

STATE OF ART PAPER
ON MOBILITY MANAGEMENT
IN FRANCE

The position of Mobility Management in the National, Regional and Local Policy

What about the National Policy, the policy of the regions and local communities in the field of MM ? Give them attention to MM, in what extent, what are the expectations ?

Taking into account MM in the institutional framework means formerly having a global transport policy linked with land-use planning, housing policy, environmentalist practices and parking strategies, which work comprehensively at any level (local, regional, national, sub national).

The French government has given a legal framework in this field thanks to the Sustainable Urban Transport Plan SUTP, called "PDU". The SUTP has emerged thanks to the national law on Transport named LOTI (12/30/1982) and has been made compulsory for cities grosser than 100,000 inhabitants thanks to the national law on Air quality and rational use of energy called LAURE (12/30/1996). This law clearly puts as a target the aim of urban car traffic reduction, and has started to undertake the conditions of MM. It is indeed demanded to develop public transports, cycling and walking, to use more efficiently urban roads, to manage parking in favour of less pollutant vehicles, to regulate goods deliveries in order to reduce environmental negative effects, and to encourage companies and public establishments in favour of public transport use for the employees trips. These orientations have been reinforced by a law on Solidarity and urban renewal named SRU (12/13/2000) and have become prescriptions. This law has also added two other aims. Transport security has become the first prescription of the law, and the "travel plans" process in companies have been legally introduced in the framework of this law. An article of this SRU law asks to the urban transport authorities in cities larger than 100.000 inhabitants to set up a multimodal information services for travellers and a mobility counselling/advising service for companies to encourage them to implement a travel plan. Another article of the SRU law establishes the possibility for any employer to take in charge a part of the cost of the public transport season ticket of their employees for commuting, except in Ile-de-France region where they have to take in charge half of this costs since 1982 through the "orange card". The SUTP is the cornerstone for the implementation of MM French experimentations; it has constituted the fertile background of the emergence of MM French initiatives.

Nonetheless, the French actors implications are complex and are the main difficulty for the well going of a larger scale of MM. Referring to the organisational structure, the fragmentation of the national authorities with competences linked to MM is the most important condition influencing

negatively the development of MM which suffers from a lack of framework and funding. Myriad are the number of French local authorities which lead to a fragmentation of abilities and responsibilities. Then, the quite permissive land use planning does not encourage MM, in a context where living in a house in the countryside is rather attractive for the majority of French citizens. The fragmentation of the national authorities relevant more or less to MM lead to some disorganised initiatives. The General sea and transport directorate of the French transport ministry, with governmental agencies (CERTU, ADEME), is working on the constitution of a national MM network, and intends to have it articulated with the European platform on Mobility Management EPOMM which could help to raise awareness and to build a French network on Mobility Management. This coming national network concerns technical aspects, it would be the possibility of experimentations, knowledge, best practices, and propositions be shared. It would also be the opportunity for creating a real lobbying power in favour of MM to eventually participate in the legislative framework evolve.

By then, the MM French initiatives are rather the fact of disorganized, isolated, local impulses. There is no legal definition -not even a statutory guidance- of MM. The government, thanks to the SUTP elaborations, has made things possible to happen. There are vertical approaches, not yet a global approach. For example, it is now possible to quote the first draft for a national car sharing law. The law proposal introduced and approved by the Senate will be discussed by the National Assembly after the presidential and parliamentary elections of Spring 2007. Another example is the government initiative which has been decided last December that each administration have to take in charge half of the cost of the public transport season ticket of their employees for their commuting trips. Also, it is intended for administrations in cities larger than 100.000 inhabitants that a travel plan for the administration at stake has to be elaborated before the end of 2008. Other initiatives to encourage the development of MM can be found in the local initiatives, for example these lead by the local public transport authorities, represented nationally by the association of Transport Authorities (GART). Public transport authorities are indeed in charge of promoting the elaboration of travel plans through the set up of a mobility counselling service. Browsing the French picture of MM actors would have been incomplete without quoting the agency for the Environment and energy management (ADEME). This governmental agency works for the French environment ministry, and is in charge of sustainable development in the transport field, one among other of its responsibilities (also in charge of energy issues...). It is the main actor, working on methodological aspect with the CERTU, on the implementation of MM actions. Indeed, ADEME can allow grants for studies and implementation of travel plans in private companies and public establishments except administrations. Nonetheless, there is still things to improve. The ADEME and CERTU's work has lead to have two national guides published. A guide on mobility counselling/advising dedicated to public authorities, and the guide to implement a travel plan dedicated to companies. The research on Mobility Management tools by the way of the national "Programme of research, experimentation and innovation in land transport" (PREDIT), has also given benefits to the knowledge.

Besides organization of actors implication, it is important to assess the tax conditions. For those, they influence negatively the MM French development. It comes from a lack of awareness of national/local institutions, which does not understand the social and economical benefits of MM. It is the case of fiscal rule like possibility to deduct the home-work car costs in the tax on wages and salaries declaration. The km costs is calculated regarding the "fiscal power" of the car: bigger is the car engine, bigger is the fiscal power, larger is the home-work costs deduction. In the same time, the possibilities of car parking on the employment site by many employees are generally not declared in the tax declaration as a benefit in kind. These two aspects underline the inconsistency of MM in the French fiscal framework, which disadvantages "push & pull" actions. Among the significant gaps in the support framework for MM, the fiscal rules have to be adapted to encourage the management of

our own daily mobility.

Existing attention to parking, TDM, cycling, carpooling, multimodal travel information, etc, in the transport plans ?

In addition to what has been said on legislative and organizational aspects, it is possible to put lights on particular French best practices dealing with MM :

Nomination of “Mr Bike”, Mr Hubert Peigné :

The interministerial coordinator has been appointed by the Prime Minister in April 2006 for the development of biking . His objectives are to draw up a working plan valid for several years to develop biking everywhere and for all the uses, to base mainly on exemplary actions to introduce in all kind of State establishments like administrations, schools, etc. His aim is also to develop experiences from the well-known in foreign countries. He is in charge of improving regulation and developing tools for the better setting up of cities and towns. These actions should give answers to the question: “How to use safely my bike from home to everywhere I want to go?”

“A roadway/street for everybody” : safety and moving together on the street/road without users'conflicts

This synthesis report for elected representatives, engineer people, experts and general public provides thoughts, experiences and experiments with the objective to improve the quality of urban public area by global approach to users, nature of use, expertise and dialogue. The report is published in www.cnt.fr/article.php3?id_article=19

“Street Code” :

Multidisciplinary analysis have been processed to upgrade the road code dealing especially with urban matters, to promote the use of existing or non respected by car drivers possibilities and to suggest improvements of the road code legislation. Its objectives are to manage with the best sharing of the public spaces between all users and to guarantee safety mobility conditions for all users, especially for walkers and cyclists. After a first regulation overview, it would be necessary to study 3 topics : to introduce in the road code the general idea of cautiousness from the strongest side to the weakest side (the same in the Netherlands and Belgium); to introduce in the road code the concept of « meeting area» (pedestrian area open to road traffic limited by 20km/h (the same in Switzerland and Belgium); to generalize the contraflow cycle lane by reversing of exception to the rule.

Internet site :

A new Internet site on MM (www.plan-deplacements.fr) has been elaborated by ADEME in collaboration with the CERTU. It aims to dispatch to elected representatives, engineer people, employers, employees, etc. the knowledge and current events dealing with travel plans in companies, mobility counselling/advising, mobility centres, mobility management in schools, car sharing, car pooling, etc. This web site would provide all necessary means and tools to develop the measures and services for mobility management and to dispatch its newsletter.

ADEME surveys :

ADEME has planned to launch 6 surveys : 1) exhaustive count and setting up of mobility management experiences in schools on national level; 2) survey of characterization process of travel plan in companies (towards a standard); 3) exhaustive count updating and national development of mobility plans in companies; 4) methodological management of a « mobility account » for companies; 5) state-of-the-art of mobility advising experiences/services and analysis of success and fail factors; 6) survey of potential development of mobility plan in companies and MM actions in school.

Car sharing :

The law proposal of Senate will be discussed by Chamber of Deputies only after the presidential and parliamentary elections in Spring 2007. The results of the “Programme of research, experimentation and innovation in land transport” (PREDIT) study on wide development of car sharing in cities from 100 000 to 400 000 inhabitants is available since April 2007. The results of two researches dealing with the development of car sharing services network in Alsace and Poitou-Charentes regions will be published at the end of 2007. The technical recommendations to elected representatives and engineer local authorities to promote the development of car sharing service may be published by ADEME and the CERTU in the second half of 2007.

Mobility Advising/Counselling :

First of all, an analysis on experiences and success/fail factors will be financed and published by the ADEME. Besides, this agency funds 30% of the activities of Mobility Adviser/Counsellor in Chambers of Commerce and Industry during 3 years since January 2007. The CERTU is managing a survey on specification of advising mobility services in cities, according to different criteria such as the size of the city, the local context, the operator of the service, the tasks to manage, etc. The results of this study will be published in the second half 2007.

Transport ticket/voucher :

As of January 2007, each employers except administrations will have the possibility to take in charge a “transport voucher” to pay half of the yearly PT season ticket of their employees (without fiscal burden until 200€/year) or to pay 100€/year for petrol. For petrol, this possibility is available only for companies outside a public transport urban perimeter or for employees who cannot use public transport for timing constraints.

Taking in charge of the public transport home-work trip costs by the administrations :

Since first of January 2007, state administrations have to take in charge a part of the yearly PT season ticket of their employees. The principle is that the employee has to pay itself half of the season ticket.

Last but not least, each administration services has to implement a travel plan for its employees before the end of 2008.

Institutional framework in which MM has to deal and operate

The SUTP sets out the principles governing the organisation of people and goods transport, traffic flow, parking policies, urban roads management, Mobility Management, public transport, car pooling, cycling, walking and travel safety in an urban area. Its objectives is to co-ordinate the use of all transport modes, especially by the appropriate assignment of roads and the promotion of less polluting and less energy costly modes.

All the agglomerations of more than 100,000 inhabitants (almost 60 urban areas) have to implement their SUTP. The smaller ones can also implement their SUTP voluntarily (almost 20-30 are in progress).

The urban area focused on is the Urban transport area called "PTU", i.e. the area where the studies should be carried out and the measures implemented. A wider area can also be taken into consideration to study the SUTP. The PTU is to be created to ensure coordination of urban transport; it is the perimeter where there is a PT service and where employers with more than 9 employees have to pay the transport tax to participate in the public transport network.

Before being approved by the transport authority, the SUTP must be submitted to a public enquiry. Five years after the approval, it has to be assessed. If necessary, it is reviewed. When local land-use plans are drawn up, they have to comply with the SUTP. The SUTP must comply with the Regional air quality plan (PRQA) (see below) and the Local coherence planning scheme (SCOT).

Law on Air quality and rational use of energy (LAURE) has reinforced the transport law (LOTI). It has brought back the SUTP into favour, making them a requirement in cities of more than 100,000 inhabitants.

The LAURE introduced too the Regional air quality plan (PRQA) which fixes objectives to obtain and keep an air quality defined in it, and to prevent air pollution and decrease its effects. The PRQA leans on an inventory of the air quality in areas and its effects on health and the environment. The SUTP must comply with the PRQA and particularly its actions have to participate to the objectives concerning the air quality problems in urban areas and the greenhouse effect.

The LAURE introduced too the atmosphere protection plan (PPA) which comply with the PRQA and must be implemented in all the agglomerations of more than 250,000 inhabitants. The objective of the PPA is to protect the urban areas against high pollutant concentrations and to restore a correct air quality. Even if there is any compliance link between SUTP and PPA, there is some connexions: for example, PPA fixes urgent actions to decrease pollutants concentrations, and can fix traffic restrictions with free access to the public transport network.

The objective of the Law on urban solidarity and renewal (SRU) is the coherence between urban planning, mobility/transport and parking policies. For example, it is possible with the SRU law for a federation of several transport authorities in an area to manage both transport infrastructures and toll parking policy.

Regarding Mobility Management, this law clearly states the travel plans that must be encouraged by the urban public authorities for the public and private sectors. The law requires the urban public transport authority (AOTU) responsible for managing the SUTP in each urban area with over 100.000 inhabitants, to set up a mobility advice service for companies and all establishments that generate large quantities of trips (universities, hospitals, etc.).

The SRU law introduced the local coherence scheme (SCOT), which is the new definition for the master plan for town planning and development. The SCOT defines the main trends of the development of the agglomeration (urban planning, main transport infrastructures); the SCOT is managed by an EPCI, public institution for the co-operation between the municipalities and their communities. It is a master plan for 10-30 years. SUTP must comply with the SCOT.

The SRU law introduced the local land use plan (PLU) which is the new definition for the land use plan. The PLU defines the conditions of the land use of the territory of the municipality or the community of municipalities when it exists and is under its responsibility. It must be compatible with the SCOT and the SUTP. The council of the municipality or the community of municipalities prepares it for 10 years. It sets out local land use zoning and development, and contains all development control regulations such as those for access, parking, building height, siting, plot ratio, landscaping. PLU must comply with the SUTP.

MM knowledge infrastructure

The main entities having the skills in education and MM because their “natural” action field is mobility and transport are the Ministry of transport and its agencies, communities of municipalities, PT authorities and operators, GART, and different consultants. On energy, there are ADEME and a network of regional agency for the Environment. On economy/marketing education, there are the ACFCI and different consultants.

PREDIT is the national research program on surface transport which is implemented and renewed every 4 years. Last PREDIT 1996-2000 has financed several experiments and research, for example in travel plans, car sharing, walking, cycling, park & ride, management of deliveries, coordination between PT networks (“intermodality”). The actual PREDIT 2002-2007 has reinforced its works on Mobility Management with researches and experiments on mobility and their relations with territorial and timing aspects, mobility services, mobility and sustainable development, analysis of car dependence, etc. Nonetheless, research in Mobility Management field represents a very small part of the PREDIT programme. Coming, there will be a new call for promoting bicycle uses, in the direct line of action of “Mr Bike”.

Seminars at the national and local levels can influence the development of Mobility Management positively. In November 2005, Grenoble Chamber of Commerce, the ADEME and CERTU organised the first conference around the MM question. With more than 500 attendees, it was considered as a great success by the organizers and all the French MM community. And it is expected that more educational/awareness events like workshops will be set up at the local level.

Two-Three trainings per year occur on MM, especially on travel plans, mobility counselling in training companies.

Four trainings will be organised in 2007 by ADEME on the way to implement a travel plan for companies. This 2 days training aims to give at the project manager the key of successful achievement of his travel plan.

And, finally around the elaboration and implementation of a travel plan in public companies, there

is also a two days training organised by the training institute for the Environment IFORE to disseminate in the different cities the rules aspect of travel plan in administrations and local public services.

Also, it is possible to be registered at the newsletter disseminated by ADEME on travel plans news. It has started in June 2005 and presented best practices and trainings time table, among other things dealing with MM.

Examples of best practices

ADEME has developed on its web site a resources centre. Its aim is to put lights on best practices in the field of MM among other fields in responsibility of ADEME. 29 relevant experimentations at the local scale can be presented currently. It deals with travel plans examples or professional bicycles, or bicycles stations, public bicycles services, or car pooling, or car sharing, or demand responsive transport, etc.

<http://www2.ademe.fr/servlet/KBaseShow?sort=-1&cid=96&m=3&catid=14134>

Also ADEME has lead an evaluation of the current French travel plans. This study has entailed the following conclusions. On 247 project evaluated, it has appeared that there are many discrepancies in the way to implement travel plans. Half of the projects concerns private sector companies. The approaches are in majority private rather than mutualised. Half of the projects have emerged thanks to a parking issue at the beginning of the approach. The solutions concern mainly MM rather than proposals of heavy restructurations of public transport itineraries... Almost all the travel plans occur in a SUTP covered area. When the urban structure is dense, it is in favour of the existence of a travel plan approach.

The European mobility week was a success for the 2006 edition. It has gathered around 260 actors, that is to say an increase of 70% in comparison o the previous year. The the issue was “Bougez autrement” (move differently) and was the opportunity to explain the MM concepts. A promoting campaign has been done, that you can find on the ADEME web site :

<http://www2.ademe.fr/servlet/KBaseShow?sort=-1&cid=96&m=3&catid=13626>

Also, ADEME has been created the conditions for the emergence of the MM for children issue. Named Carapattes, a week for promoting this kind of well known abroad but not in France way to go to school by “walkingbuses” has occurred. Theses initiatives have just started, but already, the approach has already showed its efficiency in making parents and teachers more aware of the issue, where the experimentation has been lead.

Also, it is possible to quote other best practices. This presentation is not exhaustive. For example, a committee for promoting bicycles has been created and a bike friendly event is schedule once a

year.

In a more institutional field, it lights can be put on the transport ministry initiative for reducing the global warming in having elaborated a call for giving grants to best practices lead by the local transport authorities. More information can be found on a web site dedicated to this call and constituted a resources centre for this call (CERTU in charge of this web site elaboration).

<http://www.projetsmobiliteurbaine.equipement.gouv.fr/>

Also, PREDIT is continuing on its investment of the MM field.

How is MM information exchanged ?

To build up a formal network/club on mobility management on national level (kind of “EPOMM France”) under the umbrella of the Transport ministry and managed by the French Agency for the Environment and Energy Management (ADEME) and CERTU, with the object of sharing the professional knowledge with elected representatives, engineer people, employers, employee representatives and general public .

The organization will be workshop meetings twice a year dealing with 3 principal topics : mobility/travel plans in companies, MM in schools and mobility counselling/advising in cities. The objectives are to make the state of the art of the development of MM actions and new experiences, to prepare the organization of the national conference on travel management (took place in Grenoble in November 2005 and maybe in Nantes in 2007), to set up the responses in the call for paper of the next ECOMM, etc. This network will be the opportunity to generate links or to reorganize former networks, for example these one of the travel responsible and bike experts of the ministry of transports.

Some MM experts of policy makers and List of relevant Products

All this information will be structured and put in the web site of the very soon MM French network.