

XXVth European Days of State Territorial Representatives

Lyon, France
31 May – 1st-2nd June 2018

**« STR's role on public involvement of the infrastructures
or sensitive event's projects. »**



European Association of State Territorial Representatives
Association Européenne des Représentants Territoriaux de l'Etat

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Working session programme

THURSDAY, MAY 31ST 2018

14.30 – 18.00 Session I (Auditorium - Groupama Stadium)

-14:30-15:00 Opening session

- **M. Stéphane BOUILLON**, Regional Prefect of Auvergne-Rhône-Alpes, Prefect of Rhône
- **M. Pierre-Etienne BISCH**, Honorary Regional Prefect, EASTR's General Secretary
- **M. Michel CADOT**, Regional Prefect of Ile-de-France, EASTR's President

15.10 – 18.00 Round Table I : moderator: M. Wim Van de DONK, King's commissioner, Province of Noord Brabant (The Netherlands) 10'

15.10-16.00 Presentation by **M. Christian LEYRIT**, President of the French national public debate commission (France)

16.00-16.40 Presentation by **M. Alexandre D'HOOGHE** professor, partner at design firm (Belgium)

16.40-17.10 Coffee break

17.10-17.55 Presentation by prof. **Guido CORSO** (Italy)

FRIDAY, JUNE 1ST 2018

09.30 Arrival at the Auvergne-Rhône-Alpes's Regional Prefecture-Deliberation room of the Rhone's departmental board- Welcome speech by **M. Christophe GUILLOTEAU**, President of Rhone's departmental Board

09.35-11.45 SESSION II (same place) Moderator: M. Ignazio PORTELLI, Prefect, ANFACI's Vice-President (Italy) 10'

09.45-10.25 **M. VERBEEK** (King's commissioner in the Province of Flevoland): Amsterdam- Lelystad's airport project (The Netherlands)

10.25-10.55 **M^s Anne BOQUET**, (honorary regional Prefect): Notre Dame des Landes's airport project (France)

10.55-11.15 **Coffee break with the presence of M. Christophe GUILLOTEAU**, President of Rhone's departmental Board

11.15-11.45 **M^s Cathy BERX**, (Governor of Antwerpen): The decree on complicated infrastructure projects. How Flanders (attempts) to deal with sensitive or (likely) contested infrastructure projects

12.00 Reception by **Lyon's Mayor** at Lyon's City Hall

FRIDAY, JUNE 1ST 2018 (suite)

14.45-18.30 **Session III- Round Table III at the Auvergne-Rhône-Alpes's regional Prefecture- Moderator- M. Lodewijk DE WITTE Governor, Province of Vlaams Brabant (Belgium) 10'**

15.00-15.30 **M. Frank SCHERER**, Landrat of Ortenaukreis, EASTR' Vice-President: Citizen participation management of infrastructure projects (example of Rail Freight Corridor Rhine Alpine- section Karlsruhe-Basel) (Germany)

15.30-16.00 **M. Denis MATHEN** (Governor of Namur): «Cross-border approach regarding certain sensitive investments» (Belgium)

16.00-16.30 **M^s Florence SIEGRIST**, (Prefect of the District of Riviera- pays d'Enhaut): Experience of the recognition of Lavaux, terraced vineyard as world heritage by UNESCO (Switzerland)

16.30-16.50 Coffee Break

16.50-17.00 Brief sequence of various issues

17.00-17.20 **Pr. Jean-Michel BRICAULT**, (University of Reims-France) Synthesis of the debates

17.20-17.50 **General Assembly** and conclusion by **Président Michel CADOT** and EASTR's General Secretary, **Pierre-Etienne BISCH**

18.00-18.30 Welcoming by EASTR's president of the **State Minister, Minister of the Interior, M. Gérard COLLOMB**, and intervention of the **Minister of State**.

18.30 **End of the working sessions**

20.45 **Gala dinner at the Auvergne-Rhône-Alpes's regional Prefecture and celebration of the XXVth years of the European Days of State Territorial Representatives.**

**Evocation of the XXVth year of the European Days by Honorary Governor of Liège
M. Michel FORET- Belgium**

Opening speech

BY M. STÉPHANE BOUILLON

Regional Prefect of Auvergne-Rhône-Alpes,
Prefect of Rhône

It is a great pleasure for me to welcome you here, in Lyon, capital of the Auvergne-Rhône-Alpes' region, for these European Days of State Territorial Representatives.

2018 is the 25th edition of these annual meetings, and illustrates the importance of that meeting which is a privileged moment of work and exchanges between us.

I am particularly pleased that you discover- or re-discover Lyon, the wealth of its historical and culinary cultural heritage but also, its most recent football stadium, the Groupama Stadium, inaugurated in 2016. I would like to thank the Olympic Lyonnais, in particular, its president, Jean-Michel Aulas for their precious help in this organization.

15 days ago, I was in that stadium at the occasion of the UEFA's final match which opposed Madrid's Atletico and the Olympique de Marseille. An important and sensitive event, on sporting plan, of course, but also on the public policy order, which was attended by the King of Spain, the Former president of the Republic, Nicolas Sarkozy, the Minister of State, Minister of the interior, Gérard Colomb, and more than 51 000 spectators with sometimes, an overwhelming enthusiasm. That match required a long preparation, important police measures, a strong communication towards the clubs and their fans, and a close coordination with justice.

Thanks to the involvement of all, this event has remain a popular celebration in spite of the public order risks linked to the antagonism of the supporters... and the score a little bit disappointing for the former Prefect of Marseille than I am ! The score and the good shape of Antoine Griezman, was, however, very encouraging for the France football team ! We will see it on June 8th for the preparation match France – USA.



This is a good example of the complexity of the management of greatest events, themes on which we will, with the management of of greatest development projects, think about it during those 2 days..

1. INFRASTRUCTURES AND SENSITIVE EVENTS IN AUVERGNE-RHÔNE-ALPES' REGION

Before handing over to my colleagues, Pierre-Etienne BISCH, EASTR's general secretary, then to Michel CADOT, Regional Prefect of Ile-de-France, I will briefly revert to the issue and the «role of the state territorial representatives in infrastructures and sensitive events».

It is an important issue which is today at the heart of our mission, beyond the cultural differences.

The Auvergne-Rhône-Alpes's region is particularly rich in events and infrastructures for which the State has rallied : I think about the transformation of the Confluence district in Lyon, the refurbishment in progress of the Part-Dieu's district, the creation of the great logistic platforms, or the organisation of the Festival of Lights which could continue to welcome a large public despite the terrorist risk which our country is faced.

It is a great pleasure for me to welcome you here, in Lyon, capital of the Auvergne-Rhône-Alpes' region,

The role of the Prefects and sub-prefects was determinant for these projects and great events to permit to conciliate the expectations of the different publics : economic efficiency, environmental requirements, limitation of disturbances, high level of security...



Bio express :

Diploma: MAS in public law – **Profession:** High official
Studies: Institute of political studies in Paris – National School of Administration (Louise Michel Graduation years)
Distinctions: Officer of the National Order of Merit and Officer of the Legion of Honor



The role of the Prefects and sub-prefects was determinant for these projects and great events to permit to conciliate the expectations of the different publics

Also, as of today, the prefect is more than ever, the one who is the guarantor of dialogue between the different actors, who organises the mediation between some interests which are sometimes divergent and can find the balance between all expectations. It is the responsible, as a prime example, in every sense of the world, including judicial.

2. HOW TO EXERCISE THAT RESPONSABILITY ? EACH COUNTRY, BUT ALSO EACH REGION ARE DIFFERENT

Here, the role of the prefect goes together with the dynamism of Auvergne-Rhône-Alpes' region.

That dynamism is explained partly thanks to the ancient and deeper opening of that transnational territory towards the international.

Over the years, the Auvergne-Rhône-Alpes' region, developed numerous relations with other territories, in Europe and in all continents.

As the second french region in terms of wealth creation, Auvergne-Rhône-Alpes' region is attractive alongside the foreign companies : there are 3300 foreign-funded companies. Certain big companies are established as bioMérieux, a pharmaceutical company in more than 160 companies. Finally, it is the third exporting region, which 63% of the exportations are made with Europe.

Moreover, the region is committed to European Union. It is a part of the **four engine for Europe**, a multilateral organisation formed in 1988 on the side of the european regions of Bade-Wurtemberg (Germany), de la Catalonia (Spain), and Lombardy (Italy).

That opening worldwide is the heritage of a long tradition, initiated at the Roman Empire when they chose Lyon (Lugdunum at that time), to be the capital of Gaul, because of its strategic position : at the confluence of Saône and Rhône, and close to the Mediterranean. That opening was reinforced during the Renaissance Period. The city became a great trading european city, and prosperous thanks to the banking activity led by the italian bankers- Lyon became the first banking place of Europe- and by the silk-making industry.

Lyon has built its own identity around the relation with the other regions of Europe. Today, even if the modalities of the exchanges, and even of the economical structure of the region have changed, that territory has kept that pronounced opening with the international and the relation with the Mediterranean via Marseille, is rich of perspectives.

An opening with the international and a dynamism which are accompanied by the administration and in particular, the prefects and the sub-prefects. At any time, we must ensure that decisive role, that status of link between the different actors of our territories.

However, and more and more, it is difficult to act for the general interest.

Somehow or other, in the whole Europe, the State Territorial Representatives are confronted to the risk of the opposition of infrastructure projects, they must systematically anticipate and integrate. From « nimby » we passed to « banana ».

In this regard, that stadium is a completed example : at the origin, it was as contested, now it is unanimitous. The infrastructure projects needed and has needed, more than ever, the association of the public. It is decisive that the State Territorial Representatives should be the mediators between the economical and institutional actors, along with our citizens.

The challenge is now to invent a territory planning which permit the good balance between great projects, economic issues and the expectations of the citizens, especially in terms of sustainable development. As State Territorial Representatives, we should find that balance.

Thank you.



Opening speech

BY M. PIERRE-ETIENNE BISCH

Honorary Regional Prefect,
State Councilor in extraordinary service,
EASTR's General Secretary

My dear colleagues,

Let me warmly welcome you in LYON, after our colleagues Stéphane BOUILLON, the prefect of Rhône, and the Region Auvergne-Rhône Alpes and our President, M. Michel CADOT, President of the French Association of Prefectural Corps (ACP), who welcomes us this year.

Right away, I would like to thank the three speakers who will introduce our working session this afternoon, and will then, put in perspective your presentation of Friday.

It seems to us that there is a good synergy between a general part and the testimonies more personal, that you will give regarding your professional experiences.

The theme of our European Days,

« STRs' role on public involvement of the infrastructures or sensitive event's projects. »

is and will stay longer as a strong current issue in every country. Indeed, we have all understand that it is no longer enough to satisfy the formal rules of concertation, even, the democracy, to make the deep acceptance of investment decisions or that the lead of greatest events, would be effective and stable over time.

Obviously, it is the reflect of confidence crisis towards the institutions and the political class, which misleads a distrust towards the cogs of democracy.

Then, the issue is at the heart of our system and everyone knows the exexamples of citizens, who decide to place themselves on margins of « main stream », either pacifically or violently, like the Black Blocks for example.



If they have chosen those functions, often constraining in a personal or familial plan, the STRs are obviously convinced that they can provide their contribution and improve the relationship between the social groups and the economic actors. Naturally, that good volunty is faced to tough reality : the state and the public authorities, in the widest meaning, do not have the same natural legitimacy they had during a long time.

The power of conviction and negotiation talents of everyone become then important factors than the past.

It seems that the Days would be useful if they enable to better understand what are the differences of position of the STR in our different countries, when it deals with facilitating the realisation of sensitive projects, not to speak about consensus... Furthermore, we should question ourselves to understand what are the room for manœuvre has the STR, independently on official texts, if the STR wants to make itself useful.

We can call it its charm or its personnal influence.

Tomorrow, we will see many examples which clearly illustrate that it is possible to contribute very positively to the outcome of certain delicate situations, in spite of blockages. These examples do not mean that everything is possible for the STR. It would be naive to think about it. Nevertheless, we should come to the conclusion that in our blocked societies, the actors who are in a position of responsibility, should invest to stretch the limits of their action.

I give immediately the floor to President M. Wim van de Donk, who will introduce our session of this afternoon.

Once again, thank you all and I wish you a good work !

Bio express :

Diplomas: Law degree – Master degree in public administration – **Profession:** High official
Studies: National School of Administration – Institute of politic studies in Strasbourg – Institute for Higher National Defense Studies
Institute for Higher Development and Territory Planning Studies
Distinctions: Commander of the National Order of Merit and Commander of the Legion of Honor. Knight of Agricultural Merit and Academic Palms

Opening speech

BY M. MICHEL CADOT

Regional Prefect of Ile-de-France,
President of the Association of Prefectural
Corps, EASTR's president

After, greeting each of you, my first words would be to wish you that you had a travel safe until Lyon and that the installation of each of you have been done without any difficulty.

I wish also that your partner or the person who accompanies you, takes full advantage of the visit programme in Lyon which has been planned and which begins at that moment.

I would like to thank our colleague, Stéphane Bouillon, Regional Prefect of Auvergne-Rhône Alpes, who welcomes us, the EASTR team, the prefect Pierre-Etienne Bisch and his precious assistant, Nelly Semedo, along with the members of the general secretariat of the french association of prefectural corps, in particular, the General Inspector of the administration, Valérie Péneau, vice-president for « foreign relations » and Marie-Paule Davy who were devoted to the organisation of the programme proposed : all of them have committed to make sure that those days in Lyon, goes as smoothly as possible in that beautiful and great city of Lyon.

I know that most of you are in your functions, and for some for years now, and that it could surprise to see the French prefects taking turns in a much higher pace than your countries. In a short time then, you have known Jean Daubigny, then Jean-François Carencio, before I have myself been driven by my colleagues at the head of our association since december 2017.

Those are mainly the reasons of circumstances which explain that exceptional succession of titulars. Nevertheless, this remark would permit me to insist on a deeper dimension : the differences between the national conceptions of our functions, probably explains, for a major part, the differences between our respective profession, as,



among other, the rythm of our assignments.

I know you have studied, in a comparative mode, the profession of STR, in your Days in Istanbul, and it is always useful to deepen that international approach.

With the lively exchanges as today, it is the best way to know each other in diversity. It is a contribution, among other, for the creation of a community

of cultures and thoughts within the European continent area.

That mutual knowledge or who we are, each of his/her country or his/her respective region, is at the heart of what makes the EASTR's interest and the European Days.

Indeed, it is because, year after year, we keep those exchanges on our professional practices and our daily responsibilities that we could bring something useful for the group of high civil servants as we are, and who have a goal in common : the public service, in objectivity and the total availability for our citizens.

I would also mention that these good habits between us are in no way, incompatible with other efforts which are in the same way. From our side, we are moving forward to the recent birth of the Association of francophone prefects, the APREF. That new initiative, which overlaps with EASTR, for those of you who is concerned by the francophonie, will reinforce the mesh of positive actions in favor of mutual respect and collective reflexion, which is pacific by nature.



Bio express :

Diploma: ESSEC Business School diploma – Master of Laws of Panthéon-Assas University

Profession: High official

Studies: The Paris Institute of Political Studies, National School of Administration (Voltaire and François Holland Graduation years)

Distinctions: Commander of the National Order of Merit



the differences between the national conceptions of our functions, probably explains, for a major part, the differences between our respective profession, as, among other, the rythm of our assignements.

France is very pleased to welcome you this year, in one of the most beautiful cities, as you will have an overview during those two days.

“ Without delaying the beginning of the works, I would like to say how the theme retained is a current issue for all of us. ”

Who did not know one or other infrastructure project considered, often by a major part of the public itself as essential and urgent and which, once created and prepared in a technical plan, once the judicial procedures and the formal consultations planned by the texts have been accomplished, raise, nevertheless, some measured reactions which could amplify until head-on opposition, publicised, and sometimes violents.

It could be the reaction of groups at a limited level, and more and more often, some specialists of bustlt, but it would be wrong to stop there.

Behind those reactions, hides probably a more complex mistrust towards the evolutions of the world and the way the official leaders and the politics take charge of that. It is probably the sign of individual confusion facing changes in progress, the increasing difficulty to recognize the general interest behing what is first seen as an invasion of privacy or its environment.

But the projects remain often justified in their substance, except that they got too old over time from the contesta-

tion period and the successive litigations, which happen more and more.

Henceforth, the answer is probably not by doing more regulation, even less, to require the public force.

We should reinvent dynamic answers, where we would be able to be at the same time in the determined action, and the real listening of the habitants, which should not be only too formal.

The task is tough. As it challenges the politics themselves, often the high civil servants who are the STRs, are placed in background behind the political level.

But in function of the project size, I remain sure that we have an important role to play, even by the initiatives we used to make, and by our ability of gathering and conviction.

This is what we will discuss during those two days.

We will start by a an overview which will permit us to raise the question and we will continue tomorrow by the personnal testimonies on exemples how symptomatic they are !

Finally, it is planned that our Minister of State, Minister of the interior, Gérard Collomb, former Lyon's mayor, will conclude our work tomorrow evening.

I wish you an excellent stay and excellent EASTR's European days in Lyon.



Moderator : M. Wim van de DONK, King's commissioner, Province of Noord Brabant
Introduction by M. Wim van de DONK

« Replacing the citizen at the heart of public decision »

Presentation

BY **M. CHRISTIAN LEYRIT**

Honorary Regional Prefect, President of the French
National Commission for Public Debate (France)

Blockages and high-conflicts registered in numerous equipments and planning projects, which lead sometimes to tragedies, raise question on our procedures of the elaboration of projects, citizen consultations and decision. d'élaboration des projets, de consultation des citoyens et de décision.

How to make public decisions more legitimate ?

How to replace the citizen at the heart of public decision ?

The participatory principle exists in France since the XXVIth century, and the concept of public survey has been created in 1804. That principle has been reaffirmed at the Rio's Earth Summit in 1992, then with the signature of the Aarhus convention (1998), and, with a EU directive in 2003. This participatory principle has a constitutional value in France since 2005.

The surveys made by the National commission for public debate shows high expectations of the citizens regarding the participation at the public decisions, in an atmosphere of general mistrust vis-à-vis of institutions and public speaking, but also by an awareness of the citizens regarding the long-term planetary issues (global warming, water, biodiversity...).

In 1995, in France, an institution in charge of the organisation of public debate has been created : the National Commission for Public Debate (NCPD). It became an Independent Administrative Authority in 2002 (currently, it exists 26). It is a collegial body of 25 members, nominated by 19 different authorities. The collegiality of the



decisions and the pluralism of the members guarantee the independence. The NCPD does not adjudicate on the substance of the projects, but it can make recommendations. NCPD's values are transparency (citizens have to access to all the informations, neutrality, independence, argumentation, equality of treatment between the citizens. Its slogan is : (Giving you Son slogan est : « Vous donner la parole et la faire entendre », voice and make it better heard. »

The purpose of public debate is to inform the public, to ensure its participation, to enlight the Master of work and to legitimate the decision. That legitimacy issue of the decisions is fundamental. The legitimacy of a decision depends as the conditions of its elaborations, as its inherent content. Transparency, rigor and loyalty of the process establish that legitimacy. According to the german philosopher Jurgen HABERMAS, « only the deliberation is likely to generate a legitimation effect ». In order to regain the confidence of the citizens, the debate must be made in due time, when the choices are not fixed, and when the alternatives exist.

Citizens should be in possession of expertises independent of the master of work.



The global citizens debate on climate and energy

Co-initiated by the secretariat of the United Nations Framework Convention on Climate Change (UNFCCC), the Danish Board of Technology, Public Missions and the CNDP (National Commission for public debate), the purpose of this debate was to hand over to citizens of the world, 6 months before the Paris COP. The 6th of June 2015, 97 debates involving 10,000 citizens were held in 76 countries. It was the biggest citizen consultation ever done.

100 citizens, representatives of the population of each country, spoke in every debate for the whole day in groups from 6 to 8 people, based on the information and educational videos with the same methodology. Then, they answered 34 questions. The result was spectacular...It showed very concerned, voluntary and ambitious citizens. Follow this link to see all the results by country: climateandenergy.wviews.org/lang-fr/

The purpose of public debate is to inform the public, to ensure its participation, to enlighten the Master of work and to legitimate the decision.

Until January 1st 2017, the NCPD, was seized on great equipment projects (public or private) of more than 300 M€ : highways, TGVs, harbours, airports, nuclear installations, industrial, cultural or sportive equipments... NCPD nominates a particular commission of 3 to 7 members, in charge of the preparation and the animation of the debate on the spot, then to make a report on it.

Many tools are used : public meetings, participative classes, website, question and answer service, mobile debates (schools, universities, stations, shopping centre...).

NCPD has also developed the citizens conferences which aim to collect the opinion of the « enlightened citizens » who are informed during 3 week-ends, who deliberate together and give an opinion. Those conferences gave excellent results on complex issues, like the project of the storage of radioactive waste in the east of France, the « big data in health » or the prevention of addictive behaviour at school...

Since January 1st 2017, profound evolutions were implemented, some of them come from the NCPD's proposals :

- Mandatory seisin of the NCPD for the national plans or programs (and not only the projects),
- Creation of the right to a citizens' initiative for the small or big projects, along with the reforms, of public policy projects (Concerning this point, 60 MPs can refer to the NCPD).

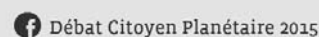
- Generalization of the consultation, under the ageis of guarantors, included the small projects ; for this purpose, a list of 251 guarantors, has been established by the NCPD,
- Creation of a conciliation system in case of conflict,
- Local consultation of citizens (local referendum).

The building of a new mode of the exercise of democracy is the only way to reestablish confidence, to develop a culture of shared decision. The sociologue Michel Callon has perfectly summed up that new form of public debate : «*what is playing much deeper, is the rebuilding of social bonds, from the recognized existence of minorities*».

The issue is essential : it deals with implementing a new public governance, not to be founded on power relations, but a coconstruction of general interest, which is the only way to restore the confidence to our citizens. ●

DÉBAT CITOYEN PLANÉTAIRE

Accéder à tous les résultats par pays
et par groupes de pays, ainsi qu'aux vidéos sur
climateandenergy.wvviews.org/lang-fr/



Presentation

BY **M. GUIDO CORSO**

Emeritus professor at
the University of Roma (Italy)

In Italy, the subject of public works and private structures with a significant impact on the territory is divided between the competence of the State and its regions.

In Italy, the State and regions coordinate projects done by public works companies and private structures. These actions have a significant impact on various territories. This is a particular and competing jurisdiction that covers territorial authority, ports, civil airports, transport, sailing networks and energy production, transport and distribution networks according to Italian constitution's article 117 paragraph 3.



Next to the legislative jurisdiction, there is the regional and territorial one where most of the decisions regarding infrastructure and financial issues are taken into account. It constitutes a second level of jurisdiction. The municipality constitutes the third level. They have got a spatial planning skill. Therefore, State and regional projects have to be taken into consideration concerning municipality territorial planning patterns. Sometimes, they can be adjusted and modified.

It is a difficult tangle which the adjudication powers of last resort are insufficient and absent. It is a competence network unrelated to the prefect.

To answer the question: What is the prefect's role in the public participation in infrastructures construction? The answer is none or so. Other territorial actors intervene in the process as the ministry's local organisms like Provveditori: the public works, which are a part of the Ministry of infrastructures, the superintendence of cultural and landscaped good which belongs to the Ministry of Patrimony and Cultural activities, the environment administration. They are part the Public Infrastructure Ministry. Facing the complex situation,

the administrative centre which embodies government in the region can do little to approve it. It can only coordinate actions according to presidential decree n.300/1999. Moreover, according to the constitution, the prefect has got no power concerning this regarding provinces and municipalities whose actions are not submitted to him.

Regarding public aspects of the process, the prefect participates in an informal manner at the decision-making process that leads to the building.

When law 241/1990 on administrative procedure was adopted, public instruction decision for some cases including execution of public works which have an important impact on economy and territory has been cancelled. In 2016, public opinion reflection on infrastructures projects has been introduced in the public procurement code according to art 22 legislative decree n°50/2016. This decree is modified in 2017.

The system has to be completed by a Prime Minister decree referred to the same code that has been based on 1995 Barnier Law that was modified in 2002.

16 people from different administrations except the interior ministry participate at public debate national commission. Each debate is coordinated by independent experts identified through a selective procedure directed by the authority leading the workshops. These experts have to be coordinated with a committee composed of the local authorities.



Public debate results are discussed during a conference around the different administrations. This conference produces a decision adopted by a majority. The administration has to obey it.

Personally, I don't think that the institutionalised public participation can erase the roots of systematic opposition to projects like Salento Trans-Adriatic pipeline, Val agri's extraction sites, Scansano Ionico nuclear garbage site....

The problem isn't only related to NIMBY syndrome where administrations and local citizens doesn't want critical infrastructures on their territory. However, they would have said nothing if the projects were implemented somewhere else. We can affirm that the opposition is only linked to the defence of the environment. People are

insensitive concerning production needs. The Italian anti-capitalist culture is inspired by the "décroissance heureuse" myth which plays an important role. Moreover, if this culture finds a political channel in a party that has obtained during the last general elections, it's understandable that the public debate won't resolve consensus issue regarding landscape transformation.

What about the prefects ?

They will continue as in the past to deliver or refuse anti-mafia certificates to company who want conclude contracts.

It's a fundamental role that presupposed the preliminary decision making process conclusion and therefore the prefect follows the phase where public opinion is involved in. ●

1. (Regional provveditore (local district governors in Italy) for public works is a part of territorial office (Provvedirato) of the Ministry of infrastructure and transport, which is responsible for technical, administrative and economic management of public works, supplies and services lying on the Ministry's competence)

Presentation

BY M. ALEXANDER D'HOOGHE,
 Professor in architecture and urbanism, Associate partner of the design society ORG (Belgium)

This keynote by Alexander D'Hooghe focused on a presentation of the Antwerp case. He complemented this case with a few references (New York/ New Jersey, Marseille-Aix-en Provence), that illustrate the applicability of the method in other locales.

The Antwerp case involves the resolution of a national debate lasting 25 years about the completion of the Antwerp Ring highway. In 2 years, the curator succeeded in having governments and civic action committees sign various agreements.

As a result, court cases have been withdrawn, a consensus has emerged about the completion of the ring, and a consensus about the necessary urban design and landscape projects (including cappings of the highway); as well as consensual vision about the prioritization of public transport / ebike / and other parallel mobility investments. As a result, this is a case study in large-scale investment decisions in the context of a contemporary



democracy. This condition implies that the power to make (or break, or influence) decisions is distributed over many different players with sometimes conflicting interests. Some of these players are institutions, other are bottom-up organizations such as civic movements.

A set of tools lies at the foundation of this model. These tools should be considered when applying the model elsewhere.

These include the use of design as diplomacy, the use of game theory, the continuous triangulation between design-participation-quantification; the distinction between political priority (e.g. car mobility in region X) and actual physical plan (e.g. a specific tunnel on location Y); the organization of joint learning and fact-finding processes; the engagement of key players in search of a pre-political and pre-judicial agreement on principles of joint action; the use of participation as a means to assess and mitigate risk in projects. ●

Session II

Introduction

BY M. IGNAZIO PORTELLI
 Prefect, Vice President of ANFACI (Italy)

Moderator : M. Ignazio Portelli, Prefect, Vice President of ANFACI (Italy)

This session is mainly devoted to two issues concerning airports in France and the Netherlands. The 238 airports in Europe, including Israel and Turkey, are divided into four groups according to the number of passengers, namely:



local economic development. The attention of policy makers, local government and the public opinion on air transport infrastructures to support economic development is high.

The effects of the impact of a new airport are estimated through a comparison technique of the territory concerned in the presence of the airport with some other territories in possession of similar characteristics.

GROUP	PASSENGERS	AIRPORTS
1	over 25 million	20
2	10 – 25 million	34
3	5 – 10 million	36
4	up to 5 million	148

The latest data available (March 2018) show that:

- a) passengers are constantly increasing;
- b) the movement of goods increases, to a lesser extent than passengers;
- c) cargo activities are slightly decreasing;
- d) London is the most important airport in Europe, and the airports of Ankara, Heraklion and Naples have record performances around + 50% of passengers.

For the increasingly important role of air links for inter-connection between territories, airports are strategic for

The positive presence of an airport is not *a priori* definable. The availability of an air link could only replace existing means of transport, with an overall zero effect. There must be the attractiveness of the territory for economic, social or tourist factors.

The presence of an airport can be a factor of local development, especially for the most distinct areas and less connected to the most dynamic markets.

The third intervention is, instead, dedicated to a very interesting project on the city of Antwerp. ●

Amsterdam Lelystad's airport project

Presentation

BY M. LEEN VERBEEK,

Kings commissioner, Province of Flevoland
(The Netherlands)

Mr. Verbeek will speak about the development of Lelystad Airport. Lelystad Airport is part of the Schiphol Group Amsterdam.

Lelystad is the capital of our province Flevoland. Schiphol Amsterdam is the most important airport in the Netherlands. Lelystad Airport is developed to support Schiphol Amsterdam Airport and will host more than 10.000 flights up to 45.000 flights in the upcoming years, mainly holidays flights and carriers travelling within Europe.

Schiphol will maintain its mayor international hub and transcontinental function. With Lelystad Airport, Schiphol can hold its strong international position. Distance of Lelystad Airport to Amsterdam Airport is approx. 40 kilometers. Lelystad Airport is of national interest.

The development of Lelystad Airport is complex and many parties are involved. Also strict regulations and laws is applied to Lelystad Airport.



Plans around developing Lelystad Airport as an important function to Schiphol Airport were made more than 30 years ago. Original plan was opening Lelystad Airport in 2019.

In the last 2 years a new phenomenon occurred: groups of people in the surrounding neighboring areas reased their voice in protest of this airport. Local and regional authorities who were first in favor of Lelystad Aiport, also changed their voice because of the pressure of social media. Using the power of social media,

this ultimately had consequences for the opening Lelystad Airport.

Mr. Verbeek's speech will give an overview in the developing this airport in his province, its economic importance to Flevoland and the Netherland and strategy used by protestors, linking this to the foreseeable opening of Lelystad Airport in the upcoming period. ●

Notre-Dame des Landes's airport project

Presentation

BY MS ANNE BOQUET,

Honorary Prefect (France)

Notre-Dame des Landes is a conflict of 50 years around a project of airport, that project, born at the begining of the 60's is located next to Nantes, in the Pays-de-la-Loire's region.

Two different visions of the society on economic and environmental issues : both sides, the pro and anti airport,clash each other and turn their back for years.

Democracy is flouted : the project is validated by a popular vote, favourable at more than 55%, by court decision, and deliberations of territorial assemblies.

The State has been barred and powerless : in the inability to take a decision and to implement it, and who seemed to lack of decisiveness. A To-be-defended zone, with an illegal and permanent occupation of the site has lasted for 10 years.

A procedure of public consultation, which has been made over 12 years, did not enable to have a clear collective decision. The opponents denounce a lack of transparency.



When Emmannuel Macron is elected as the President of the Republic in May 2017, the local situation is totally blocked and the State is confronted to an impossible dilemma.

The President of the Republic decided a mediation mission on June 1^{er} by the Prime Minister, Edouard Philippe.

Six months of auditions, expertises, and a blowout of the elements of the case, the msi-sion gave his report on december 13th 2017.

On January, 17th 2018, the Prime Minister

announced the government's decision :

« I note that the conditions are not reunited to run the project of Notre Dame des Landes' airport Such a project which structures a territory for one century cannot be made in a context of heightened opposition between both sides almost equal of the population. Notre Dame des Landes of the airport of the division ! Then, it will be abandoned. »

The return of the rule of law on the To- be-defended-zone has been decided and will be implemented. ●

The decree on complicated infrastructure projects. How Flanders (attempts) to deal with sensitive or (likely) contested infrastructure projects

BY MS CATHY BERX

Governor, Province of Antwerpen
(Belgium)

Presentation

Using the Oosterweel case, Cathy BERX tried to explain how Flanders has deeply and structurally changed the way to spare critical and contested sensitive projects. It's a key issue that matters to Anvers region, Flanders, Belgium and even the EU. It finds its origin in the thick traffic knot surrounding Anvers. There are few European cities where many traffic motorways connect near the city centre. That's why Anvers is named as "the Belgium, European traffic jam capital".



and the living conditions (it is especially an advocacy against the additional traffic, in favour of more green space).

Contrary to popular belief, activists' groups that resist do not lose their time to study, elaborate, present and defend alternatives more distant from city. According to them, these alternatives better express the different interests at stake.

Flemish government reacts unilaterally. It adopts plans without consulting previously civilians who oppose the project. It creates a deep gap. The Masterplan becomes Master Plan Mobility 2020 in 2014. Major adaptations are: the destruction of Lange Wapper bridge rejected by a majority of the inhabitants but also the construction of a new infrastructure to realize the modal shift: no public transports, bike paths and inland waterways.

The Berx commission created on 30th of November 2009 by the Flemish government should have given a clear answer to the initial question: Why strategic and public infrastructure projects do not succeed in Flanders?

The Berx commission operates in partnership with the Sauwens commission which has the same mission:

- To analyse the structural complexity reasons which create some delay in the decision-making process at the beginning until the end of public and private infrastructure projects.

- To develop specific proposals to strength decision making processes and procedures in a much broader prospective.

The commission pledged for a real mental change and broke a stance in favour of a true and frank participation in the projects.

It results that Berx commission proposed to invest in an open and informal preparatory phase followed by a review phase. Then, an elaboration phase, the realisation and monitoring come.



First of all, some Flemish government engineers proposed to cordon the Ring off as close as possible of the Anvers port and city, and then, to add a connection between the two banks. Under Camille Paulus supervision, a first Flemish political agreement is signed in 2000. The Anvers mobility Masterplan and the Oosterweel connection are born. Unfortunately, public works are slow and 18 years after, neither car nor a truck can drive above or under the Ring. Between 2000 and 2005, the engineer team continues its work slowly and silently. In 2005, an initial and detailed project's proposal is given to public opinion. The two major Oosterweel or BAM connection sharp points are:

- 1) A tunnel under the Escaut River.
- 2) A bridge "Lange Wapper" going through the docks and the port area.

With this plan implementation, the Oosterweel connection realises a third intersection crossing the Escaut River and allows a complete Anvers's Ring cordon off. Moreover, the Lange Wapper bridge and tunnel construction and its ecological and health issues for citizens is criticized. Various activist groups such as StRaten-Generaal, Ademloos and Ringland express a particular criticism, their alternatives and obtain an important civilian support against this vast and strategic project.

Their main preoccupations are in urban development side. According to StRaten-Generaal and Ringland: "Oosterweel is a scare which is going to ruined Anvers and its future development", of the air pollution, (Ademloos)

The method is inspiring. The Masterplan 2020 added others projects. It favours a modal shift de 50/50 covering Anvers Ring and leads to a long-term collaboration between activists' groups and local authorities.

One of the most important reasons of this situation is that the concession puts an end to procedures intended by activists against the State Council. On the 8th of February 2018 was celebrated the launch of Oosterweel public works with an opening ceremony on the left side of the Escaut River. This event marks the final launch of the port layout combined with Oosterweel Light.

Moreover, a cooperation structure Routeplan 2030 is established to create Masterplan 2020 et Routeplan 2030. This one represents a multi year plan with different investments. Four “working banks” are established to implement common goals of the “future alliance”. This

2017 alliance unites civilians' groups and authorities. The major projects are the Ring coverage, an ambitious model shift, the final construction of the Ring and the connection Oosterweel Light for local traffic. Finally, the last project is the port layout development for the port area and long-distance traffic. In this structure, Governor Cathy Berx directs the “working bank” regarding port layout.

To conclude, we can rely on points of view expressed in a book entitled “*The resistance value: what Oosterweel case tells us about decision making process*” by Eva Wolf and Wouter van Dooren¹. According to them, despite the fact that project is to extended far from Anvers region, it becomes a symbol of difficult and strategic infrastructures to build in Flanders. It opens new perspectives on escalation conflicts theories concerning civilian participation and democracy advantages. ●

(1) <https://www.pelckmanspro.be/de-waarde-van-weerstand.html>.

*Moderator : M. Lodewijk DE WITTE,
Governor, Province of Vlaams Brabant (Belgium)*

Introduction

BY M. LODEWIJK DE WITTE
Governor, Province of Vlaams Brabant (Belgium)



*Participation of the citizens in the way the great infrastructure projects are designed and managed, is at the heart of several debates. It is no longer enough that authorities and experts reach to an agreement, we must involve the population in the development of the public initiatives.
Three of our colleagues, M. Frank Scherer, Ms Florence Siegrist an M. Denis Mathen will share their experiences and their opinion.*

Citizen participation management of infrastructure projects (example of Rail Freight Corridor Rhine Alpine- section Karlsruhe-Basel)

Presentation

BY M. FRANK SCHERER

Landrat of Ortenaukreis, (Germany)
EASTR' Vice-President

The Rhine-Alpine Corridor is one of the busiest routes in Europe connecting key North Sea ports of Belgium and the Netherlands with the Mediterranean port of Genoa. Hence it follows that its section between Karlsruhe(Germany) and Basel (Switzerland), in the county of Ortenau, is one of the most important european rail corridors, in particular for freight traffic. In the convention of Lugano in 1996 Germany and Switzerland agreed in a coordinated extension of the freight corridor Rhine-Alpine. But decades have passed by without determined planning of the extension, especially on the German side.

This enormous delay in comparison with what had been planned originally, was inter alia the result of the way of planning chosen by the German Bahn: Extending the tracks from 2 to 4 along the existing line without sufficiently early taking into consideration that the construction would affect densely populated areas with about a hundred thousand of residents.

As a consequence, citizen protests rose and resistance grew in the region. Finally, an alternative route was proposed by some cities and citizens' initiatives: To build two new tracks for freight trains, away from densely populated areas, parallel to the motorway A5 and to upgrade the existing line for passengers trains.

To manage the process of decision finding, the key players such us German Bahn, the Federal Government, the Land and the Region decided to start an open-result discussion



in order to gather all relevant protected interests, to evaluate all studies and to compare advantages and disadvantages.

To structure this process, an advisory committee with all key players, chaired by the County Governor, was launched. By establishing a transparent procedure, the committee tried to obtain the acceptance for the project operations. A working group consisting of the County Governors, Mayors, citizens' initiatives, the Federal and State Government

and the German Bahn, accompanied the process by verifying and evaluating the planning of the Bahn and the alternative suggestions proposed by the Region. Public hearings were organized where an independent communication office presented all facts and where stakeholders could promote their favourite option.

This overall consideration had been important to finally find the best solution supported by a large majority in the region: The construction of new tracks along the motorway A5 and an upgrading of the existing line. The decision taken in June 2015 by the advisory committee and in January 2016 by the German Bundestag included substantial modifications in comparison to the original plans along the existing line passing through communities and a better protection against noise and vibrations for the residents. The project is aimed to be finished in 2035.



The key players such us German Bahn, the Federal Government, the Land and the Region decided to start an open-result discussion in order to gather all relevant protected interests,

*Experience of the recognition of Lavaux,
terraced vineyard as world heritage by UNESCO*

Presentation

BY MS. FLORENCE SIEGRIST

Prefect of the district of Riviera,
Canton of Vaud, Switzerland



Switzerland counts three decisional levels which have to be involved to succeed. The project is carried by the State, the Confederation, associated to the cantonal government where the area is located. In this particular case, the Canton of Vaud. Nevertheless, for the constitution of the record, the level of the field, or the municipalities must be mobilized. In this case, particularly the examined project, they are 14. This is where the population involvement is important. In this context, the STR, representative of the cantonal government, along with the municipalities, then, the field, can bring its knowledges, to ensure the presence of local actors.

The UNESCO's ranking type is the cultural object. Either an area, created by a culture. In this case, it is the wine which must continue to live and to develop. This has always been the issue, as the concerns were numerous at the beginning of the registration procedure. The vineyard has to be set under a bell by a protection. The difficulty is to find a balance, with the necessity of the population involvement to understand the issues.

The State of Vaud, called out by the opportunity of the registration of Lavaux, reunited the local actors, to survey their will to act or not. At this early stage, the STR made part of the reflection given that is knowledge of the local actors. An application committee was created for the purpose of the preparation of the file.

Once registered at the UNESCO's world heritage, Lavaux implemented a site management's plan, dedicated to ensure mainly its sustainability. The site management's

plan must involve all the levels, included the state power. Nevertheless, it must have its own source with the local actors and the habitants. In this context, the involvement of

the Association Lavaux Heritage, an opened structure for the population and all the local actors was determinant. The components of its management plan had already been registered in the context of the application form. They are completed throughout its implementation.

The commission in charge of the site management led its activities to integrate a maximum of participants and to develop a regional consciousness of protection, and the enhancement of the site. It is therefore important that the approach is not remaining as a matter for experts, but that it should be promoted, and carried by the whole regional actors, by detecting and associating the institutions and existing actions in all fields which could interest the management plan.

We could experiment repeatedly the necessity of a participative process which includes the population. Nous avons pu expérimenter à plusieurs reprises la nécessité d'un processus participatif englobant la population. It could be the essential projects of the densification of cities, road or rail infrastructures, along with energetic projects as the settlement of windmills. Without this process, the outright rejection is very important. The citizen involvement for the project and the management of its exploitation enables a better acceptance. In this context, the STR can bring its knowledge of the field, the local actors by maintaining the involvement of the government. ●

The site management's plan must involve all the levels, included the state power. Nevertheless, it must have its own source with the local actors and the habitants. In this context, the involvement of the Association Lavaux Heritage...

« Cross-border approach regarding certain sensitive investments »

Presentation

BY M. DENIS MATHEN

Governor, Province of Namur

How to accompany a nuclear infrastructure much more sensitive that it is located in another state ? **There is three levels of complexity :**

- 1) The need of a particular management regarding emergency planning and crisis management ;
- 2) The international cross-border aspect ;
- 3) The nuclear field is intrinsically sensitive.

A serie of texts regulate the cooperation : a Convention of April 21st 1981 between belgian and french governments on mutual assistance in case of disasters or serious accidents ; the particular arrangement of December 09th 1997 between the Governor of Namur and the Prefect of Ardennes on the same assistance (coordinated implement of rescue in case of disaster or serious accident in the territory of one or the other of the territories).

Furthermore, a specific French-Belgian agreement at the Chooz Nuclear Power Station of April 30th 1998 plans some aspect of cooperation (control of the Meuse's flow, the environnement...) and establishes a mutual information. We can mention the cooperation and dialogue protocol, in terms of security, concluded on July, 09th 2014 with the Prefect of Ardennes, which tackles the public order issue. (cooperation police-customs, public health, and sanitary issues). The Chooz Nuclear Power Station is also involved directly and indirectly by this last text. Thanks to an amendment, the particular arrangement above-mentionned enables to go further in the level of the informations exchanged, as an incident is enough to generate a media coverage event to inform the belgian authorities.

The Nuclear Power Station is the subject of a French Particular Intervention Plan (PIP) which mentionned the belgian cities involved but also a Belgian Emergency Intervention Plan (EIP). The contacts between the french and the belgian are essential to guarantee their consistency. Indeed, the perimeters (emergency planning zones) may differ sometimes. It must have corrective measures. Also, the legislation differs. In the French PIP, the scope



of application is a radius of 10km, which impacts 7 belgian municipalities. A new french PIP is currently being drafted, with a possible extension from 10 to 20 km. In Belgium, it would involved 7 additionnal municipalities, which represents 104.000 habitants. The new belgian nuclear plan recently adopted will also generate adaptations of PIP.

In Namur's province, we have developed a «consultation culture» : regular contacts (outside of the crisis procedures) between the Prefect of Ardennes and the Governor ; presentation of the report and the projects of the Chooz' director once a year ; visit of the nuclear power station by the belgian municipalities (in the 10km's perimeter). Moreover, they are invited at the public information meetings and they are also invited for some actions in terms of employment and training. Furthermore, the LCI (Local Commission of Information), ensures a large dissemination of its works in an accessible way. Since 2014, the Governor of Namur's province is member of the General Assembly and of the Executive Board of Chooz's LCI with a deliberative vote. An upcoming reform would plan the belgian representation within is different colleges. In this field, there is an added value, in a collaboration that capitalizes on other cooperations which reinforces it : in terms of public security, traffic, or environmental (during public survey) or at the occasion of contacts regarding cases as the snow-removal issue, the transfert of bodies, or, in terms of public health. In the field of cross-border police cooperation (Agreement of « Tournai II »), a convention has been signed on January 9th 2018 with the Great East Regional Prefect and the Metz and Liège's general prosecutors who opened ne perspectives.

In the economic field, we would emphasize partnerships with the Ardennes' Chamber of Commerce and Industry or the Provincial Agency of economic developement (BEPN) related of the local territorial achorage by the research of providers or subcontractors for the nuclear power station. ●

The contacts between the french and the belgian are essential to guarantee their consistency. Indeed, the perimeters (emergency planning zones) may differ sometimes. It must have corrective measures.

Synthesis of the STR's reflections during the XXVth European Days

Presentation

BY **M. JEAN-MICHEL BRICAULT**

University lecturer in public law,
CRDT, University of Reims



The purpose of these XXVth European Days was to enable an exchange of international level experiences, about the role of the State Territorial Representatives (STR) in the association of the public in infrastructure projects or sensitive events in societies which are often « blocked » and confronted to new democratic challenges. In other words, how to permit the advent of a less vertical administration, more citizen-oriented, being more attentive to the users. That principle of participation firmly established legally (convention of Aarhus, 2003's directive...) is a part of those « common values » of European Union and the member countries.

Participation has become the sign of an era, and an essential way to improve the public service in a « coproduction » approach. This approach avoids the statement of the belated character of the public consultation and the monopoly of the State in the appreciation of the general interest' notion, in huge development projects. Time has changed. The State and the public authority « have not the legitimacy they had for a long time »¹. In certain serious conflict situations, « The State finds itself held up and powerless »².

The debates had clearly underlined that the stake of « administrative democracy » is in line with a precise context³ (representative political mode in crisis, mistrust

towards the workings of the democracy, the radicalization of the scientific controversies, ideologization of the debates, mistrust of populism⁴ environmental issues, development of social networks, fake news or nimby effect...). Those societal evolutions are sometimes a part of « head-on oppositions, publicized and violent »⁵.

In this overall context, requesting directly the citizens' opinion on huge planning project for example comes into being a solution to resolve a conflict situation. Naturally, speaking about multi-level and multi-culture cooperation with local authorities, associative actors... it is often for the local State representation to take responsibility for this public association's efficiency. In the context of these European Days, the main problem was as follows: what is the extent of the tension between, on the one hand, the need for efficiency of public action in the name of general interest and, on the other hand, the respect or even the increase of public participation and of concertation procedures? How to qualify the role of the action of STR in this process of "coproduction" of public action with citizens and users? Three sessions were necessary to discuss this subject. The first one tried to contextualize the issues of public participation in European countries (I). The two other sessions permitted to go further into concrete missions of the EASTR by case studies (II).

Notes

1. P.-E. Bisch, regional Prefect (h), General Secretary of the EASTR.
2. A. Boquet, regional Prefect (h) reminds a situation stuck for years in the airport Notre-Dame des Landes.
3. Mentioned before by C. Leyrit, regional Prefect (h), former President of the National Commission for public debates and several other speakers.
4. Guido Corsò, Pr.
5. M. Cadot, Prefect of the Île-de-France region, Prefect of Paris and President of the EASTR (2017-2018).



1) Explication of “participation” concept

Before, against the background it appears that the question is about legitimacy of public action. Furthermore, the opinion poll reflects “a high expectation of citizens to participate in public decisions”⁶. It seems important that the debate started for one or other project be assumed by an authority carrying certain values such as “neutrality”, “independence” and “transparency”⁷.

The debates provided insights for the concept of participation, which contains some forms and procedures. It appears that the loyalty of this debate and the transparency of the procedure⁸ create the legitimacy of decision always fixed to a territory. More specifically, a participation “method” should be introduced. It will vary from country to country, but also respect a precise calendar to avoid every risk of project blockage (like it was with Notre-Dame des Landes project during 50 years).

This “method”⁹ must essentially give all the necessary information to a project owner, inform the public and ensure its participation. There are several conditions of legitimacy and efficiency for citizens’ participation:

- Talk about opportunities and be able to predict the decision¹⁰ through an “open dialogue”¹¹;
- Mobilize diverse public and multiply debate forms but keep a “conduct code”¹²;
- Have a complete expertise: integral and contradictory information to provide alternative solutions if need be;
- Explain the governance of the project; in particular, define who “makes a decision”. It is a base aspect to dispel any misunderstanding¹³ ;
- After all, prepare an after-debate: report, evaluate and set up a follow-up.

Diverse participative methods were presented. An access to “information” through public meetings, participatory workshops, mobile debates and local information

commissions¹⁴ is essential. To give information means: to give power. Thus, to inform somebody is to give him a possibility to act. Then, conciliation and mediation consist in comparing the points of views while there is a “blockage”

around a project. An intervention of a neutral third party is sometimes necessary. That is how the 20 years old Antwerp ring road project called “Oosterweel” was settled,¹⁵ putting an end to years of political impasse and legal litigation!

Diverse methods of local consultations with citizens were mentioned, such as “civic action committee” in Antwerp¹⁶, “advisory committee” on Alpine Rhine railway corridor project¹⁷, “dialogue commission” and organization of referendum on Notre-Dame des Landes project¹⁸, and even organization of “participative event” on UNESCO classification of a vineyard in Switzerland¹⁹.

It appears that this participation has big advantages as it allows to enrich and legitimize projects (insuring their social acceptability), to unblock sometimes very old situation, to suggest concrete alternatives...The participation joins the principle of public action efficiency. This is not about “cosmetic” retouching of some projects but sometimes, if need be, their “rejection for modification”! Numerous case studies were presented during debates showing abandoned or revised more deeply projects (highway and wind turbine projects...).

In this context of participation systematization, it is not always easy to make “general interest” triumph for a particular development project. A solution is to “reinforce social society”²⁰!

In this framework of social development, the STR as pivot of territorial State action, appear as “mediators”²¹ in the center of participatory process to ensure the “social accessibility to projects”.

Notes

6. Chr. Leyrit. / 7. Chr. Leyrit and A. D’Hooghe, Pr. urbanism.
 8. At the beginning, this matter of lack of “transparency” was often mentioned to justify that some projects “fade” over time. For example, the Notre-Dame des Landes project, mentioned by A. Boquet, or project about Amsterdam’s airport Lelystad by M. Verbeek, King’s Commissioner, or finally, the Antwerp ring road project called “Oosterweel” by C. Bex and A. D’Hooghe.
 9. Chr. Leyrit finely dissected these aspects but also C. Bex, Antwerp’s Governor, at the origin of the “Bex method” (sequence procedures, introduce concertation structures, take suggestions and alternatives into account integrally, cost-benefit balance, monitoring measures...). It should be noted that the “Bex Commission” is at the origin of elaboration of a decree relating to complex infrastructure projects.
 10. C. Bex about the construction of A 102 highway. / 11. F. Scherer, Governor of Ortenau County, “Management of citizen participation in infrastructure projects: for example, Alpine Rhine Railway Corridor project, section Karlsruhe-Basel”. / 12. C. Bex. / 13. F. Scherer.
 14. Mentioned by D. Mathen, Namur Governor, about Chooz nuclear power station (Ardennes) in “Cross-border approach as to hundreds of sensitive infrastructures”.
 15. Bex and A. D’Hooghe about Introduction of “Alliance for the future”. / 16. A. D’Hooghe. / 17. F. Scherer. / 18. A. Boquet. / 19. F. Siegrist, prefect of Riviera-Pays d’Enhaut district, Switzerland. Experience for recognition of Lavaux, terraced vineyard, as UNESCO heritage. / 20. A. D’Hooghe. / 21. S. Bouillon, Préfet de la région Auvergne-Rhône-Alpes.





II) *The STR, mediator in the center of participatory process*

Speaking about participation, the STR have often the task of “synergizing and coordinating local public and private actors” as major development projects are contested (Lyon-Turin TGV line, pipeline in Puglia, wind turbine project, Lelystad airport in Netherlands, Alpine Rhine railway corridor in Germany...). They can allow the existence of an open dialogue using the whole range of tools for concertation and participation.

The STR are “facilitators of process” and have to highlight their “communicating” skills (importance of adopted strategy, used symbols, underline the interests of project...). The social or economic “benefit” of project should be explained (eg. Local job opportunities and Lelystad airport project in Netherlands or Chooz nuclear power station)²².

The STR have to know how to surround themselves with a “supporting structure” (both representative and expert...) and to develop a “culture of concertation²³, seduction²⁴ and dialogue²⁵”. They have to play a role of « mediation between the interests sometimes very divergent²⁶”.

The debate had numerous examples of projects with positive endings despite many blockages. However, it does not mean that everything is possible for STR. Some antagonisms are unsolvable when stuck as illegal “Zone to Defend”! On this point, Notre-Dame des Landes project seems almost emblematic. In “blocked” and complex societies “in position of responsibility the actors push the limits of their action²⁷”. That is how the “meditation mission” allowed to get out of the “democratic impasse²⁸” where was the project itself, even if the situation stays tense “in the field of the State of law²⁹”.

At the end of these two days of debate, it appears that the STR, as a pivot of State territorial action, have a central role in public association at different stages of process. The “capacity of gathering and the force of conviction”, the “human factor³¹”, the talents of negotiators of STR are now more important as elements to resolve conflict situations and to ensure as much as possible the implementation of efficient public action.

Notes

/ 22. D. Mathen.

23. Idem. / 24. W. Van de Donk, King's Commissioner, North Brabant province (Netherlands) / 25. A. Boquet. / 26. S. Bouillon.

27. P.-E. Bisch. / 28. A. Boquet. / 29. N. Klein, Prefect of Pays de la Loire region. / 30. M. Cadot.

31. Term used by C. Ricq(+), Pr. Emérite in the University of Geneva.



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