



THE ROLE OF PUBLIC CONSULTATION AS A MECANISM OF EX-ANTE EVALUATION OF TRANSPORT PROJECTS

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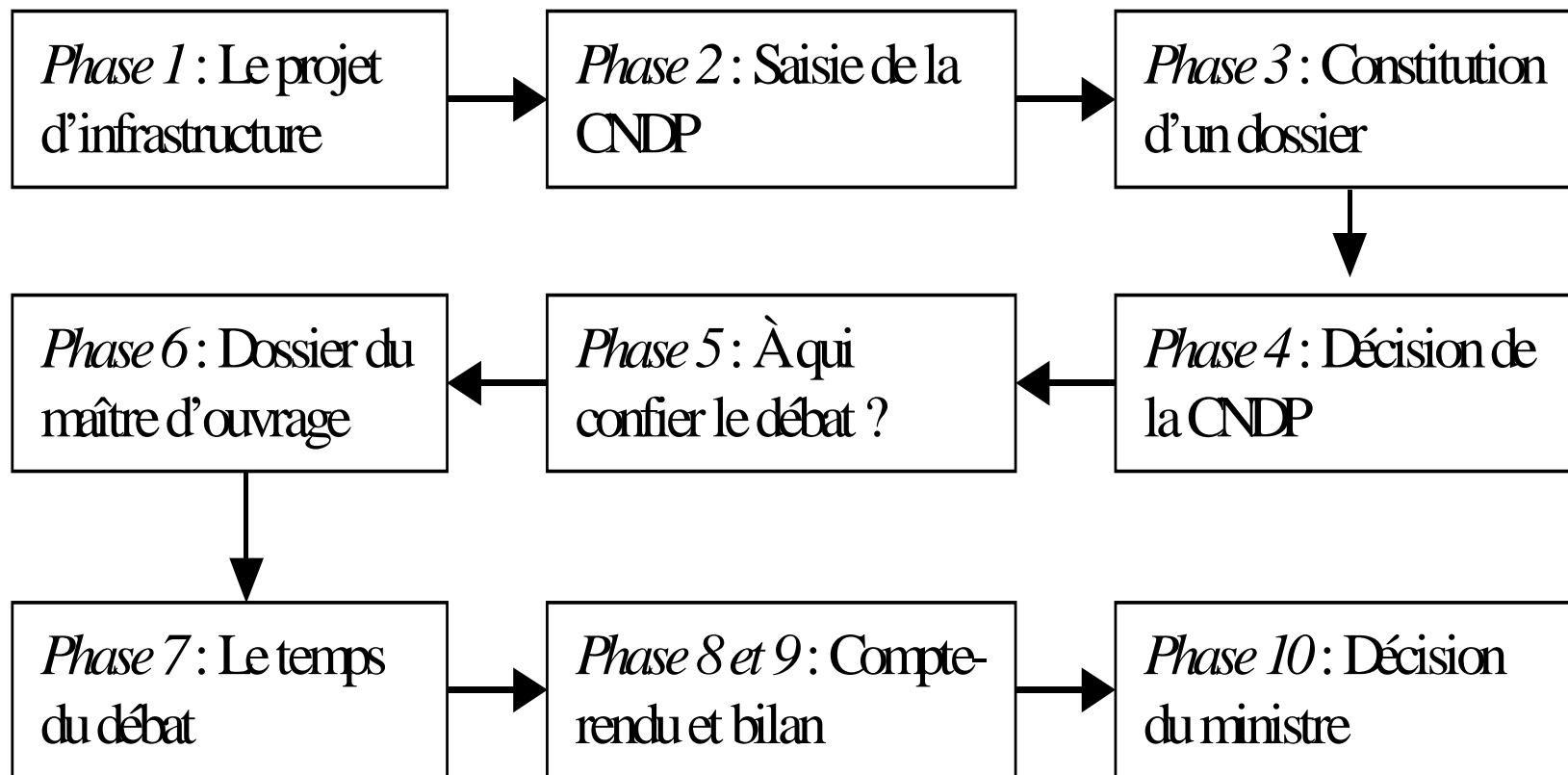
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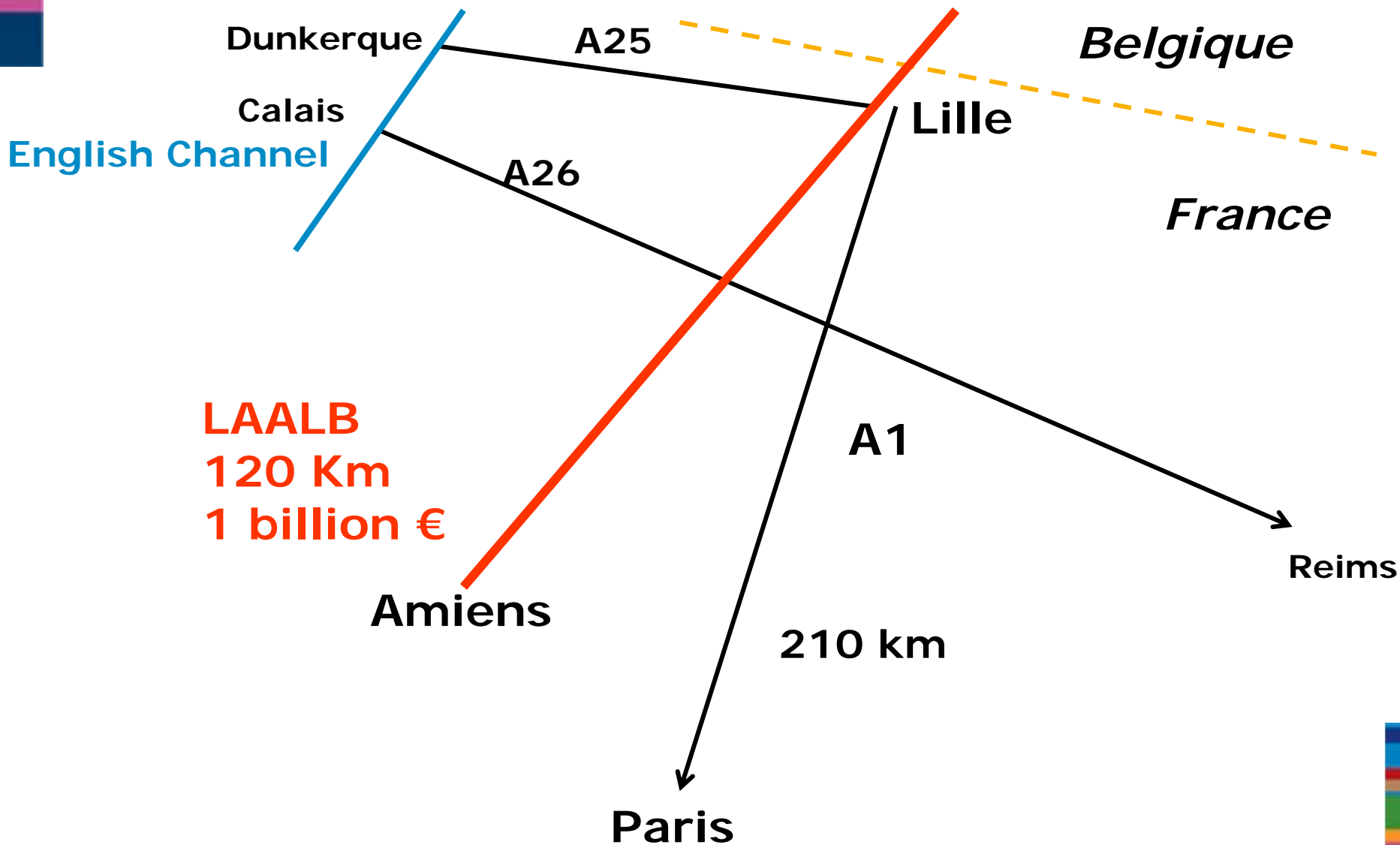
The legal context evolution

- 1992 Bianco circulaire : Association of the public before the decision to be taken and before the project description
- 1995 Barnier Law : Creation of the National Commission of Public Debate (CNDP), public participation and consultation within the decision process for large scale public operations of territorial planning
- 1998 Århus Convention on the access to the information for everyone and public participation to decision process
- 2002 local democracy law : The CNDP becomes an independent administrative Authority. Participation of the citizens to the project elaboration process for planning projects or equipments of a national interest (Motorways, High speed rail lines, electric lines, ...). Creation of special commissions (CPDP) guaranties the transparency of the debates

public debate implementation process



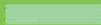

The case of the Amiens - Lille – Belgium Motorway

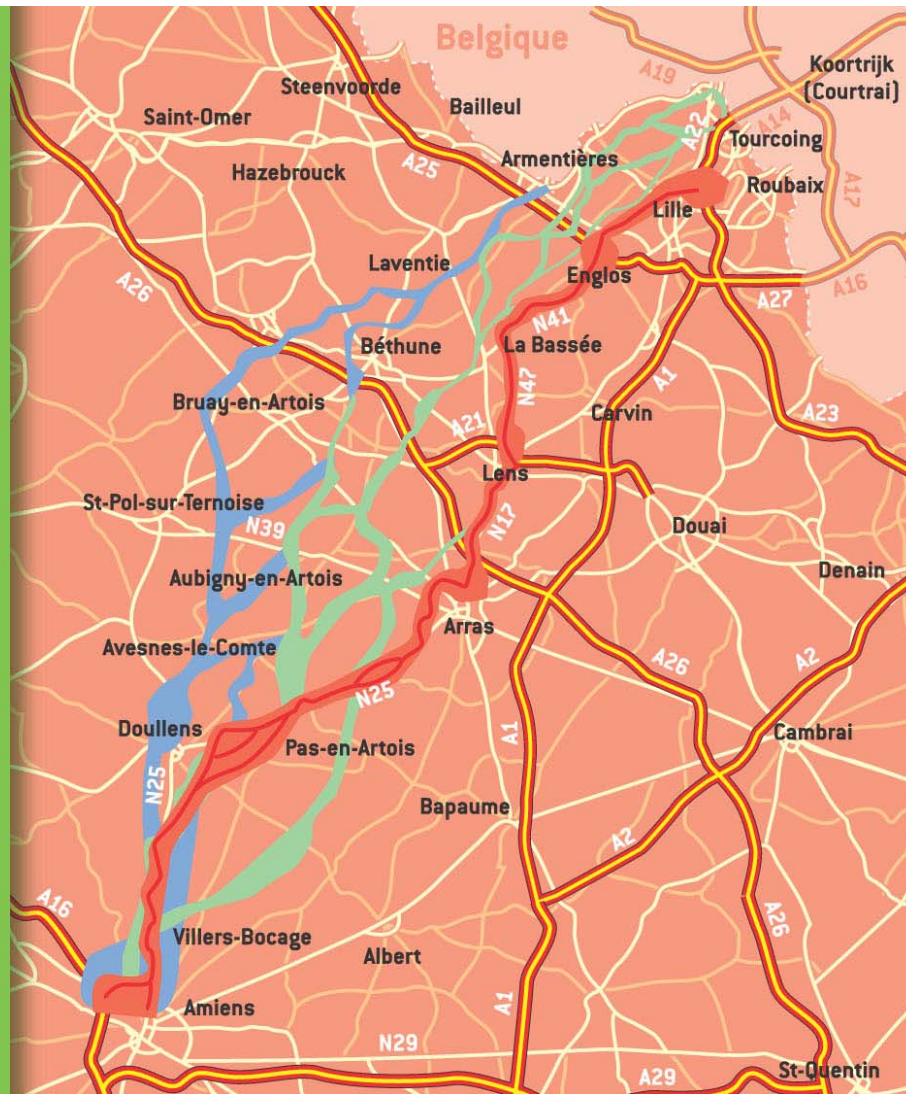


It exists numerous historical layouts

Les différents fuseaux étudiés en 1992-1997

Lors des premières études sur le projet alors nommé "A 24", trois grandes options avaient été étudiées : un tracé neuf à l'ouest, un tracé neuf à l'est et une utilisation du réseau des RN existant.

-  Autoroute en tracé neuf, fuseaux de l'ouest
-  Autoroute en tracé neuf, fuseaux de l'est
-  Autoroute utilisant au maximum le réseau des RN existant



A project which already has a long history

- **The A1 bis Motorway:** CUDL 1969 Building a metropolis, « historical layout » : To organise and hierarchy the road network functions between Paris and Lille.
- **The A24 Motorway:** CETE 1997 within the consultation dossier.
- **The LAALB Motorway** September 2003 a new name to “open the debate”. Public debate
 1. To achieve the motorway grid network and give an alternative to the A1 motorway.
 2. To Place Amiens and the Picardie and Lille on a new exchange axis: Atlantic façade ← → Northern Europe. To give a second access to Paris.
 3. Improve the road safety, towards a new layout.

What kind of public has participated to the public debate?

- 2530 persons attended the 18 public debate meetings
- The public was mainly males (70%)
- Informed 28% by press, 22% by mail

- 70% of the persons who participate to the meetings are between 35 et 64 years old
- 83% are interested by policy are active and committed citizens, convinced by democracy benefits
- 70% of the persons have a high level degree education or a high level job, 25% have intellectual jobs and 15% are civil servants
- « Super citizens » are involved into public debates face to ordinary citizen

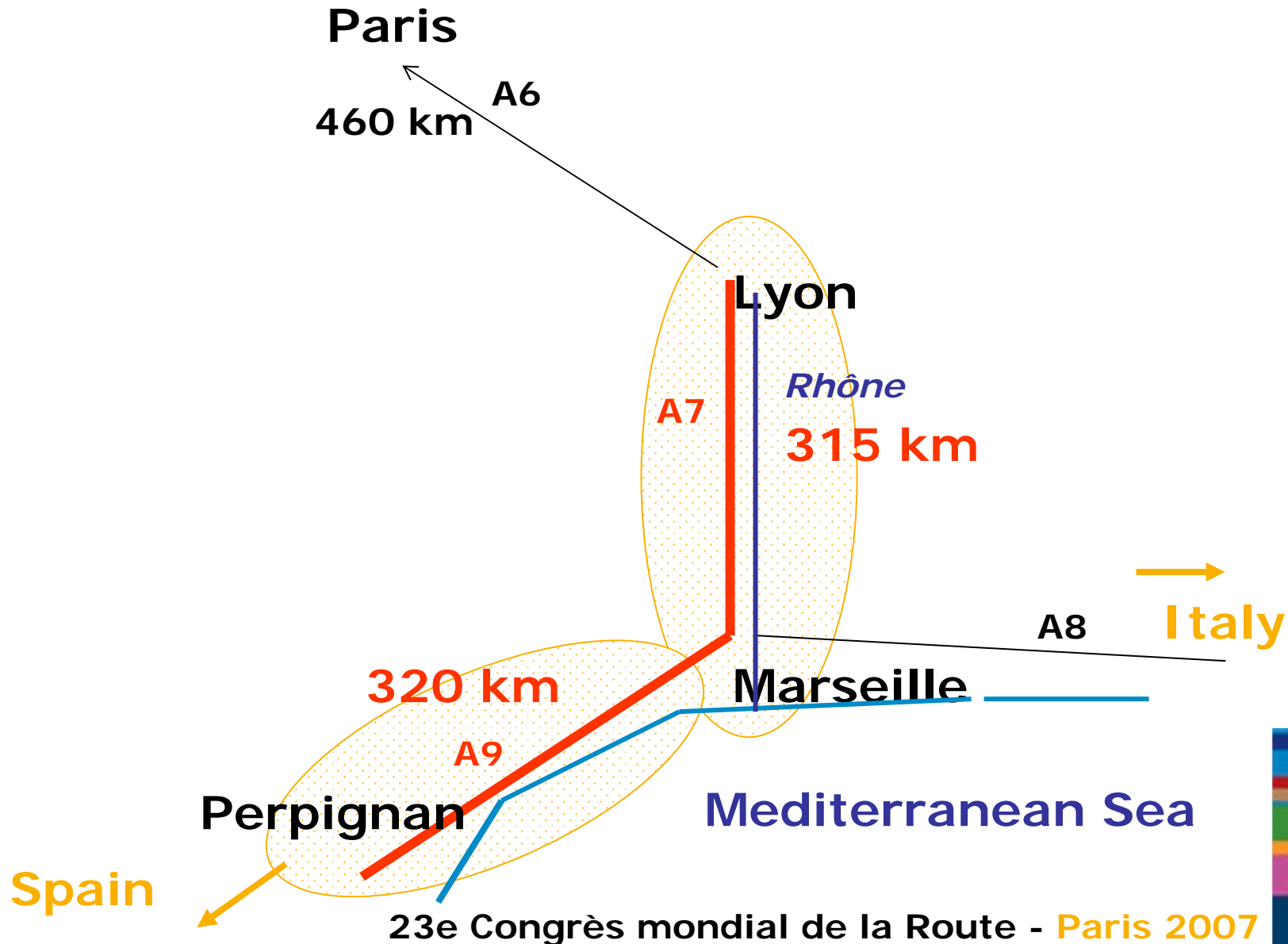
Questions asked during the LAALB public debate

- On the layouts 25,6%
- LAALB and inter-modality 14,1%
- LAALB and environment 14,1%
- The Northern corridor 10,9%
- traffic flow data 7,1%
- The motorway costs 8,3%
- Road techniques 6,5%
- LAALB and the public debate 5,0%
- LAALB and economic development 4,5%
- LAALB and its impacts on metropolis 3,8%

Influence of the LAALB public debate in the decision

- Decision of the transport Minister to realize the motorway with recommendations revealed by the public debate:
 - To ease the traffic flow on the western part of the axis and take into account territorial problems and opening up of smaller cities
 - To fulfil the objective of inter-modal coherence (with the canal Seine Nord)
 - To study the connection with the Belgian road network
- The public debate has complemented the former ex-ante evaluation of the LAALB infrastructure project

The case of the Transport Policy on the Rhône Valley and the Languedoc Arc (VRAL)



The case of the Transport Policy on the Rhone Valley and the Languedoc Arc (VRAL)

- Public debate initiated by the Ministry of transport and the Ministry of Environment from March to July 2006
- It is not a debate on a particular project
- Public debate on the transport policy that concerns road, rail, canals transports for passengers and freight
- 3200 persons attended the 34 meetings organised in 3 regions: Rhone-Alps; Provence-Alps-Côte d'Azur, Languedoc-Roussillon
- Antinomic positions: socio-economic actors want to ease traffic flows and to develop transport means to open up territories; whereas local elected members and environmental actors want to reduce greenhouse gas emission
- Need of coherence and cooperation and dialogue between all the institutional actors and between the policies
- Organisation of a "Citizens' Workshop" within the debate for the first time

The role of the "Citizens' workshop"

- **Deliberative process such as citizens' conferences**
- **16 persons representative of the 3 regions, 3 week-ends of information, a public audition**
- **To produce a citizens' opinion on a very vast set of problems:**
 - Perception of the current and future transport situation within VRAL
 - Finding solutions and giving orientations to be implemented to achieve these solutions
- **Sustaining the public debate**
 - A citizens' Workshop Journal given as any other 'actor journal'
 - Presentation in public auditions organized by the CPDP
- **Improving the public debate**
 - Difficult to mobilize the ordinary citizens on general matters

"Citizens' Workshop" findings

- Need to make research on new energy
- Better use of existing infrastructures and modal shift
- To define a new model of society preserving the quality of life
- Do not accept the classical gap between urban and interurban transports (need to solve the travel problems in agglomeration)
- Need to link transport policy with city planning and regional planning
- To take into account environmental and health problems within transport policy
- The necessity to initiate mentalities changes (by education, incentives, dialogue)
- Better articulation of the public authorities on various territorial scales to achieve the goals
- They believe on the possibility to change behaviours all together

Influence of the VRAL public debate in the decision

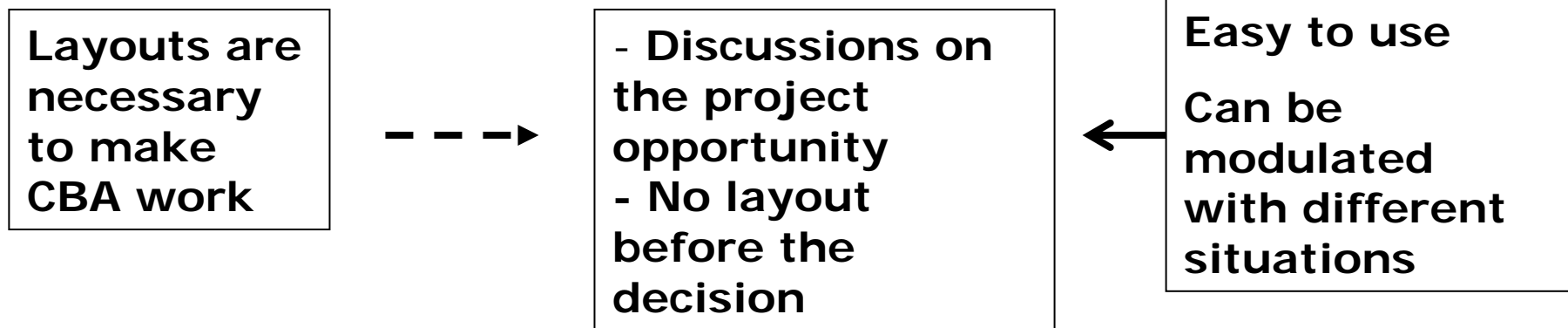
- The decision of the two Ministers is influenced by the public debate and explicitly refers to it:
- Do not enlarge the A7 and A9 motorways
- Have a better utilization of the existing infrastructures (roads)
- To develop rail (more attractive and efficient), canals and sea infrastructures (freight)
- To improve regional and local transports (urban and interurban)
- Better coordination of the different institutional authorities and actors
- Creation of an interregional observatory for the mobility
- Linkage between different policies (transport, urbanism, environment, planning)
- A lots of findings from the Citizens' Workshop

The role of public debate in transport infrastructure evaluation or transport policy

Links between economic calculation and public debate

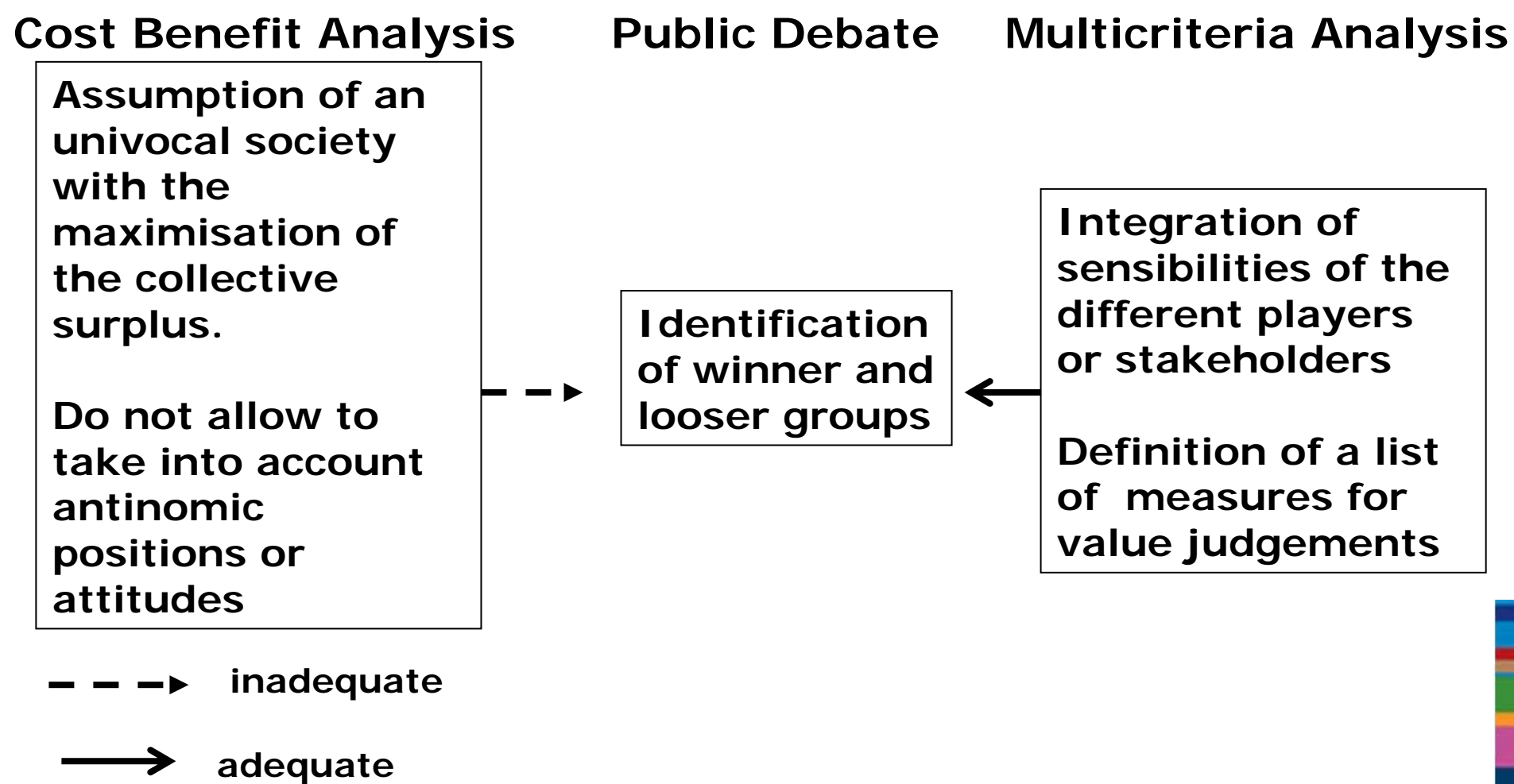
Step 1 : project definition

Cost Benefit Analysis Public Debate Multicriteria Analysis



- - - -> inadequate
————> adequate

Links between economic calculation and public debate
Step 2 : Identification of advantages and inconvenience



Links between economic calculation and public debate
Step 3 : Monetary valorisation of advantages and inconveniences

Cost Benefit Analysis

Determination of national's tutelary values
Territorial effects not taken into account
A-spatiality of economic calculation

Controversy
adequate

Débat public

Debate between the different players and stakeholders
Apparition of territorial and local particularities

Multicriteria Analysis

++ or -- allocation
Judgement of the effects and impacts
Great part of subjectivity

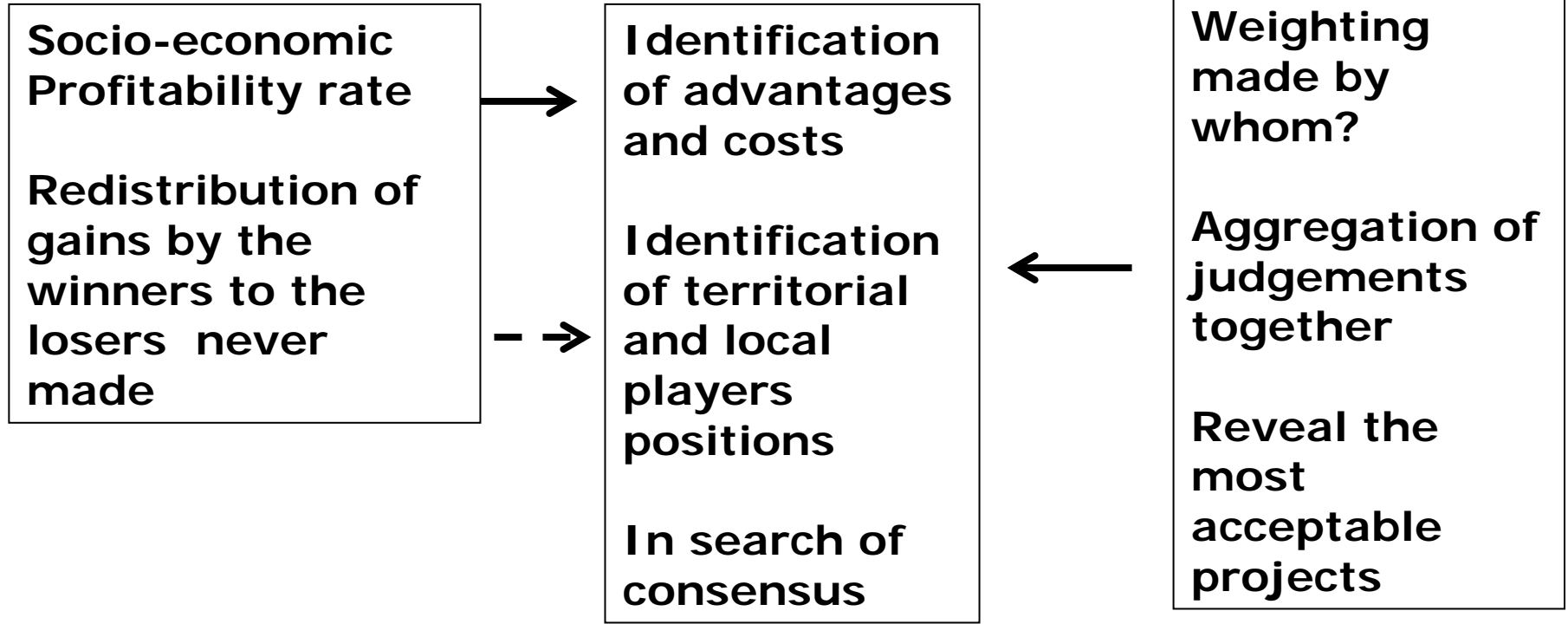
Links between economic calculation and public debate

Step 4 : Socio-economic evaluation of the project

Cost Benefit Analysis

Public debate

Multicriteria Analysis



→ adequate
- -> inadequate

Conclusion

- These public debates LAALB and VRAL show the effective articulation between public consultation and socio-economic evaluation of the project or policy:
 - Traffic forecasts often lead to counter expertise
 - Criticism towards time (norm) value within socio-economic assessment of infrastructure projects
 - Criticism towards the variable environment which is not taken sufficiently into account (notion of irreversibility)
 - Questions about freight transport organisation (production system)
 - Questions about the territorial and local project
- Give to the economic calculation a new role as a help to initiate the public debate as well as a help to the decision
- Public debate can transform, improve a project
- Public debate play its role within transport policy decision and can influence it