of sustainable development was presented to the Regional Council (Caron, 2000). In November 2000, the Region invited local authorities to apply for technical and financial support for Local Agenda 21 procedures (in June 2001, 31 local authorities had applied). "Regional itineraries of sustainable development" were held on 5 and 6 June 2001, in which 12 concrete experiments could be visited by participants.

In May 2001, the Sustainable Development Resource Centre (CERDD) held an open day with 4 employees. It has already produced numerous documents, and events for raising awareness and supporting sustainable development.

Research has been boosted thanks to the setting up of a concerted "Environment/Human activities" research programme, followed by a "Sustainable development and vulnerable areas" research programme set up in 1999 at Lille 1 University. An on-line journal, "*Développement durable et Territoires*" has also been created, and a work by the researchers of this network was published in 2000 (Zuindeau, 2000).

With regard to voluntary organisations, since 1977 the *Maison de la Nature et de l'Environnement* (MNE) has brought together 83 such organisations, some of which are working actively on behalf of sustainable development.

A strategy of indicators to explore policies from a sustainable development viewpoint has been programmed. Local authorities have been mobilized to implement Local Agenda 21. Various tools, such as the CERDD, have been promoted to raise awareness of and motivate discussion. With a strong political commitment at the head of the regional executive, State departments, local authorities, associations, the economic sector and the university all participate in transforming the future and the image of their region.

The approach which has been developed is very regional, strongly centralised round the Region which emerges as the clear guide and leader of sustainable development in its area. When confronted with non-sustainable situations, a model is proposed which could be called "sustainable restructuring".²⁴

Common features can be found in these two cases. At the level of the regional system, the **absence of départements** in these processes is relatively striking. **Proportional representation** for regional elections and the presence of Green elected representatives also appear to be important points (strength of political backing and motivation). **Very frequent recourse to experts and the reliance on experimental pilot procedures** are other common points. Finally, the presence of "**bridge-structures**", devolved bodies of the Regional Councils (either the driving force e.g. the ARPE, or arising from the trend such as the CERDD) is also a common characteristic.

²⁴ "Sustainable development, the principle which governs the restructuring of activities" Cf. <http://www.cr-npdc.fr/economie/pol-eco.htm> "Vers une nouvelle politique économique"

c. Structural Funds and sustainable development

Eligible areas in France (cf. appendix 1)

For France in the period 2000-2006 only one metropolitan region is eligible regarding **objective 1** (the Nord-Pas-de-Calais region). However, all metropolitan French regions, including Île-de-France, are covered to varying degrees by European Union interventions regarding **objective 2** in the last generation of programmes (2000-2006). **Objective 3** is a non-regional programme covering the whole country. It has a regional section.

For the Community Initiative Programmes (CIP):

- **Urban II**: 9 towns, of which 4 are in the Paris area, have been chosen (less than in Germany which has 12, United Kingdom 11, Italy 10 or Spain 10) ;
- **Leader +**: 42 areas were accepted during a first selection phase in 2001, the majority located in the west and south of the country ;
- **Interreg III**: France is present in 21 programmes adopted for 2000-2006 ;
- The **Equal** programme is non- regional.

Finally, in 2001-2002 the Commission accepted six regional programmes of innovative action in France (Aquitaine, Bourgogne, La Réunion, Pays de la Loire, Lorraine, Provence-Alpes-Côtes d'Azur).

The budgets

The budgets allocated are extremely high and are attracting increasing attention. For the period 1994-1999, structural funds amounted to 9 billion euros. For the period 2000-2006 France will receive 14.6 billion euros for objectives 1, 2 and 3 over 7 years. Of this amount, which represents 8% of the overall budget, 6 billion euros are earmarked for objective 2, France receiving more than any other EU country for this objective. For Community Initiative Programmes, France will receive 1 billion euros.

With the CPER (18 billion euros of state funding and 16.8 billion euros from the regional councils for the same period 2000-2006), structural funds have become an essential tool in economic and regional development for the *régions*²⁵.

Table indicating amounts allocated to European programmes and CPER [State-Region contract planning]

Objective 1	Objective 2	Objective 3	CIP	Total Europe	CPER State	CPER Région
3.8	6	4.5	1	15.6	18	16.8

In billion € (Sources : Datar [www.datar.gouv.fr] et Inforegio [www.europa.eu.int])

The national context: zoning, programming and implementation rules

In France, negotiating the area of intervention with the Commission remains the State's prerogative. For the State it is a question of reasserting its pre-eminence in its relations with the European Union.. European funds then transit via the Central Treasury Agency (*Agence centrale du Trésor*) before being paid to the regional operators via the technical ministries.

For each regional objective (1 or 2) and for each region the French government, in liaison with the regional authorities, defines the development priorities for the forthcoming programming period in a of Single Programming Document draft (SPD)²⁶ which is sent to the Commission, negotiated and accepted by the European Commission. Once accepted, the regional authority in charge of managing the project must draw up a document called "*Complément de programmation*" which sets out the SPD in terms of lines of action, measures and sub-measures and defines in greater detail the potential beneficiaries of the structural funds and the type of fundable projects. Each programme is implemented, in keeping with the terms of the scheduling documents, by an organisation designated by the member State. In France it is the SGAR, at the level of the *préfecture* of each *région*, which organises the investigation and selection of requests for funding. Two committees are set up: a programming committee which selects projects, and a programme monitoring committee which checks the good management of the programme and suggests modifications to the *Complément de programmation* where necessary.

²⁵ <http://www.plan.gouv.fr/organismes/cne/cahierdescharges-9.html>

²⁶ In French, this document is called DOCUP: *Document Unique de Programmation*.

Contents, structure and example of actions of European programmes

Only one metropolitan *région* is eligible for objective 1 in France, whereas all *régions* are eligible to a greater or lesser extent for objective 2. There are therefore a large number of Objective 2 SPDs. Depending on the nature of the region targeted and as to how they are eligible, the projects either concern predominantly rural areas, or issues of industrial conversion, or helping urban districts facing difficulties, the latter being a first step for Europe. The objective 2 programmes have a common strategy with the CPER: they are drawn up at the same time and with a large number of common partners and there is an overlap of regulatory constraints (European regulations and ministerial circulars). Thus, regional strategies are shared and the measures are found in both documents (SPD and CPER). Similarly, the same selection criteria and evaluation indicators are found in both SPD and CPER, which are drawn up within a similar framework. However, there are several distinguishing factors. Firstly CPER have a wider contractualisation range than the SPD. Secondly, the SPD do not cover the whole regional area and the extent of that cover varies according to the region (cf. map appendix). Finally, a fundamental difference is that CPERs are negotiated with more or less difficulty with the State, whereas SPDs, drawn up regionally, are judged, accepted or refused unilaterally in Brussels allowing only indirect negotiation. This explains why, even though the SPD follow largely both the CPER and, to a greater extent, regional strategies, this involvement is always partial and varies according to the region.

The SPD have a similar structure: they consist of two main volumes (bringing together on the one hand the different diagnoses, reports of previous programmes and *ex ante* evaluation, and on the other hand the strategic directions chosen round two to four lines of action and the actions to be funded per issue and per measures) – this is the actual SPD which is submitted to Brussels for acceptance. There is also a programming supplement, specifying the detail of each sub-measure and the technical conditions for allocation (implementation, beneficiaries, degree of participation, selection criteria, monitoring indicators, and occasionally comments on the sub-measure with regard to sustainable development, as in the SPD of Midi-Pyrénées and Nord-Pas-de-Calais). The objective of equal opportunities is emphasised to a much greater extent in the European programmes. Similarly, the formal obligation to provide a diagnosis of the environmental situation of the area concerned illustrates systematically the environmental issues in the European programmes (although integrating preliminary assessments of the environment or equal opportunities, or the relevance of selection criteria and monitoring indicators is not always better). Finally, here are some examples of actions promoting sustainable regional development carried out with the support of European programmes. In the Nord-Pas-de-Calais, the previous 1994-99 SPD resulted in the creation of an environmental river maintenance brigade, the upgrading of about fifty railway stations and an experiment called “*le Lycée de toutes les chances*” carried out in a vocational training college. In the Midi-Pyrénées, within the framework of the Objective 2 SPD 2000-2006, regional or Local Agenda 21 “sustainable development” diagnostic initiatives have been assisted under the terms of measure 6 (*Contribute to sustainable development in problem urban areas*) and measure 7 (*Support planned and sustainable regional development*) of Action line 2 of the SPD²⁷. In terms of motivation and experimentation, three French Regions (Aquitaine, Haute-Normandie and Midi-Pyrénées) have taken part in the DG Research project, backed by the DG Régio, to set up “*pilot projects on ways of promoting sustainable development using the Structural Fund programmes*” in twelve European regions (Moss & Fichter, 2001).

The contribution of Structural Funds

From the two case studies presented, we can establish the contributions linked to the programming and contractualisation process and more particularly to the negotiation of Structural funds for the last period.

The position of the European Union, which unilaterally co-funds these financial contributions (programming, not contractualisation), gives them a strong persuasive power at the procedural level. It enables them to reinforce certain European priority areas such as the environment or evaluation, or even to bring out others such as equal opportunities. This also enables them to support local sustainable development policies such as Local Agenda 21 plans or Natural Regional

²⁷ Action line II, Measure 7: Support development and engineering in the area : maximum cumulative level of public aid: 80%. Action line II, Measure 6: Study and development : ceiling for aid fixed at 30 % of eligible basis.

Parks, as well as technical tools for sustainable development such as HQE (High Environmentally Quality Standard), environmental management etc.

Furthermore, this process of integrating sustainable development seems only to be in its initial stage and far from being completed. In fact, the approach of programming Structural funds and the place held by sustainable development in that approach does not seem to have left room for an interface with “the rest of the world”, links with the outside and analysis of local/ global relationships being absent from thinking about sustainable development in the programmes.

Programming Structural Funds has either helped boost the trend towards sustainable regional development (legitimising and increasing this trend, reinforcing the environmental assessment in Nord-Pas-de-Calais), or allowed a motivational force to emerge in the Region (D2MIP²⁸ pilot programming, supporting Agenda 21 in Midi-Pyrénées). In this way, Structural funds truly represent a lever for sustainable development, on condition that the lever is applied to a favourable pre-existing context, this tool not being capable of initiating *ex nihilo* sustainable regional development.

To conclude and as regards to the most pressing questions, it seems that structural funds do not have any impact on enhancing public participation in regional decision making. Structural Funds did not help to stabilise regional decision making structures which already existed before the implementation of Structural Funds. However, Structural Funds have contributed partly to consolidate a regional identity, based as in the case of the Nord-Pas-de-Calais Region on sustainable development issues.

Chapter 3: Multi level Governance issues

This chapter presents the methods of coordination between the different decision-making levels in France with regard to the process of sustainable regional development.

A. Sustainable Regional Development implementation and multi level coordination

The implementation of sustainable regional development in France is largely based on the process of partnership between various partners. This encourages a significant degree of cross-sectoral integration, allowing in turn the development of a forum for discussion and debate outside both the traditional administrative hierarchy and structural affiliations. Moreover, the issue of sustainable development itself helps break up the traditional decision making process at a regional level, thanks to the permeability and flexibility of the various procedures used (partnership-based, contractual, multi-sectorial, etc.)

More specifically, the reform of the French regional development system introduced by the LOADDT in June 1999 has created a legislative base for local measures designed within the spirit of Agenda 21, both in rural areas with the country charters and in urban areas with the town district charters. Similarly, this law also makes provision for the joint development of nine Public Services plans²⁹. This reform has led State and regional departments to prepare concurrent plans: Public Service Plans drawn up by devolved state representatives, and SRADTs (Regional Development Plans) by the Regional Councils. The period from mid-1998 to 2000 was characterized by a heavy concentration of development and planning procedures, and therefore by considerable activity on the part of regional institutions. This combined activity also led to close interaction between the different levels of intervention. Thus, the fact that European policies are partnership-based and negotiated, and that they are superimposed, results in collaboration phenomena, both intra-institutional (between departments) and inter-institutional (particularly between public authorities at regional level).

This logic of partnership and contractual co-construction clearly encourages **the cross sectoral integration between public authorities** by imposing flexibility and a certain permeability on the traditional public authority hierarchies. In this way, temporary negotiation rooms have been created, either alongside or in parallel, allowing the affirmation or expression of **project-bearing**

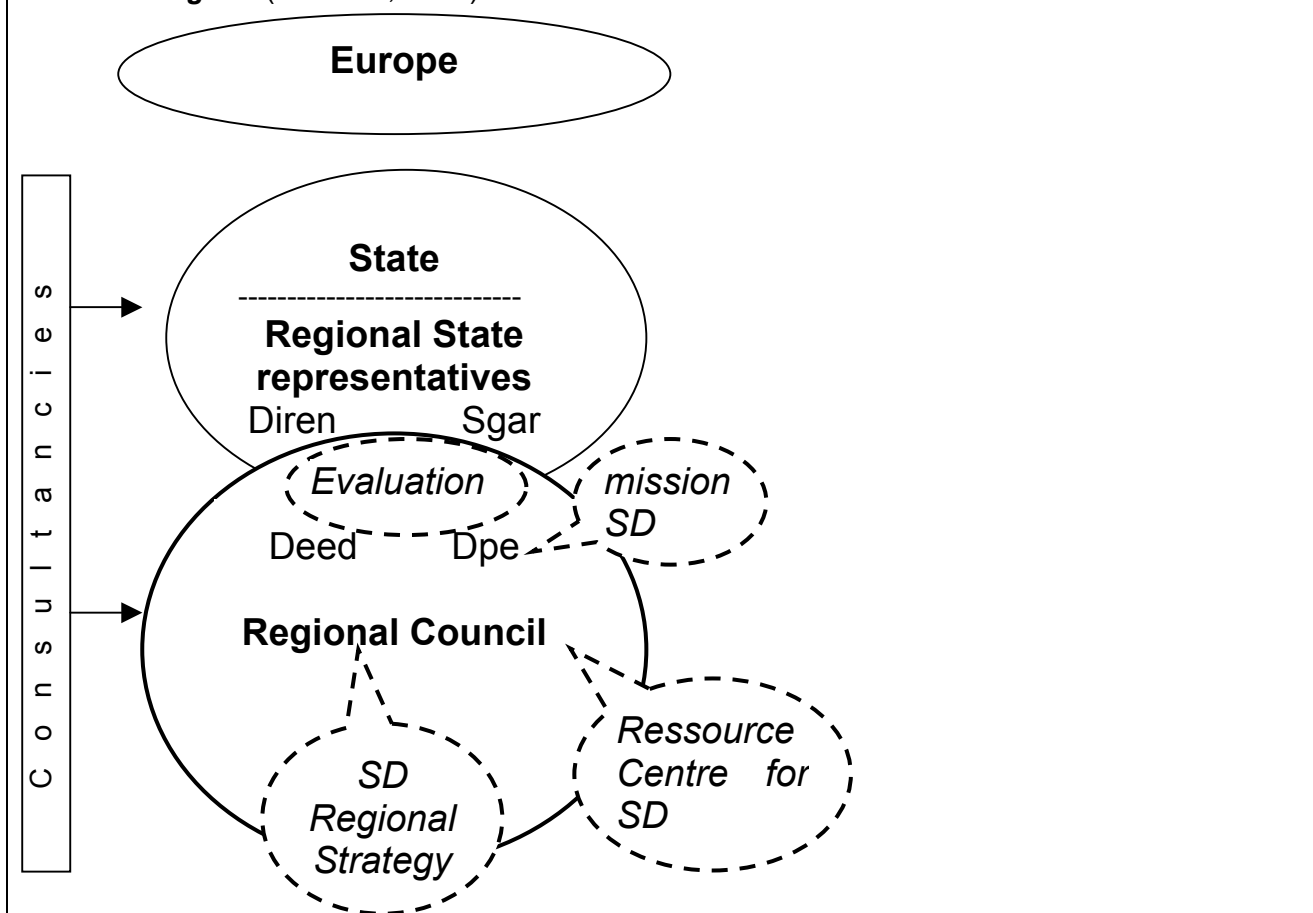
²⁸ D2MIP is the acronym of a research programme on the implementation of sustainable development in the region Midi-Pyrénées.

²⁹ Cf. chapter 1, p.8.

structures or actors who do not necessarily belong to the traditional organisations of regional institutions. This is illustrated by the creation of CERDD in the Nord-Pas-de-Calais Region (see box #1). It should also be noted that multi-level coordination is now compulsory in drawing up European programmes for regional development.

Box #1 :

Diagram of a model of the regional dynamics of sustainable development in the Nord-Pas de Calais region (Bertrand, 2001) :



Box #1 (following):

The DEED (Management of Energy, Environment, Waste) corresponds to the “environment” management of the regional authority, while the DPE (Plan and Evaluation Management) corresponds to the “planning” management. The latter includes the “Sustainable Development” mission which is responsible for leading and coordinating all the measures for sustainable development in the region (SD mission).

A regional strategy for sustainable development was adopted in January 2000 by the Regional Council (Caron, 2000). The CERDD, created by the Region in May 2001, is however distinct (however the President of the CERDD is the Vice President of the Regional Council). It is a partnership structure borne by different actors who are also quite distinct from the regional body:

- Gaz de France (GDF), a public power distribution company;
- L'ADEME (*Agence de l'Environnement et de la Maîtrise de l'Energie*) A public agency responsible for funding the financial and technical incentives for environmental protection;
- The State regional representatives responsible for regional development (SGAR) and environmental development (DIREN);
- The European Union via FEDER funding;
- Environmental NGO's.

This centre was planned and designed as a tool for local actors involved in sustainable development. It explains sustainable development and its application modes, and it emphasizes the relevant applications of sustainable development. Over and above this awareness-raising mission, it also plays a part in coordinating initiatives and bringing actors together, as well as

facilitating recourse to the regional authorities. In this way, it now provides an interface between the different local, regional, national and European bodies, specifically in the field of implementing sustainable development.

In order to preserve its autonomy, the CERDD was originally designed as a non profit organisation anticipating a GIP (Public Interest Group). It is due to be granted its status as an "environment" GIP (the first of its type in France) in 2003.

Given its inevitably transversal and inter-sectorial nature, the issue of sustainable development applied at a regional level is involved in these phenomena of cooperation through its dependence on them, while at the same time strengthening them.

Moreover, it seems that sustainable development issues participate in and reinforce horizontal governance, i.e. inter-institutional governance between the different actors at the regional level, more than vertical governance (between the different institutional levels), although it also contributes to this. This idea stems from the observation that local authorities in general and the regions in particular are aware of their driving role in sustainable development issues and of the importance of networking to pool their different experiments, in order to provide opportunities for learning and gaining expertise. Thus, ten years after Rio, evidence of the laborious work of the local authorities, often pushed into the background, is gradually beginning to be felt through the force of their intervention and the practical implementation of the essential principles of sustainable development. In this way, regional authorities seem today to be one of the main driving forces of sustainable development, benefiting from a positive inertia, in other words, a commitment to the process, involving both the political and administrative staff of the authorities, thereby preventing any back-tracking.

The proposal to create a "sustainable regions club", put forward by the French regional delegations at the world summit on sustainable development at Johannesburg, is a good example of this raised awareness by regional actors of the importance of working together.

Another interesting factor arising from the European structural funds is the phenomenon of direct Europe to Regions, or Region to Region relationships. These direct relationships between regions and Europe are able to develop thanks to the importance of European structural funds for specific regions, and the involvement of Europe in supporting and encouraging initiatives for regional sustainable development. They may be informal or experimental, and occur parallel to the national-European relationship. In this way, pilot regions have tried out model programmes for regional sustainable development, such as the PACTE programme (Cf. box #2).

However, these direct relationships with Europe must not allow us to forget the importance of the inter-regional level. This appears in France as an intermediary level (the growth of a Europe of Regions, of Euro-Regions) which is emerging but not yet highly developed. This would seem to be an appropriate level for setting up new discussions and initiatives on the subject of sustainable development.

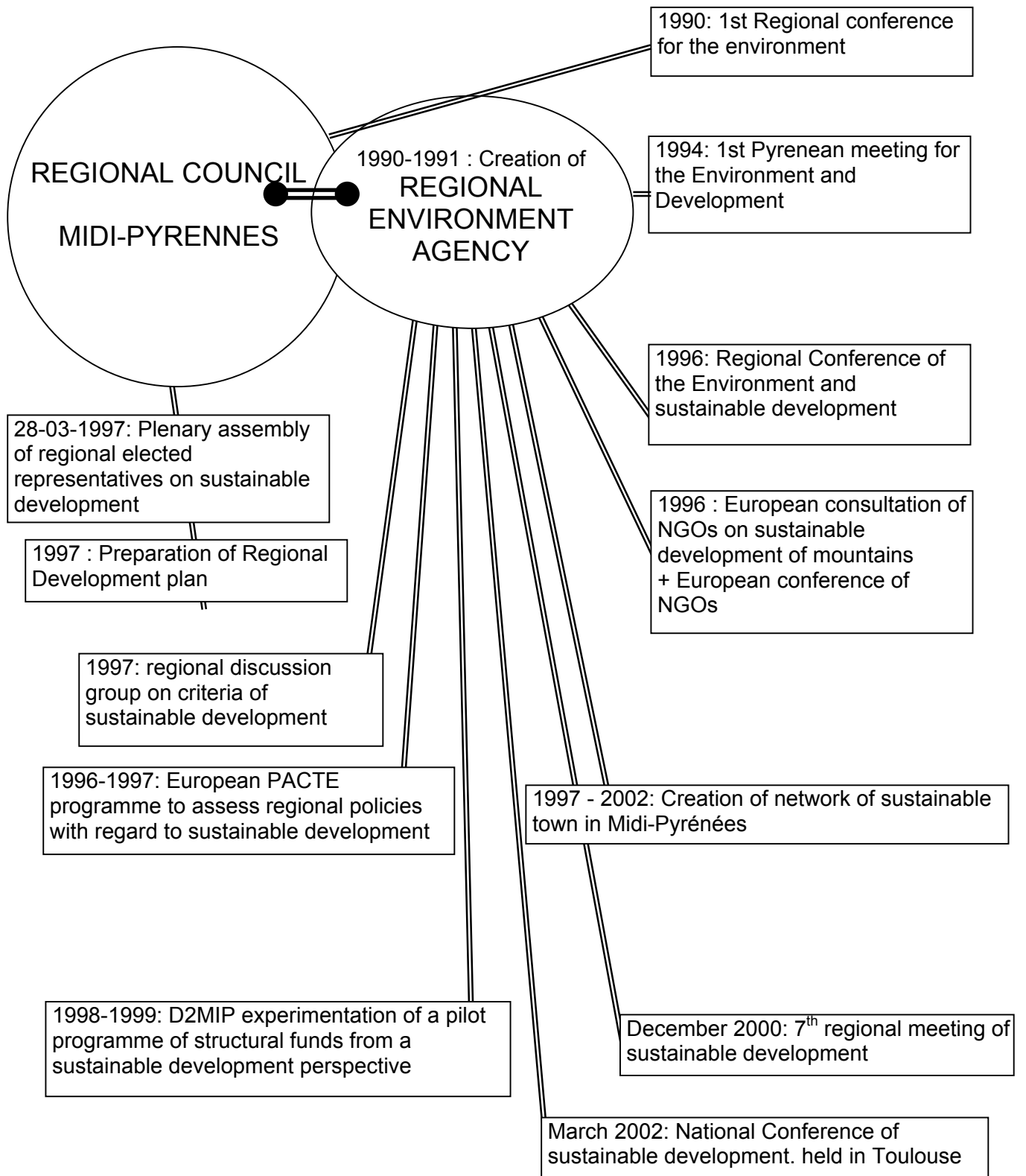
Several examples of cooperation at the inter-regional level can be outlined:

- the Midi-Pyrénées region is involved in a "Pyrenees work community", a trans-border cooperation body concerned with environmental matters which has developed a vision of sustainable development in the Pyrenees. Created in 1983, this work community brings together three French regions (Aquitaine, Midi-Pyrénées and Languedoc-Roussillon), four self-governing Spanish states (Euskadi, Navarre, Aragon and Catalonia) and the State of Andorra.
- A project by the Nord-Pas de Calais region in the framework of being part of the Kent-Flanders Euro-Region.

As regard to the debate between subsidiarity and multi-level governance, France appears to be specific. Unlike federal countries, which implement subsidiarity principles as a general rule, but appears relatively unused to multi-level governance, the situation in France seems the opposite: its legacy of strong centralism and an incomplete decentralisation process (currently being debated by the government) let the government to be very reluctant to set up a process of subsidiarity (which can be seen in the complex over-lapping of the responsibilities of each territorial level, by a strict equality between the different levels (there is no hierarchical organisation between local authorities) and by a complex interweaving of skills-sharing and application). On the other hand,

Box #2: Model programmes for sustainable development in the Midi-Pyrénées

Background and origins of sustainable development in the Midi-Pyrénées : events, actors and partnerships (Bertrand, 2001).



Observations on the chart:

- PACTE Experimental research programme– 1996-1997: experimental programme carried out in 7 pilot regions (including the Midi-Pyrénées and Rhône-Alpes regions for France) with the aim of developing a common assessment methodology.

this situation helps develop multi-level governance as a means of regulation and collaboration between the different territorial authorities and the State, because of its obligation in practice to act together. The territorial authorities, first and foremost the regional authorities, cannot easily develop their own policies in any domain without taking into consideration the initiatives of the other levels (either lowers or upper's one). Moreover, the State still maintains a strategic role in the various procedures, and while it no longer develops its own policies, it involves itself in all policies as judge, essential partner or coordinator (whereby the need to qualify the State's role as a "strategist").

This obligation to act together has been reinforced by the recent institutional reforms (Voynet and SRU (*solidarité et renouvellement urbain*) Laws on Regional development, the Chevènement Law on inter-communal organisation) which organise and systemize cooperation, at the inter-communal level. This new legislative context thus provides common benchmarks for territorial action for sustainable development. For the first time, the "Voynet" Law, which advocates a national policy for regional management and sustainable development, provides a legislative base for Local Agenda 21 type measures. It was reinforced by the "Chevènement" Law of 12 July 1999 which strengthened and simplified inter-communal cooperation in rural areas (Communauté de Communes), and established a new inter-communal cooperation tool in urban areas (Communauté d'agglomération). The Law of 13 December 2000 concerning solidarity and urban renewal (SRU) introduced an in-depth reform of local planning tools with a view towards sustainable and better integrated regional management.

B. Multi-level interaction between the different stakeholders

A review of the different actors responsible for implementing sustainable regional development, either directly or indirectly, provides an effective summary of the type of actors involved, the nature of the interactions between actors and between levels, and the specificities in the functioning of multi-level governance within the framework of sustainable regional development.

First of all, **at the level of the regional authority**, different modes of integrating responsibility for sustainable development can be observed. It can be formalized by the creation of a department or structure specifically devoted to it (e.g. the sustainable development mission within the Planning and Evaluation Board of the Regional Council in the Nord-Pas-de-Calais region or the creation of the CERDD³⁰). It can be externalised by creating a para-regional structure to which responsibility for sustainable development is delegated (e.g. the ARPE³¹ in the Midi-Pyrénées region). These methods of integration seem closely linked to regional political ideas and intentions about issues of sustainable development.

At the level of the State administration representatives in the region, integration of sustainable development seems to fall rightly within the domain of the SGAR (General Secretariat for regional action, under the authority of the regional Préfet) due to its strategic function of coordinating State action in the region, and in particular due to its responsibility in evaluating the preparation and implementation of European programmes such as the State-Region planning contracts (CPER). However, it is clear that this integration varies considerably according to the SGAR official's personality and awareness of the issue of sustainable development, and the way he sees it either as a strategic issue of public action or alternatively as a further and purely rhetorical objective. The regional authority for the environment can also play a greater or lesser role according to the extent that the SGAR sees it as their problem on the one hand, and to the DIREN official's awareness of the issue and how he sees the opportunities this objective can present on the other.

Finally, it seems that sustainable development can be integrated into regional authorities through evaluation activities (compulsory for European programmes and CPER in terms of sustainable development) and particularly through evaluation as regards environmental impacts.

With regard to the involvement of the economic community, even in regions which are already well-advanced on the path to sustainable development it seems that partnership measures with private

³⁰ See Box #1

³¹The regional environment agency was created by the Regional Council and still depends on the council for its functioning. But gradually it brought in all the regional environment actors: elected representatives, associations, socio-economic interests.

socio-economic actors are still the exception. However, in the Nord-Pas-de-Calais region, perhaps due to the industrial past of this region, multi-actor synergies have been set up in the last few years. The oldest of these was established in 1995 between the regional authority and the *Trois Suisses* (a local mail-order firm), and is particularly concerned with wind power and electricity production, and with the application of clean technological processes. More recently, GDF (*Gaz de France*) has become an important partner of the regional authority. This partnership involves GDF's support in organising major events, such as the national conference on sustainable development planned in Lille in June 2003, and also in regionally-based common projects carried out by the association for "industrial ecology" set up by GDF in Dunkerque, in which the region is a partner. This involvement of economic sectors can be linked to the general proximity between economic sectors and public administration which is quite a tradition in France at national level. In the last ten years, the region has also carried out successfully with ADEME (the environment agency) an awareness-raising and partnership policy aimed at companies established in the region, in order to promote the use of clean technology.

Finally, the phenomena of multi-level and inter-level collaboration cannot be understood in the French case without taking into account the essential role of "mediating structures and actors". These are para-regional structures with an interface role between regional institutions and between regional actions and inhabitants, as well as an extra-regional representation role to key actors (experts, other territorial authorities, Europe, etc.); and experts (consultants and to a lesser extent academics) who play a fundamental role in the homogenous cultural adaptation of the various actors involved in sustainable regional development through common learning process. These experts carry out awareness-raising and appraisal missions on the same subjects for several Regional Council and State authorities in the region (especially the SGAR or DIREN) at the same time. They provide common benchmarks and are largely involved in drawing up homogenous referentials between European programmes and the CPER (mediation role between procedures and between institutions) and between regions. These experts are thus able to provide strategic elements in connection with approaches to sustainable regional development arising from other regional experiences or experiences with European authorities.

C. Cross-Sector policy integration

In the French case, we have observed that the drive towards sustainable regional development in the constitution of its "technical base" originates from cross-sector policy integration initiatives. This happened especially with the pioneering methodological ideas which were developed in the framework of the strategic environmental assessment of regional policies, and more specifically of the State-Region planning contract in the Nord-Pas-de-Calais region. It also occurred in the pilot programming experiments for model Structural Funds on matters of sustainable development, for example the PACTE and D2MIP programmes in the Midi-Pyrénées region (see above). These discussions around the environmental assessment of the CPER led to inter-sectorial integration work thanks to the transverse dimension of the environmental input. This work is today at the heart of the technical roots of the "culture of sustainable development" in the Nord-Pas-de-Calais region.

On the other hand, the outcome can appear mixed, depending ultimately on the impetus, support, will or indeed the appropriation of these initiatives at a political level. This handing-over of the policy shows itself to be a key moment in the procedure, and is also shown in the conclusion of the report of the regional meetings on sustainable development: "*The level of progress differs from one region to another according to the political support given to the measure*" (Holec, 2001). While the Nord-Pas-de-Calais shows global and strategic integration by drawing up politically a regional strategy for sustainable development, the Midi-Pyrénées region shows a more sectorial and thematic integration in which the impetus at the technical level does not come from a political level. This impetus could not therefore be implemented except in programmes with more limited actions in the agriculture or tourism sectors.

It therefore seems that the Region is a relevant instrument of cross-sector integration, allowing the integration of sectorial policies via a spatial related issue.

Chapter 4 : Evaluation, methods and tools for sustainable development in France

A. Existing evaluation and tools (including indicators)

In the same way as there is no specific, fixed, and generally accepted idea in France about what regional sustainable development is, there is also no standardized and definitive system to evaluate the contribution of regional policies aimed at sustainable development. These ideas are currently being debated and various experimental procedures are in progress.

While the situations in the French regions vary widely, the development of regional policies for sustainable development appears to be determined by two closely linked elements:

- First of all, the existence of evaluation practices “as such”, in particular through the establishment of specific regional systems: the evaluation of regional policies for sustainable development is closely linked to the level of development of the traditional evaluation of regional public policy as such³².
- In the French context, this first point seems to be partly linked to the implementation of multi-year development programmes co-funded with supra-regional levels (Planning Contracts with the national level – CPER, and SPD in the Structural Funds framework with the European level), and thus closely linked to national or European initiatives. Implementing sustainable regional development evaluation in France is largely based on the process of contractualisation between various partners.

The development of evaluation activities in the Regions started about ten years ago as part of the French and European regional development programmes:

- At the national level through two separate memoranda in December 1993 calling for the development of evaluation³³ and of environmental evaluation³⁴,
- At the European level through the 1993 Structural Funds regulation³⁵ and stipulating the requirement to carry out a *ex ante* evaluation of the proposed policies, particularly with regard to their potential environmental impact. This requirement already existed under the first regulation of 1988 and had no real impact on how the first generation of Structural Funds (1988-1993) was managed, due to lack of time, experience and means. On the other hand, its reaffirmation and strengthening in 1993 acted as a powerful lever to the development of evaluation procedures in the Regions (Goybet 1998)³⁶.

While policy evaluation has been established relatively widely, if unevenly, in the Regions in the last ten years (many evaluation structures have been created, often attached to strategic management bodies responsible for planning and forecasting) (Warin 1999), the same is not true for environmental evaluation, where there is much greater disparity between regions (Bertrand 1999, 2000; Bertrand & Larrue 2000).

Evaluating the impact on the environment of public policies in general opens up a much wider field in which knowledge developed for traditional public policy evaluation appears to be largely

³² There may be some Regions which have developed policy evaluation without being interested in approaches evaluating the sustainability of their action, but there are no Regions which have sought to develop evaluation procedures for sustainable development which have not developed more extensively an evaluation of their actions.

³³ Memorandum of 9 December 1993 officially introducing regional evaluation procedures for monitoring the State-Region Planning Contracts (CPER).

³⁴ Memorandum of the Minister for the Environment of 2 December 1993 introducing compulsory environmental monitoring of the Planning Contracts.

³⁵ EEC Resolution n° 2052/88 modified by EEC resolution n° 2081/93 concerning the assignment of Structural Funds, their effectiveness and coordination of their interventions (article 6).

Regulation of Fund coordination: EEC resolution no. 4253/88 modified by EEC resolution no. 2082/93 (article 26).

³⁶ The lack of time and know-how of many member States resulted in the absence of prior evaluation for the first European programmes benefiting from Structural Funds (1989-1993), and more generally in an embryonic evaluation procedure. The strengthening of the second European resolution (n°2081/93/CEE) with the introduction in particular of a conditionality clause (article 26: “... *aid will be granted when ex ante appraisal shows the socio-economic advantages to be gained in the medium term, taking into account the resources mobilised*”) constitutes “*a powerful stimulus to spreading the idea that obligatory assessment was an indispensable step in receiving Community Funds*” (Goybet 1998)

insufficient. The complexity of the issues to be handled and the lack of previous experience, other than that arising from the experience of the Environmental Impact Assessment (EIA) at the project level³⁷, creates an urgent need for methodology and entails *de facto* recourse to experimentation. Moreover, introducing an evaluation of the impact of public policy for sustainable development adds an extra level of complexity (by multiplying the areas of impact to be considered: environmental, social, economic impacts; and above all by involving a transversal procedure, i.e. taking account of the interactions and relationships between different types of impact).

National initiatives

The initiatives of the national authorities are linked to the planning process. They are mainly carried out under the management of the authorities responsible for the environment.

The evaluation of regional programmes for sustainable development specified in the memorandum of 11 May 1999

In a memorandum of 11 May 1999, the Minister for the Environment laid down the possible forms of regional development programmes with a sustainable development objective. This statutory text, aimed at regulating the State-Region Planning Contracts also affects European programmes for regional development benefiting from Structural Funds (SPD), due to the overlap of the two procedures. A method has been proposed giving a broad panel of possible sustainability indicators (cf box 3).

Box #3:

► Memorandum of 11 May 1999 from the Minister for Regional Development and the Environment to the Regional Prefects concerning future CPERs (BO MATE n°99/4)

This memorandum, which was overdue in relation to the decisional process (development strategies were largely completed before the date of issue of the text), is a reminder that there must be a complete appraisal of the advantages and impact of each programme planned.

It proposes a three-phase procedure:

1. *Carry out a complete appraisal of the advantages and impact of each project and each programme. What need does it meet? Is there any alternative? (...) What impact will the programme or project have on employment, the region, the environment? (...);*
2. *Reinforce environmental performance. (...) Use the environmental impact analysis as a real criterion in choosing projects (...);*
3. *Set up monitoring indicators. (...) These indicators are not aimed at covering all areas of sustainable development or the environment, but at providing a number of signals on a dashboard (...) showing the efforts required, pressures to be reduced or results to be reached.*

A method is attached to the memorandum. First of all, it proposes drawing up an analysis matrix for sustainable development using a list of **36 analysis points (a)**, which are questions that the designers of local strategies should be considering. It covers the following aspects: social (e.g. amount of sub-standard housing), temporal (e.g. recycling and regeneration capacity), territorial (e.g. adoption of Local Agenda 21), economic (environmental management and quality-assured products), participation (e.g. consultation bodies) or monitoring (e.g. setting up regional or local dashboard).

Next, there is a significantly more detailed series of **35 environmental indicators (b)** to measure environmental performance (land occupation and use, waste, risks, water, air, biodiversity, life-styles).

Finally, more specific **monitoring indicators (c)** are put forward for transport policies (15), natural and rural areas (11), energy (8) and research (2), giving details of data available which could constitute zero-condition (cf table 1 below).

The list of criteria given for setting up a process of evaluation and indicators focuses particularly on environmental aspects by setting them apart from other economic and social factors and from decision-making processes (Brodhag and Davoine 2001) (cf. table 1).

³⁷ Environmental Impact Assessment (EIA) in force in France since 1976 and in Europe since 1985.

Table 1 : The fields of evaluation according to the memorandum of 11 May 1999

<p>(a) Draw up an analysis grid for sustainable development</p> <ul style="list-style-type: none"> • Time aspect • Territorial aspect • social factor • economic aspect • management • consultation and participation • monitoring and planning 	<p>(b) Strengthen environmental performance</p> <ul style="list-style-type: none"> • land occupation • land use • waste • risks • water • air • preservation of biodiversity • life-styles
<p>(c) Initiating policy monitoring indicators</p>	
<ul style="list-style-type: none"> • transport • natural and rural areas 	<ul style="list-style-type: none"> • energy • teaching and research

Source: *memorandum of MATE of 11 May 1999 from Brodtag and Davoine 2001*

The approach chosen focuses mainly on improving methods for selecting public actions, by setting up broader regional diagnostic systems (especially the Regional Environmental Profile) and reliable evaluation methods for actions to be taken (matrix evaluation and indicators). This evaluation system is designed both as a decision-making help and as a management, monitoring and assessment tool. However, the different texts are much less explicit about how these tools are to be implemented. These regulatory provisions are stated more as suggestions than as requirements. In any event, the main emphasis is recalling the priorities to be respected in the programmes selected for appraisal, i.e. employment, mutual responsibility and sustainable development, plus the impact of the greenhouse effect³⁸, as stated in the Prime Minister's memorandum of 25 August 2000 devoted to "implementing the evaluation of contracting procedures for the period 2000-2006.

PRESAGE and OREE computer programmes for monitoring and evaluation

We will now describe the two main computer systems used nationally to monitor co-funded regional programmes. More specifically devoted to Community programmes, a national evaluation initiative called PRESAGE (*Programme Régional et Européen de Suivi, d'Analyse, de Gestion et d'Evaluation*) provides the 26 French regions with a monitoring, management and evaluation tool for regional community programmes devoted to regional economic development (SPD: Single Programming Document). The primary aim of this centralized computer tool is to collect, harmonise and make available all the data linked to regional community actions. A secondary aim will be to extend it to actions funded as part of the State-Region Planning Contracts (CPER). Another similar national initiative, more specifically directed towards environmental actions, was also launched in connection with the 20 August 2001 circular, devoted to the mid-term evaluation of the State-Region Planning Contracts and Single Programming Documents, and to the environmental monitoring of programmes and measures ("*mesures*"). This memorandum has a general objective of sustainable development, and therefore adopts a more pragmatic position, putting forward a more realistic method of what should be covered in an environmental assessment. This method is based on three points, of which the first two should have been put into effect when the memorandum was published (which was far from being the case in the Regions...):

1. **Diagnosis of the environmental issues in the region** (resulting from the Regional Environmental Profile (REP) and the regional contribution to the public service plan for natural and rural areas (SSCENR)): this constitutes both an initial state of the environment in the region, providing a benchmark for future assessments, and a synthesis of the specific environmental issues at the regional and infra-regional levels;
2. An **ex ante environmental evaluation** carried out during the preparation of the State-Region contracts and programmes applying for Structural Funds. This evaluation is an indispensable prerequisite for all other mid-term evaluation procedures;

³⁸ This issue was introduced into the negotiations later through a memorandum of the Ministry of the Environment of 27 August 1999.

3. **The dashboard for environmental monitoring** of CPER actions and European programmes.

Under the heading of “dashboard for monitoring actions with environmental impact”, the third point includes both monitoring environmental programmes and monitoring the effects on the environment of other programmes. It heralds the establishment of a monitoring and assessment tool combining all the financial, production and result indicators for environmental programmes in a computer model called OSEE (*Outil de Suivi pour l’Evaluation Environnementale*). Having identified the procedures and actions which are likely to require monitoring because of their serious effect on the environment, it also proposes the indicators and potential eco-conditional criteria relevant to the environmental concerns of the region, based on national recommendations. As noted above, the tone is more one of invitation and suggestion than authoritarian obligation.

Regional initiatives

Within a national framework advocating evaluation in terms of sustainable development the regional situations show wide variations, and the few actions which have been undertaken are very varied in type and extent. This is a period of experimentation (exploring new areas, methodological research, experimentations and tests on specific policies) and disseminating new practices. There is thus no consistency between the different procedures, beyond aligning themselves under the broad banner of sustainable development. Only pioneering regions on sustainable development have undertaken evaluation efforts on this issues.

We will now present two examples of regional procedures at different levels of progress: Nord-Pas-de-Calais (1) and Centre (2).

(1) The Nord-Pas-de-Calais region is a pioneer in France for its integration of environmentally-related and sustainable development issues. In 1996 it initiated discussion between the Departments of the Regional Council and the State about the issue of evaluating environmentally-related regional policy. Between 1997 and 1999 it carried out a methodological study into evaluating the impact of the actions of the Planning Contract. Inter-departmental work, begun in 1999 within the Regional Council with the help of an outside consultant, led to the drawing-up of an analysis matrix for regional policy composed of 30 criteria, each one accompanied by a series of questions. After an experimental stage, the associated questions were cut down and simplified to make the matrix easy to manage and use. The following table gives the list of 30 indicators on this matrix dating from 2001 (cf table 2). Using this matrix, specific regional policies could be analysed. It also made it possible to assess the extent to which the different items in the grid appeared in the regional system for monitoring the Planning Contract in the Region.

Table 2: Analysis matrix showing the coherency of regional policies with sustainable development - Regional council of Nord - Pas de Calais

MEETING HUMAN NEEDS	
1-Improving the quality of services and material	
2-Making services and material available for all departments	
3-Personal responsibility and autonomy	
4-Increasing community spirit within the target population	
5-Personal qualifications and social integration	
6-Diversification of socio-cultural activities	
7-Consideration of spatial equity	
8-Consideration of long-term needs	
9-Fight against poverty	
10-Consideration of social costs	
MANAGEMENT OF THE ENVIRONMENT	
11-Controlling non-renewable resources	
12-Limiting pollution and nuisances	
13-Enhancing natural wealth and biodiversity	
14-Controlling urban spread	
15-Developing clean and simple technology, and/or quality-controlled products	

16-Observing and anticipating phenomena

17-Accounting for environmental costs

ECONOMIC DEVELOPMENT

C

18-Improving economic production and better distribution of capital gains

19- Strengthening employment assets

20- <u>Developing citizenship based enterprises</u>

21- Instigating and developing alternative economy initiatives
--

22-Diversifying economic activities

23- Looking for better control of expenses
--

PARTICIPATION / GOVERNANCE

24- Citizens' involvement, and recognition of their contribution
--

25-Setting up diagnostic procedures prior to action

26- Experience-sharing between actors and pooling of knowledge
--

27- Matching means with actors; non-competitive actions

28- Qualifications of partners and long-lasting partnerships
--

29- Recognizing all skills within the region (transversality) during programming, implementation and monitoring phases
--

30- Implementing the evaluation procedure and taking account of the results

Source : DPE, Regional council Nord-Pas-de-Calais, April 2001

Similarly, the evaluation programme of the Nord-Pas-de-Calais CPER with regard to sustainable development planned for the 2000-2006 period appears to be extremely well developed compared to other French Regions (cf. Box 4).

Box #4:

In the Nord-Pas-de-Calais region, evaluation is carried out in partnership with the State and the two departments who signed the Planning Contract. The evaluation is common to different partners; one evaluation structure bringing together the State, the regions and the two departments has thus been created (...)

A multi-year evaluation programme of the Planning Contract was drawn up for the years 2001 to 2003 and 2004 to 2006. It comprises four types of work:

- Transversal evaluations with regard to the four selected priorities: the environment, social equity, employment and territorialisation;*
- Thematic evaluations of an objective or means of action: for the 2001 to 2003 programme, this involved business creation and transmission, tourism, water and agriculture, community actions for export. These choices were accepted by all the partners, with a different leading house for each theme: the Pas-de-Calais department for tourism, the Nord department for water and agriculture, the State for business creation and transmission and the Region for export. Other themes were chosen for 2004 to 2006: technology transfer, new IT and communication techniques, regional urban policy, intermodal transport;*
- Evaluation of a major operation. For 2001 to 2003 the following themes were selected: "summer quarters" (promotion of social and cultural activities) and cyber-centres. For 2004 to 2006 the planned theme is the evaluation of the European multimodal platform at Dourges;*
- Methodological work aimed at improving evaluation. This involves in particular improving the reliability of indicators and interlinking data bases.*

Extracts from report to the National Assembly on the evaluation of public policies and indicators of SD (Duron 2002)

From the outset, the acculturation, sensitisation and accountability of all the staff involved in the regional programmes affected by the evaluation system (inter-departmental consultation and transversality) were seen as playing an important role in the procedure as the actual official results of the appraisal.

(2) Unlike the Nord-Pas-de-Calais, the Centre Region is not ahead on the road to sustainable development. However, for some time now it has been considering the issue, and at the beginning of 2002 it initiated exploratory work with a view to defining a Regional Charter for Sustainable Development. This involved simultaneously:

- specifying the underlying principles of undertaking sustainable development in the Region;
- stating the principles which had been selected in its operational policies;
- highlighting existing actions favouring sustainable development;
- defining the monitoring tools of the procedure (indicators, evaluation tool, organisation).

A significant result of the first work phase was an analysis grid with a questionnaire and a list of key words (cf table 3). Testing these on three selected regional policies allowed the analysis method and grid to be improved, showing up the unwieldiness of the selected method, the difficulty of getting information about some criteria, and the repetitiveness, or even redundancy, of some criteria. As a result, the grid was simplified (5 principles of regional action, 7 work method criteria, 8 areas for action: cf table 3), each analysis point identified by a key word, with a simplified logic and method of use.

In addition to the Region appropriating and consolidating its own method, this procedure has already led to a certain sensitisation of the staff responsible for evaluating the three test policies. It has also proved its effectiveness by providing a report and new leads for improving the policies evaluated. More generally, it has given the regional body a new way of looking at its actions.

To conclude

Even on the basis of the relatively standardized analysis framework of the CPER and the SPD, whose higher levels specifically encourage the Regions to carry out sustainable development evaluation, regional situations vary widely. The few actions undertaken are very varied in type and extent. This is a period of construction – a moment of exploration, experimentation and disseminating new practices.

It should also be noted here that in the field of sustainable development evaluation and integration, another category of players clearly plays a central role in the acculturation and dissemination of a common goal, viz. the **experts** (academics and especially consultants). At the request of the institutional backers, they carry out assessment missions and popularisation and coordination services within departments. It is frequently and naturally these same specialists who are called on to harmonise procedures, both for the Regional State bodies and the Regional Council. They therefore play an important convergence role. However, their influence does not stop there, because they can also fulfil a bridge-building and capitalization role between different Regions. In addition to bringing knowledge and methods, they therefore also play an inter-institutional role of harmonising the different procedures at the regional level, and an inter-regional function of disseminating and sharing regional experiences.

Finally, “**bridging structures**”, by coordinating and putting forward ideas, have an acculturation and mediation function at the regional level around the issue of sustainable development. These structures may be para-regional, like the Regional Environment Agency for Midi-Pyrénées (ARPE³⁹), or bipartite, divided between the State and the Region (like the CERDD, *Centre Ressource du Développement Durable*, in Nord-Pas-de-Calais⁴⁰). These structures can appear both as the origin (the case of the ARPE in Midi-Pyrénées) or the result (the case of the CERDD in Nord-Pas-de-Calais) of the regional drive towards sustainable development.

³⁹ L'Agence Régionale pour l'Environnement de Midi-Pyrénées is an institution appointed by the Regional Council, created in 1991. www.arpe-mip.com There are about ten such regional agencies in France, amalgamated within the RARE (Réseau des Agences Régionales de l'Energie et de l'Environnement). www.rare.asso.fr

⁴⁰ www.cerdd.org This centre was conceived and designed as a tool for appropriating sustainable development by local actors. It is now an institution for interface between the different local, national and European levels, specifically in the area of implementing sustainable development. This structure brings together the Regional Council, the State departments responsible for regional development (SGAR) or the environment (DIREN), the European Union (funded by the FEDER), ADEME, Gaz de France and environmental organisations. The CERDD was originally conceived as a precursor of a GIP (Groupement d'Intérêt Public). Its status is planned to change in 2003 from that of a voluntary organisation to a GIP “environment”, making it the first structure of this type in France. Cf. the third chapter of this report for a more detailed presentation.

Table 3 : Evolution of the policy analysis tool of the Centre Region for SD

<i>First analysis grid</i>	<i>Proposed simplified and consolidated grid following testing</i>
<p>9 policy criteria</p> <ol style="list-style-type: none"> 1 – Improve the quality of life 2 – Preserve the diversity of the heritage and natural resources and protect ecological balance 3 – Preserve the diversity of the heritage and cultural resources 4 – Community spirit in the region 5 – Coherency of policies (from local to supra-national) 6 – Preventive and precautionary policies 7 – Awareness of the long term and the reversibility of decisions 8 – Integration of environment / economy / social factors 9 – Rational management of regional resources and means 	<p>5 action principles of the Region</p> <ol style="list-style-type: none"> 1 – The will to improve the quality of life for all (better social justice) 2 – Need for community spirit within the Region (better social justice) 3 – Need to preserve natural and cultural heritage (development with respect for the environment) 4 – Aim to protect local and global ecological balance (development with respect for the environment) 5 – Application of forward-looking principle in taking long-term decisions
<p>6 method criteria</p> <ol style="list-style-type: none"> 1 – Knowledge of needs (diagnosis) 2 – Shared projects and upstream partnerships 3 – Evaluation, on-going improvement 4 – Thinking in terms of global cost 5 – Mobilisation of actors 6 – Involvement of inhabitants 	<p>7 work method criteria</p> <ol style="list-style-type: none"> 1 – Knowledge of needs through shared diagnosis 2 – Partnership throughout the policy process 3 – Integration of environment / social / economy 4 – On-going improvement 5 – Rationalisation of means 6 – Involvement of inhabitants in regional decision-making 7 – Mobilisation of actors
<p>11 content criteria</p> <ol style="list-style-type: none"> 1 - Development of human resources (life-long training for the environment) 2 – Rational management of natural resources 3 – Management of knowledge bank (heritage inventories) 4 – Protection of biodiversity 5 – Fight against greenhouse effect/climate change 6 – Transport and travel for SD 7 – Environmentally and ethically sound economic development 8 – Control of technological and natural risks 9 - Development of TICS for SD 10 – Scientific research, R & D for alternative and sustainable solutions 11 - Development of international and inter-regional relations to benefit SD 	<p>8 areas of action - 8 aspects where the effect of actions can be observed</p> <ol style="list-style-type: none"> 1 – Personal Development 2 – Protection of biodiversity and management of natural resources 3 – Sustainable transport and mobility 4 – Responsible economic development 5 – Risk control 6 - Development of TICS for SD 7 – International Relations for SD 8 – Research and development for SD

Source : Centre Regional Council, Blanchet Conseil / Adage environnement

B. Types of measurement

We will follow the three questions proposed within the Regionet framework: 1) What are we evaluating? 2) How do the three aspects link together? 3) What is the role of the Structural Funds?

1. What are we evaluating?

Looking at Regional practices shows that while environmental policy evaluation is applied almost nation-wide and evaluating the environmental impact of other actions is becoming reasonably widespread, broader and more ambitious assessment approaches towards sustainability are rarer and more recent (cf table 4).

Table 4: Evaluation procedures scheduled as part of CPER 2000-2006 with potential links to the environment or to sustainable development

	ENVIRONMENTAL EVALUATION Evaluation of environmental policies Evaluation of the environmental impact of other policies	EVALUATION WITH REGARD TO SUSTAINABLE DEVELOPMENT <i>Or an area cross-cutting with sustainable development (social)</i>
Alsace	Creation of REP Evaluation of PNR (shared with Lorraine)	
Aquitaine		
Auvergne		
B ^{sse} -Normandie	Evaluation of the impact of regional actions on controlling water use and quality	
Bourgogne	Preliminary study for environmental evaluation of the CPER (use of aerial photos– completed 04/2002)	
Bretagne		
Centre		
Champagne-A.	Evaluation of environmental section of CPER (indicators and stakes) Launch of environmental assessment planned	
Corse		
Franche-Comté	Evaluation of environmental policy	
H ^{te} -Normandie		Evaluation of the contribution of CPER actions as a whole on sustainable development
Île-de-France	Environmental evaluation of greenhouse effect	
Languedoc-R.	Creation of an environmental profile of zones of great ecological importance	
Limousin	Evaluation of policy to support wood-processing firms	<i>Apprenticeship for women The impact of the CPER on equal opportunities</i>
Lorraine	Evaluation of landscape policy Evaluation of PNR planned (shared with Alsace) Water pollution (methodological tools)	Assessment of gender equality (creation of methodological tools)
Midi-Pyrénées	Evaluation of the policy for environmental sensitisation and education	
Nord-Pas-de-Calais	Water and agriculture	Consideration of social equity in the CPER
P.A.C.A.		Sustainable development evaluation
Pays de la Loire	Environmental evaluation prior to CPER Evaluation of policies linked to quantitative and qualitative water management	
Picardie	Evaluation of the network of protected and enhanced natural areas (data base completed end 2002) Alternative plants	Creation of a social monitoring body
Poitou-Charentes	Evaluation of natural areas Evaluation of aid for private forests Long-term evaluation of water resource	
Rhône-Alpes		Analysis of respect for sustainable development (pre-study finished)

Legend :

	<i>Evaluation of environmental measures or policies only</i>
	<i>Broader environmental evaluation or evaluation with regard to SD</i>

Sources : (Commissariat Général du Plan 2002), www.evaluation.gouv.fr, (Lerond 2003) (Duron 2002)

Abbreviations used: PNR: Regional National Park; REP : Regional Environmental Profile

The themes most frequently dealt with in the previous period (1994-1999) included urban policy, aid for businesses, employment and training and agriculture. There was no real evaluation of sustainable development, other than some environmental or agri-environmental assessment. Four

regions planned to set up specific environmental evaluation bodies: Brittany, Ile-de-France, Nord-Pas-de-Calais and Limousin. With the exception of Limousin, they all carried out an environmental impact assessment of all actions in the Planning Contract (Bertrand & Larrue 2000; Duron 2002 : 12).

For the 2000-2006 period, the environment appears frequently as a theme, together with territorialisation, urban policy, business, employment and training aid. Moreover, three Regions (Haute-Normandie, Provence-Alpes-Côte d'Azur and Rhône-Alpes), have undertaken an evaluation on the theme of sustainable development.

Although this table is based only on the headings of the planned actions communicated by the Regions, which must therefore be taken as mere declarations of intent, it is clear that while there are many environmental policy evaluation procedures and some environmental impact assessments of regional policy, attempts to open up evaluations in other areas, particularly in the social domain, are extremely rare.

It is also important to emphasise that the evaluation procedures in the Regions, even the most ambitious, experience difficulty in tackling central but sensitive questions on the issue of regionalised sustainable development, inter-regional solidarity (effects and interactions of the regional territory with other regions) and inter-generation solidarity. The only indicators and criteria covering these areas are those linked to long-term management and to the consequences of regional actions on the greenhouse effect.

The relationship of evaluation systems with the "rest of the world" (neighbouring regions, and gradually the planet) is both a new aspect for consideration in regional policies, arising directly from the spatialisation of the sustainable development issue⁴¹, and one of the main points lacking in the evaluation systems of regional policies.

The interrelationship of evaluation systems at different levels appears essential however, as a regionalised policy of sustainable development must take into consideration the issues and actions of the other levels (below and above). Nevertheless, this interrelationship seems to be vulnerable on account of the scarcity of information about common, relevant measure samples given to the different levels, and also on account of the variable areas of authority held by the different levels of local authorities.

2. How do the three aspects link together?

Just as the extra-territorial and time aspects are difficult to tackle with the traditional tools of public policy management, the links between the economic, social and environmental aspects are weak, because they are difficult and unusual. Integration seems most advanced at the point where the environment and the economy cross, with notable advances in jobs linked to the environment, the use of renewable sources of energy in companies, pollution-control industries, environmental management, etc.

There have therefore been recent advances in how the environment is taken into account in evaluation operations. The objective of transversality between the different aspects of sustainable development seems on the other hand to be more difficult to achieve, while the extraterritorial aspect, which is an important addition to the spatialisation of the sustainable development issue (Zuindeau 2000) is barely included. The situation remains very similar to the concept of endogenous development, and the other extra-territorial actors appear to have been largely forgotten in the evaluation process.

3. What roles do the Structural Funds play in this context?

Among all the issues to be considered when selecting development strategies, Structural Funds allow environmental concerns to be firmly established. To a lesser extent, but maybe more independently, they encourage equal opportunities, although paradoxically they also tend to limit the social aspect of sustainable development to this one more restrictive concern.

However, it should also be noted that the region is only a monitoring and experiment level, and that there are obligations to evaluate many more or less operational practices of sustainable development at infra-regional levels.

⁴¹ Cf. in particular (Zuindeau 2000)

C. Harmonisation

How can the higher levels fulfil their functions of coordination, centralisation of data and dissemination of good practice?

The responsibility for harmonisation lies with the supra-regional levels. They encourage evaluation without truly specifying clear and well-defined areas:

- Europe opens up a vast area for evaluation (cf. articles 40-42 of the community regulations for Structural Funds⁴²) without really defining it: a large number of specific observation points are mentioned in no particular order of importance, while the comprehensive information they provide seems unrealistic. Everything leads to the impression that the European level encourages sustainable development evaluation while leaving great freedom of interpretation and a certain leeway in its implementation, imposing nonetheless certain strict limits which must be complied with. In doing so, European Union does not offer a very strong or fixed vision of sustainable development, but it does associate with it certain issues seeking legitimacy, thereby helping to reinforce their visibility (the environment) or their emergence as new concerns of public action (equal opportunities for men and women).
- The French State, particularly through the Environment Ministry, proposes indicators. However, responsibility for evaluating co-funded regional development policies is split between two authorities⁴³, which does not help harmonise monitoring procedures. To help overcome these points, a public policy evaluation web-site has recently been created on the joint initiative of these two authorities⁴⁴. Neither of these two levels therefore sends strong signals for harmonising efforts for evaluation and therefore for capitalising on Regional activities at the national level. The roles of coordination, centralisation and dissemination of good practice by the higher levels thus appear to be only partly fulfilled.

This situation helps the development of evaluation in the Regions (legal obligations, funding and planned methods), leaving them largely free to choose the methods and procedures to be applied. This encourages widespread experimentation, giving rise to a wealth of different initiatives and raising all sorts of questions. Developing possibilities of comparing the different Regions and the results of their policies at a national or inter-regional level seems to be part of the next phase....

Questions of the comparability of evaluations between Regions and between the different territorial levels

At the moment it seems to be difficult *a priori* to compare Regions, but there have been various initiatives in this direction⁴⁵. This point involves two issues: comparing evaluations between Regions, and comparing evaluations between levels (infra-regional, regional and supra-regional). For some, it is neither desirable nor possible to develop homogeneous and inter-linking indicators. In this case, considerable freedom should therefore be left to the territorial levels to define their own objectives, as it is they who provide the driving force for the project. Moreover, it seems very difficult to develop valid indicators for different geographical levels and for very different situations. On the other hand, there is clearly an essential need for a minimum of readability, and thus compatibility between the many evaluation procedures. *“(...) the practice of evaluation must become widespread in all the communities, the regions of course, but also probably at the infra-regional level, particularly in urban areas and towns. It therefore seems necessary to speak a*

⁴² Council Resolution (EC) n° 1260/1999 of 21 June 1999 giving general provision for Structural Funds. JOCE n° L 161/1 du 26/06/1999 pp.1-42

⁴³ The evaluation of community regional policies is coordinated by the *Délégation à l'Aménagement du Territoire et aux Affaires régionales* (Datar), while evaluation of the CPER is under the responsibility of the *Commissariat Général au Plan* (CGP).

⁴⁴ <http://www.evaluation.gouv.fr> Its aim is to “help give as many people as possible (those involved in evaluation, the media, researchers, the general public) access to all the evaluation data produced by public bodies”. Currently, only the entry concerning the CPER is active.

⁴⁵ Such as the computerized national monitoring programmes PRESAGE (Programme Régional et Européen de Suivi, d'Analyse, de Gestion et d'Evaluation) and OSEE (Outil de Suivi pour l'Evaluation Environnementale), and the installation of a common web-site for public policy evaluation (www.evaluation.gouv.fr).

common language, to compare what is being done and to be able to develop coherent and comparable dashboards which can evolve, not identically, but side by side." (Duron 2002 : 14)

It therefore seems that there is a choice to be made between developing ambitious regional evaluation systems adapted to local conditions, and imposing standardised and uniform matrix which are more rigid but common to all the Regions, thus allowing progress in the different regions to be instantly transposed and compared. To help make this difficult choice, a middle position is often put forward: the imposition of a minimal framework common to all Regions, leaving them the task of filling out this basic provision with additional indicators adapted to the regional situation. This position has been implemented for the national system for collecting data on the environment (EIDER) under the responsibility of the French State⁴⁶.

With regard to managing and monitoring co-funded regional development programmes, the solution chosen in France for the period 2000-2006 seems to have allowed evaluation practices in the Regions to develop without imposing the structures or common elements which would help "build a bridge" between the different regional advances. This option favours primarily regional development and evaluation, to the detriment of comparing progress between Regions, and appears to be a pragmatic position which can be explained by the embryonic state of the evaluation systems in the many French Regions.

Links between the procedures of the Strategic Environmental Assessment and those for evaluating regional sustainable development

It seems important to differentiate between the procedures of the Strategic Environmental Assessment (SEA) and those concerning sustainable development. There is a certain amount of confusion between the two, and opinions appear to be divided over the limits and what is covered by these two ideas. While it is clear that both practices are closely linked and that they are applied almost simultaneously (SEA followed by Sustainable Development evaluation), the SEA should be seen as one of the basic components of an evaluation exercise for Sustainable Development, but it should not be a substitute for it. The issues are therefore on the one hand to reinforce the establishment of the SEA, and on the other hand to connect it effectively to a broader evaluation of sustainable development which is still in its early stages.

In conclusion, it should be remembered that the different matters dealt with in this text are highly topical in France, where the issue of sustainable development has been a relative late-comer compared to some other European countries. This current interest can be seen in the recent call for research proposals made jointly by the Ministry for Sustainable Development and Ecology (ex-Ministry for the Environment) and the Ministry for Development, Transport, Tourism and the Sea, entitled "*Regional policies and sustainable development*". Among the four topics of research proposed, the first concerns "the evaluation of local and regional public policies"⁴⁷.

⁴⁶ The programme called EIDER (*Ensemble Intégré des Descripteurs de l'Environnement Régional*) is a data bank created in 1994 whose mission is to define relevant descriptors for the environment in the regions, to structure the collection network and to produce data. 330,000 comparable data on the environment in France are now available thanks to the considerable collection work already completed, at the national and local level, by the *Institut Français de l'Environnement* (IFEN) and through the *Directions Régionales de l'Environnement* (DIREN). The data bank can be questioned according to year, region or topic (air; noise; waste; water; jobs for the environment; urban environment; fauna, flora and ecosystems; forest; urban and rural planning; soil; sub-soil; radioactivity; natural and technological risks + agriculture; economy and society; energy; housing; regions and population; tourism; transport) (IFEN 2001)

⁴⁷ The other three are "*Linkage between spatial, thematic and temporal aspects in regional public policies*", "*Regions and modes of governance*" and "*Environmental inequalities*"

CHAP 5. Analysis of Regional Sustainable Development in France

This chapter provides a summary of the report on the French situation with regard to RSD. It highlights the central ideas developed in the previous chapters.

A. Experience with regional sustainable development in France

As we saw earlier (chapter 2), SF support more than initiate RSD, albeit with a significant statutory and financial capacity for boosting, guiding and focusing on certain points. How long such a vertically-imposed approach can last is however open to question. Its only chance of surviving is to be assimilated into regional institutions, because SF have only temporary influence during programme preparation. Once the programmes have been accepted, the power of the European level to influence RSD through SF decreases drastically, in spite of the provisions for mid-term assessment and allocation of "performance reserves".

Sustainable development is indisputably a factor in reinforcing intra- and inter-institutional relations at the regional level (horizontal cooperation). However, as shown in chapter 3, vertical relationships between different power levels are less affected by the introduction of SD. State policies remain very sectorial both in the way they are drawn up and also in their implementation, which can be seen in the way State-Region relations are organized. On the other hand, relations between regions and infra-regional authorities are easier, but the division of powers, and the existence of certain rivalries between institutional levels, hampers the cooperation required.

Carrying out and developing evaluation of regional policies with regard to sustainable development constitutes a particularly valuable way of informing all the regional, technical and political staff about the main ideas related to this issue. In time, it can bring about an understanding and regional acceptance of SD, notably through the sharing of a common language, concepts and tools. The immediate consequences on the way programmes are carried out and actions managed, however, seem less obvious.

Finally, while experiments in RSD in France seem promising, they are still governed by the actual commitment of political actors at both national and regional level. This commitment can alter when the political scene changes, as happened at a national level following the legislative elections of 2002, when the State's budgetary commitments to sustainable development were reviewed. The next regional elections, due in March 2004, will no doubt provide an opportunity for some regions to redefine the policies implemented by the Regional Councils.

B. Practical implications of regional sustainable development in France

At the regional administration level, SD raises the technical staff awareness of transversality (see chapter 3). However, as shown in the examples studied, public participation is still almost non-existent (at best it is limited to information). There is no real translation of discussion about citizenship and governance into concrete actions.

In the case of contract-based regional planning, the main effects linked to the introduction of SD are the following:

- strengthening the environment (legitimacy and means), the emergence of new SD-related standards such as the HQE (High Environmental Quality Standard) and informing other sectors about environmental concerns.
- the emergence of new criteria for public action, such as respecting equal opportunities for men and women.
- some peripheral influence on the major sectors of traditional intervention (transport, agriculture, etc.) which are highly structured and take advantage of a heavy inertia. For example, while the agricultural sector maintains an approach generally aimed at productivity, a qualitative policy change in fringe areas has been introduced, particularly in those regions which promote SD. Similarly, in the transport sector, while measures have been introduced to encourage intermodality and a rebalancing of means of transport, the development of road transport continues almost

unchanged (particularly in the two regions under study: Midi-Pyrénées and Nord-Pas-de-Calais). However, some major sectors, such as State Education (the largest state department in terms of work-force) do not seem to be influenced at all, even marginally.

- Finally, less institutionally structured concerns, such as social economy, decentralized cooperation or fair trade, manage to exist very marginally without any significant direct assistance from adopting the leitmotiv of sustainable development. At a national level, cutting the post of Secretary of State for Social Economy in the new government illustrates the institutional precariousness of these issues. However, such opportunities for action can be taken at regional level.

C. General trade-offs

Based on the examples of contract-based planning described in the previous chapters, the introduction of SD leads mainly to strengthening environmental policies, without significantly changing the approach of other sectional policies. As a result, regional environmental issues have to be shared out between all the actors, and concerns about the environment introduced to other action areas in social affairs (e.g. education about the environment) or the economy ("green" jobs, development of environmentally-friendly industries and technologies and pollution treatment, increase of eco-management, use of renewable sources of energy in firms, etc.).

On the other hand, actions which cross social affairs and the economy (such as integrated economy or decentralised cooperation) are few in number and only receive marginal support. Moreover, the large number of social actions for reducing unemployment, poverty, exclusion etc. carried out at national, regional and département levels are not as explicitly linked to the environment as is the SD issue.

Finally, RSD in France continues to be strongly influenced by its relationship with the environment.

D. Top-down and bottom-up relations

It is difficult to assess precisely the respective weight of national and regional influence in setting up RSD, as the over-lapping of different government levels prevents a clear view of what each actor contributes. On the other hand, the success of the dynamics of RSD in the cases studied arises purely from the combined will of the various actors to intervene.

Among the institutional barriers to setting up RSD which have been identified, the move towards decentralisation in France, half-way between a simple regionalisation and true decentralisation, leaves many uncertainties in the air, and for the time being restricts the various experiments which have been undertaken. Furthermore, the division and limitation of powers between decentralised authorities (Region, Département, Commune) prevent the Region from imposing its public policy line on the other authorities and thus constitute a constraint in the regions which have particularly developed RSD.

E. Post 2006

Withdrawing aid to European regional development should not significantly change the dynamics of SD which have been, or are being, formed. On the other hand, European support for pilot and experimental initiatives should be maintained, because in some cases it seems to act as an effective trigger in initiating the dynamics of RSD.

At the national level on the other hand, the future of contract-based planning is not clear. If it was purely and simply withdrawn at the same time as SF in favour of increased decentralisation, a marked increase in the heterogeneity of regional situations working towards SD could occur. In this case, it would be worthwhile setting up inter-regional control mechanisms.

In any event, the respective weight of European and national funds given to regions for planning (SF represent two thirds of the State grants to the CPERs) suggests that the level of regional investment will be reduced in the future, which could lead the government to concentrate aid on the

most disadvantaged regions, i.e. return to a policy focused more on rebalancing the national territory.

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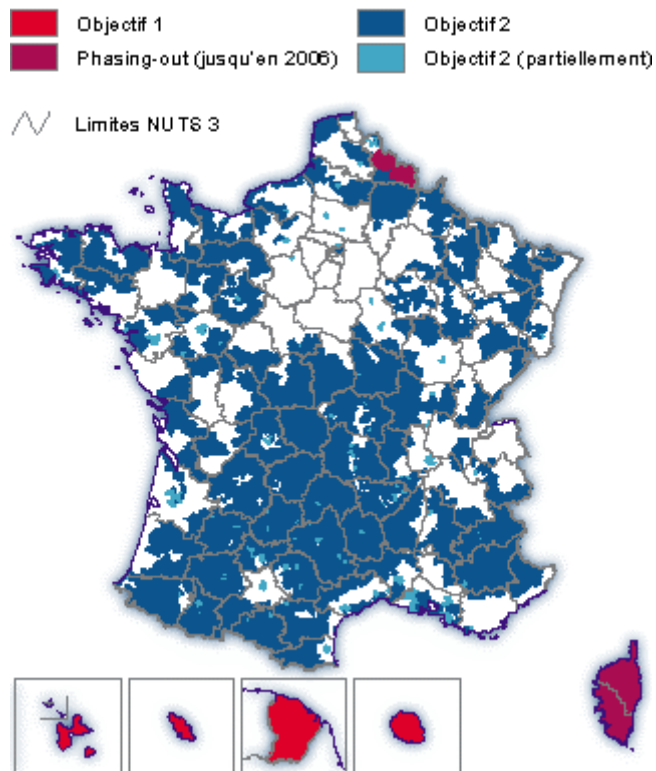
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Table of acronyms and abbreviations used

ADEME	Agence de l'Environnement et de la Maîtrise de l'Energie <i>Agency for Environmental and Energy Control</i>
ARPE	Agence Régionale pour l'Environnement (Midi-Pyrénées region) <i>Regional Environment Agency (attached to the Regional Council)</i>
BE	Bureau d'Etudes / <i>Consultancies</i>
CERDD	Centre Ressource du Développement Durable (Nord-Pas-de-Calais region) <i>Sustainable Development Resource Centre</i>
CFDD	Commission Française du Développement Durable <i>French commission for sustainable development</i>
CGP	Commissariat Général au Plan
CIP	Community Initiative Programmes
CPER	Contrat de Plan Etat-Régions <i>State-Region planning contract</i>
D2MIP	Développement Durable en Midi-Pyrénées <i>research programme on the implementation of SD in the region Midi-Pyrénées</i>
DATAR	Délégation à l'Aménagement du Territoire et aux Affaires Régionales <i>Delegation for Regional Development and Regional Action</i>
DEED	Direction de l'Energie, de l'Environnement et des Déchets (CR NPdC) <i>Management of Energy, Environment, Waste (Regional Council NPdC)</i>
DG	Direction Générale de la Commission Européenne
DIREN	Direction Régionale de l'Environnement (Etat en région) <i>Regional Environment Division (Ministry of the Environment at regional level)</i>
DPE	Direction du Plan et de l'Evaluation (Conseil régional Nord-Pas-de-Calais) <i>Plan and Evaluation Management (Regional Council Nord-Pas-de-Calais)</i>
EIA	Environmental Impact Assessment
HQE	Haute Qualité Environnementale <i>High Environmentally Quality Standard</i>
LOADDT	Loi d'Orientation pour l'Aménagement et le Développement Durable du Territoire <i>directive law for Regional and Sustainable Development</i>
MATE	Ministère de l'Aménagement du Territoire et de l'Environnement <i>Ministry for Regional Development and the Environment</i>
MIES	Mission Interministérielle sur l'Effet de Serre <i>inter-ministerial mission on the greenhouse effect</i>
NUTS	Nomenclature des Unités Territoriales Statistiques <i>National Units for Territorial Statistics</i>
NGO	Non Governmental Organisation
PLU	Plan Local d'Urbanisme <i>Local Urbanism Plan</i>
PNR	Parc Naturel Régional Natural Regional Park
POS	Plan d'Occupation des Sols <i>land occupation plan</i>
REP	Regional Environmental Profile Profil Environnemental Régional
SEA	<i>Strategic Environmental Assessment</i>
SGAR	Secrétariat Général aux Affaires Régionales (Etat en région) <i>General Secretariat for regional action (State administration representative)</i>
SPD	<i>Single Programming Document</i> (in french, called DOCUP : Document Unique de Programmation)
TICS	<u><i>Technologies of Information and Communication Systems</i></u>

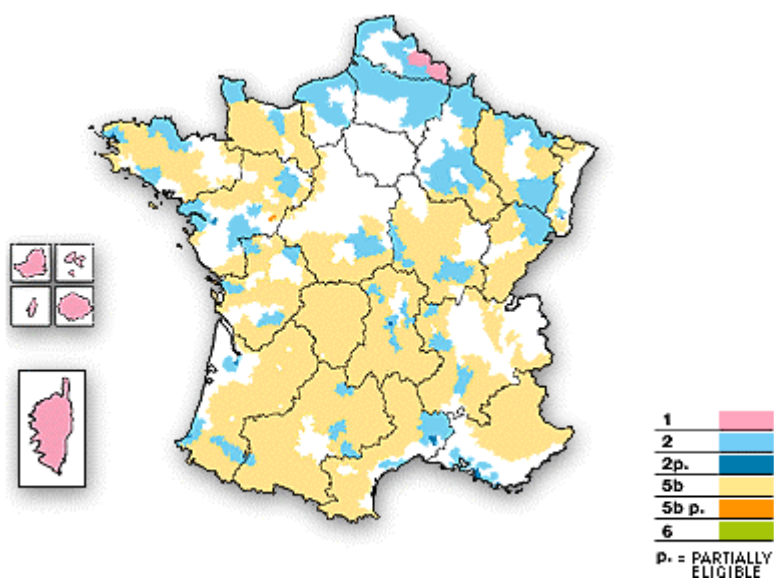
APPENDIX

Map of eligible areas for European structural funds 2000-2006



Regions with areas eligible for Objective 1 : Corsica (phasing out), Guadeloupe, Guyane, Martinique, Réunion, Nord-Pas-de-Calais (partial phasing out).
 For Objective 2, all metropolitan regions have eligible zones.

Map of eligible areas for European structural funds 1994-1999



Map of towns selected for the Durban II programme

(prix 2001, en millions d'euros)

Belgique

1 Bruxelles-Capitale	6,9
2 Antwerpen	6,9
3 Sambreville	6,9

Danemark

4 Århus Gellerup	5,2
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Allemagne

5 Berlin	14,6
6 Bremerhaven	9,7
7 Dessau	14,6
8 Dortmund	9,7
9 Gera	14,6
10 Kassel	9,7
11 Kiel	9,7
12 Leipzig	14,6
13 Luckenwalde	14,6
14 Mannheim	9,7
15 Neubrandenburg	14,6
16 Saarbrücken	9,7

Grèce

17 Perama	9,8
18 Komotini	7,8
19 Iraklio	7,3

Espagne

20 S.Cristóbal de la Laguna	11,2
21 Pamplona	11,2
22 Orense	9,6
23 Gijón	10,3
24 Teruel	10,3
25 S. Adriá de Besòs	12,1
26 Jaén	12,1
27 S. Sebastián-Pasaies	10,3
28 Cáceres	11,2
29 Granada	12,1

France

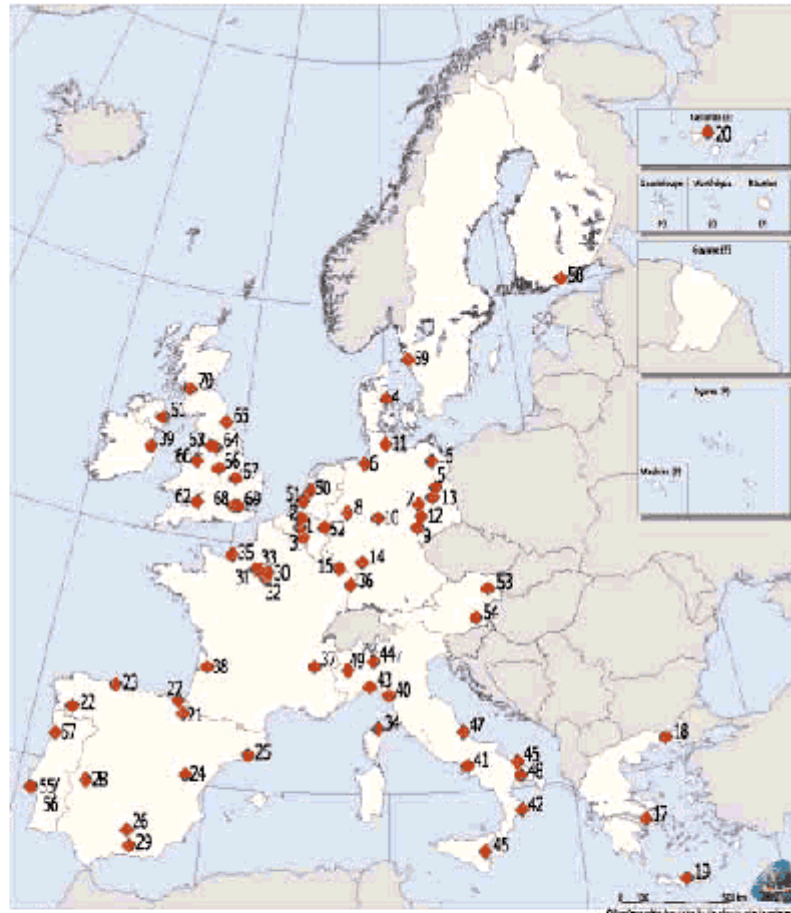
30 Clichy-Montfermeil	12,6
31 Le Mantois	12,6
32 Gigny/Viry	12,6
33 Val-de-Seine	11,6
34 Bastia	11,6
35 Le Havre	10,5
36 Strasbourg	9,5
37 Grenoble	9,5
38 Bordeaux	9,5

Irlande

39 Ballyfermot	5,2
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Italie

40 Carrara	8,7
41 Caserta	14,7
42 Crotone	14,7



43 Genova	10,5
44 Milano	10,5
45 Misterbianco	14,7
46 Mola di Bari	8,4
47 Pescara	4,8
48 Taranto	14,8
49 Torino	10,5
Pays-Bas	
50 Amsterdam	8,7
51 Rotterdam	8,7
52 Heerlen	11,7

Autriche

53 Wien	4,2
54 Graz	4,2

Portugal

55 Amadora	3,5
56 Lisboa	5,6
57 Porto	9,7

Finlande

58 Helsinki/Vantaa	5,2
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Suède

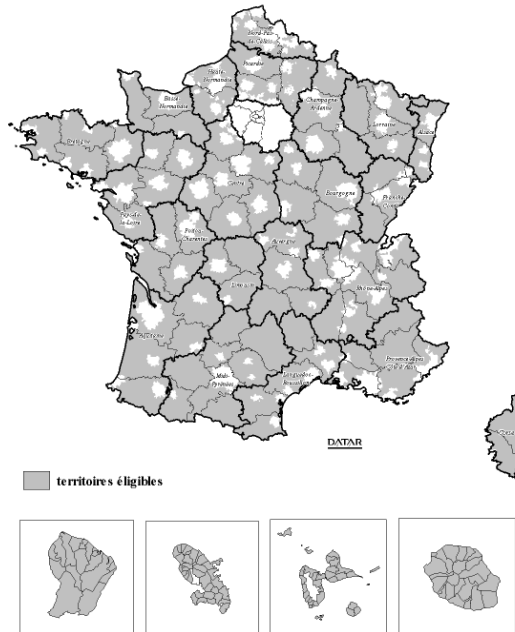
59 Göteborg	5,2
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Royaume-Uni

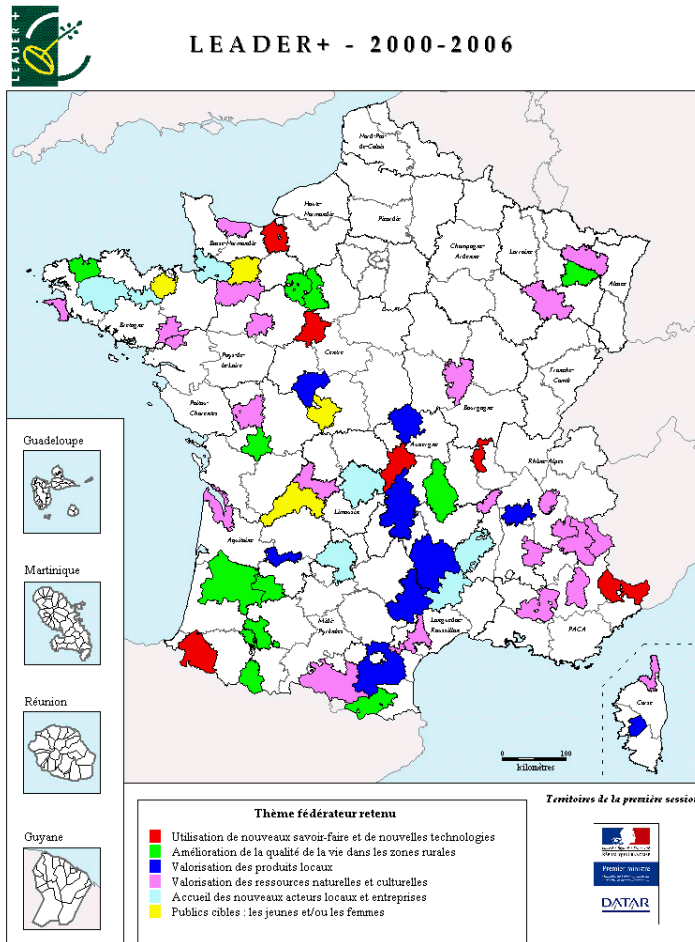
60 West Wrexham	10,4
61 Belfast	10,4
62 Bristol	10,4
63 Burnley	11,2
64 Halifax	12,4
65 Hetton & Murton	11,2
66 Normanton in Derby	10,9
67 Peterborough	10,9
68 Stockwell	9,8
69 Thames Gateway	11,6
70 Clyde Waterfront	12,6

Eligible areas and regions selected for the Leader + programme

LEADER+ - 2000-2006
Territoires ruraux éligibles



Map of areas chosen during the 1st selection (2001)



Régions	Territoires
Thème fédérateur (1) : utilisation de nouveaux savoir-faire et de nouvelles technologies pour rendre plus compétitifs des produits et services du territoire	
Aquitaine	Pays Basque
Auvergne	Combrailles
Basse-Normandie	Pays d'Auge
Bretagne	Pays de Morlaix
Centre	Collines et Vallées du Vendômois
PACA	Vallées du Mercantour
PACA	Queyras-Briançonnais
Rhône-Alpes	Beaujolais Vert
Thème fédérateur (2) : amélioration de la qualité de la vie dans les zones rurales	
Aquitaine	Haute-Lande
Aquitaine	Pays d'Albret
Auvergne	PNR Livradois-Forez
Centre	Pays du Perche
Languedoc-Roussillon	Terres Romanes
Lorraine	Lunévillois
Midi-Pyrénées	Euradour
Midi-Pyrénées	Vallées des Gaves
Poitou-Charentes	Pays Mellois
Thème fédérateur (3) : valorisation des produits locaux	
Aquitaine	Pays du Dropt
Auvergne	Bocage Bourbonnais
Auvergne	PNR Volcans d'Auvergne
Centre	Pays de Loches et Touraine du Sud
Corse	Les trois Vallées
Languedoc-Roussillon	Pays Cathare
Midi-Pyrénées	Association pour la modernisation et l'innovation économique (AMIE)
Rhône-Alpes	Les Chambarans
Thème fédérateur (4) : valorisation des ressources naturelles et culturelles	
Basse-Normandie	Pays du Bessin
Bourgogne	Parc du Morvan
Bretagne	Ouest Cornouaille Promotion
Bretagne	Pays de Redon et Vilaine
Corse	Cap Corse - Nebiu et Castera
Languedoc-Roussillon	Couleurs Orb en Languedoc
Limousin	Châtaigneraie Limousine
Lorraine	Moselle Sud
Lorraine	Ouest des Vosges
PACA	Parc des Ecrins
PACA	PNR du Lubéron et Pays de Haute-Provence
Pays-de-la-Loire	Haute-Mayenne
Pays-de-la-Loire	Vallée de la Sarthe
Poitou-Charentes	Pays de Gâtine
Rhône-Alpes	Avant Pays Savoyard et PNR de la Chartreuse
Rhône-Alpes	Pays du Diois
Rhône-Alpes	PNR du Pilat

janvier 2002

**Distribution of European funds for France for the period 2000-2006
per objective and per Community Interest Programme**

Budget of Structural funds for the programming period 2000-2006 (in M € at 1999 prices)							
Member state	Obj. 1	Transitional support ex-obj. 1	Obj. 2	Transitional support ex-obj. 2 and 5b	Obj. 3	Fishing Instrument (except obj.1)	Total
FRANCE	3,254	551	5,437	613	4,540	225	14,620
EUROPE 15	127,543	8,411	19,733	2,721	24,050	1,106	183,564
Indicative distribution of available guarantee credit For the 4 Community Initiative Programmes (in M €, 1999 prices)							
	INTERREG III	EQUAL	LEADER +	URBAN	TOTAL		
FRANCE	397	301	252	96	1,046		
EUROPE 15	4,875	2,847	2,020	700	10,422		

*To find out the total allocation of a country, add the Structural Funds budget and Community Initiative budget.
As regards the budget for innovative actions, these are not distributed ex-ante.*

List of all Interreg III programmes planned or adopted for the period 2000-2006

Cross-border programmes	
I / FR Alps	61
I / FR – Sardinia-Corsica-Tuscany	50
FR / D – Alsace-Badm-Wurttemberg	13
FR / D / CH – Oberrhein-Mitte-Süd	28
D / FR – Saarland-Moselle-Westpfalz	28
FR / CH – Franche-Comté-Rhône-Alpes / Switzerland	21
E / FR – Spain / France	82
B / FR / Lux – Wallonia-Lorraine-Luxembourg	25
UK / FR – Kent/Sussex - Nord-Pas-de-Calais/Picardie	108
FR / B – France / Belgique	86
Transnational Programmes	
South West Europe (E, P, FR, UK)	66
Western Mediterranean (E, FR, I, P, UK)	97
Alpine Space (FR, D, I, AUT)	59
Espace Atlantique (UK, FR, IRL, E, P)	122
North West Europe (UK, IRL, FR, B, NL, LUX, D)	330
Caribbean (FR)	16
Reunion (FR)	0,5
Interregional Programmes	
North-Wets Europe	90
North-East Europe	27
East Europe	51
South Europe	122

Amounts in M €