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Natale Ammaturo

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Editorial

Territorial Intelligence, or How to Take Advantage of the Potential of the Knowledge Society in Favour of Sustainable Development

Political decentralizing processes, the concern for the sustainability of economic growth models in a globalized world, and the emergence of the knowledge society bring along a new way of focusing on the problems relating to development.

On the one hand, the concern for life quality in the present and future generations, brings into focus the territorial (vs. global) dimension of development, since there is growing awareness of the fact that not only are benefits generated in global markets, but also that it is on the local scale that the social and environmental costs of the models based on economic profitability are determined, thus affecting directly the unbalanced distribution of the population's "welfare" and "better life". On the other hand, focus on the territory allows a better perception of the multidimensionality and complexity of problems, highlighting two important issues. Firstly, the need for solutions to be tackled comprehensively and co-ordinately by all the actors involved in the territory (participation and the creation of tools to institutionalise this participation emerge here as a democratic demand, but also, to the same extent, as an indispensable factor to guarantee the efficiency of decentralizing processes). Secondly, the lack of pluridisciplinary knowledge and learning available to tackle these complex problems comprehensively, and also the lack of project prospecting, design and evaluation tool kits really adapted or adaptable to the needs of the territory.

The concept, methods and practices of territorial intelligence of the European Network of Territorial Intelligence (ENTI) appear in an attempt to solve these participatory and scientific-technical deficits in territorial projects. Thus, based on the principles of multidimensionality, partnership and participation inspired by Community programmes from the 1980s, and making use of concepts, methods and tools which are thorough from a scientific and technical point of view, territorial intelligence aims at promoting participatory processes which mobilize the knowledge, expertise and experience of the actors' partnerships involved in one territorial project.

As proposed in the article by Jean-Jacques Girardot (coordinator of the ENTI), territorial intelligence transcends the concept of economic intelligence, widening its scope, focusing not only on the economic efficacy and efficiency of the development model, but also including all the dimensions which affect sustainable development (social, political, cultural, environmental). The relational aspect is of great importance; as a result, territorial intelligence aims to introduce processes for territorial actors to harmonise economic, social and environmental objectives and coordinate their actions, in short, to promote the territorial democratic governance

of sustainable development. After all, “what is territorial intelligence but the intelligence of living together in a given space and time?”¹.

When all these elements come into play, issues such as local culture and social capital, which were traditionally considered in a more tangential way and darkened by the omnipresence of the economic element, gain prominence and stand as key factors in the resolution of territorial problems. Territorial intelligence emerges here as a tool from which social capital can be generated, but taking into account, as suggested by Natale Ammaturo, that its implementation requires certain attitude and local culture already existing which can distinguish between “quality” and “quantity”. Otherwise, territorial intelligence projects, also as stated by the author, would be like “cathedrals in the dessert”, magnificent buildings without people to visit them.

The importance of this cultural foundation emerges again in Andrea Barbieri and Emiliana Magnone’s work, who, with reference to the debate in Italy, examine its impact in terms of proximity to the citizen, equity and quality of a decentralizing policy. Their analysis takes us back to participation: given that different fields of action may require different territorial demarcations for efficacy and efficiency reasons, it is institutions, organizations and actors very different in nature which finally get involved in the local field, so that the only way to provide coherence in the territory is partnership work. However, the authors suggest, the implementation of participatory processes requires an initial “political, civil and economic literacy”.

The article by Giovanna Truda also insists on the importance of participation, in relation with urban projects in degraded districts, focusing on the concept of territorial intelligence as a tool to link institutions, territory, population and services in the organization of the spaces which favour the emergence of collective life and which are the basis for the creation of the identity and culture of a neighbourhood. The cultural change implied by a more participatory life may significantly affect the conditions under which the life quality of the neighbours was developed, modifying individual courses in a more efficient way.

However, as Tullia Saccheri writes, it is citizen participation, and not only that at the level of coordination and cooperation of territorial actors and policy-makers, which is really necessary to foster a genuine political transformation developing the principles of good governance (openness, participation, accountability, efficiency and consistency). Especially when complex welfare problems related to inequality affect the quality of life of the population, the participation of the needs holders in the definition of the problems becomes part of the solution, since it means not only a more realistic diagnosis, but also a greater involvement of the participants in its resolution. The author discusses the challenges that the creation of spaces for interaction and methodologies genuinely participatory in which the needs and solutions can be expressed poses both to those responsible political as well as to social researchers.

¹ Corbinea B., *Intelligence territoriale et société en réseau. les Médiathèques de proximité, portails de la connaissance*, in « Journée sur les systèmes d’information élaborée, 4e Tic & Territoire: quels développements? », île Rousse, 2005.

Available in http://isd.univ-tln.fr/PDF/isd22/isd22_corbinea.pdf

On the other hand, from a scientific point of view, territorial intelligence is a network science, nourished by pluridisciplinary knowledge, a genuinely applied science, based on experimentation, on trial and error. A science which puts its theories and methods of analysis at the service of sustainable development actors and which, in turn, is nourished by the experiences, errors and successes of the action in order to advance in knowledge and methods.

As shown by the articles by Serge Ormaux and Cyril Masselot, territorial intelligence modifies the role that certain objects of study have had in several disciplines, giving rise to new approaches and favouring a fruitful field for reflection and for inspiring advances in the theorising and modelling of many traditional scientific disciplines.

Ormaux shows that under the approach of territorial intelligence, and transcending its traditional role as the arena for actors' activities, the landscape is a communication tool for territorial development projects. Thus it becomes a privileged participating tool on which those involved can share their views to discuss the various interpretations of the landscape around them, and from that exchange (of the different landscapes where actors live but referred to the same objective reality), define the objectives of their projects for the future. As a result, it is necessary to scientifically consider theories and models which allow a better understanding of the landscape phenomenon.

From another point of view, the work by Masselot shows that the Catalyse method developed by the ENTI can become a very favourable field of analysis for information and communication sciences, since the experiences to which this method is applied are situations of information and communication in which the actors of a partnership jointly convert information into meaning. The analysis from this approach allows the emergence of common languages and the way in which they make possible intra and extra communication within the group to be detected, promoting the rise of a new shared knowledge and thus favouring governance and shared decision making.

From a more general point of view, the article by Blanca Miedes, closing the issue, proposes that territorial intelligence can be understood as a new science-society alliance, a process in which science is directly involved in the resolution of the problems that most directly affect society and which works side by side with the territorial actors in a process of mutual feedback. It is a responsible science, an actor itself rather than a simple spectator, which works in favour of the governance of sustainable development.

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Available in http://isd.m.univ-tln.fr/PDF/isd22/isd22_corbineau.pdf

TERRITORIAL INTELLIGENCE

Jean-Jacques Girardot

Evolution of the concept of territorial intelligence within the coordination action of the European network of territorial intelligence

Territorial intelligence is an emerging concept highly polysemous. This article does not give a comprehensive definition and consensus. Our subject is to take stock of the evolution of our concept of territorial intelligence at the end of the Coordination Action European Network of Territorial Intelligence (caENTI) to present a definition that supports ambition, the research directions and activities of the European Network Territorial Intelligence (ENTI). Our goal is to position the territorial intelligence as an alternative to development models based on economic efficiency in the short term or the central policy authority.

Our concept of territorial intelligence was forged in ENTI, which was formed in two steps:

1. The dissemination of the *Catalyse* method, starting with 1989, in about forty territories from the centre, the south and the east of Europe set the empirical foundations of the territorial intelligence.
2. The concept of territorial intelligence has been defined since 1998 on these basis, within REIT - Réseau Européen d' Intelligence Territoriale - then within caENTI - coordination action of the European Network of Territorial Intelligence - supported by the 6th framework programme of research et technological development "Integrate and Strengthen the European Space of Research" of the European Union, in the thematic priority 7 "Citizens and governance in a society of knowledge".

From its very conception, *Catalyse* has been a scientific method, which is respectful of the sustainable development, of people's participation and of the actors' partnership. It suggested cheap and easy to use tools appropriated to territorial actors' uses.

By broadcasting in Europe, it built connections between the actors and the researchers who collaborated in carrying out territory diagnosis, local projects evaluation and territorial observation within transnational programmes supported by European funds (Equal, Leader, Interreg...).

The REIT network was first developed in order to organize transnational seminars so as to develop experience exchanges, to organize methodological training and to share the costs of tools development. It was officially created in 2002, in order to develop research activities in territorial intelligence concerning the development of multidisciplinary knowledge on the dynamics of the territories, the spreading of the multicriteria scientific methods and of the generic tools of spatial analysis, as well as the governance ways which are appropriate to sustainable development.

From March 2006 to February 2009, caENTI began the creation of a virtual laboratory comprising eight universities and seven actors, belonging to seven European countries (Belgium, France, Spain, Italy, Hungary, Romania, Slovenia), then Taiwan. Among other results, the caENTI allowed defining the fields of territorial intelligence, as well as the conjunction of crisis, which prove the emergence of a coordination of the economic, social and environmental dimensions of the sustainable development.

This is a goal of the ENTI network, which knew how to attract new partners and which is shown interest today by other territories in Asia, Africa, Latin America and Quebec, as certified by the new creation of the laboratory TAG “Territories, Actors, Governances” at the University of La Plata (Argentina), that coordinates the network “territorios posibles” at the scale of Mercosur¹ and of the laboratory “Modelling and Territorial Intelligence” at the University of Quebec in Ottawa².

1. *The Catalyse method and the empirical basis of the territorial intelligence*

The Catalyse method has been developed at the request of actors organized as *partnerships*, who wanted to understand the complexity and diversity of the needs and the situations of the persons they were in charge with, so as to act together at the territorial scale in order to improve individuals' well-being.

Catalyse has been conceived for and with the actors of *Mosaïque* “concerted action” from 1989 to 1993 in Franche-Comté within the framework of the third European programme of fight against poverty, afterwards of the programme of social and economic insertion “Horizon”.

It was spread starting with 1994 in about forty territories at the request of multi-sectors partnerships of actors in territories affected by industrial recession and in vulnerable territories from the Southern and Eastern Europe previously governed by authoritarian states. In Seraing (Belgium), old final of industry, in Huelva in Andalusia (Spain), in the region of Ormanság (Hungary) or that of Alba Iulia (Romania) - in all these territories the situation was very degraded at the social and environmental level: unemployment rate over 30% in certain areas, lack of employment for young people and immigrants, precariousness and social and economic exclusion, highly degraded health condition because of the work conditions and of the environment, many outdated or makeshift accommodations, people without social protection, without accommodation, unsanitary environment...

¹ Bozzano H., “Territorial ‘entendimiento’ (understanding), participative process and territorial development: experiences in Latin America. The network www.territoriosposibles.org as part of www.territoriesnet.org”, in *International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence*, MSHE, Besançon, 2009. <URL: <http://www.territorial-intelligence.eu/index.php/besancon08/Bozzano2>>

² Gagnon S., “Toward an objective understanding of spatial dynamics: Description of a methodology and two case studies in Quebec”, in *International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence*, MSHE, Besançon, 2009. <URL: <http://www.territorial-intelligence.eu/index.php/besancon08/Gagnon>>

The actors of Catalyse usually form «development partnerships»³. These partnerships are territorial, temporal networks, connecting remote members working in different organisations. They are multi-sector in two ways:

- They bring together actors from the public, private and associations' sectors under the logics of local governance.
- They gather on a given territory actors offering services in various fields, according to the sustainable development.

They are reunited by a common project so as to achieve together a concrete objective of sustainable development. The diagnosis, the evaluation and the observation are for the most useful tools to evaluate the pertinence, the efficiency and impact of their actions.

Catalyse enables these «development partnerships» to answer three questions :

1. What are people's needs?
2. Can the resources - products and services, individual or collective, private or public - available on the territory fulfil these needs?
3. What are the opportunities and the vulnerabilities of the territory that condition the people's needs and which enable or impede a better adaptation of resources to the needs?

In order to answer these questions, Catalyse suggests three tools:

- A quantitative and qualitative diagnosis, to define and measure the main profile of people's needs.
- A database of resources available on the territory, to be compared with the profile of needs in order to improve the pertinence of services and to evaluate their efficiency.
- Systems of territorial indicators useful in measuring the impact of the activities of the services upon the territory and the territorial community.

The neighbouring universities have always been associated to partnerships, in order to bring the training and the scientific, methodological and technical ground useful in issuing diagnosis, evaluations and observations by the actors.

Since its origin, Catalyse refers to three key concepts: sustainable development, territory and the information society.

Considering *information* as the new vector of development after agriculture and industry, the Catalyse tools widely make use of the information and communication technologies, the multicriteria statistic methods and the spatial analysis, as well as project and evaluation management. It is aware however that the computerization of society has had a strong impact on the economic and social crisis.

Catalyse method is based on a global, multidimensional and balanced approach of the *territory*, geographic space and human community, without eclipsing the people. It comes out of the people's needs and not only of the actors' skills, being based on an individualized accompaniment.

The originality of Catalyse is also based on the respect of the ethical principles of sustainable development and of democratic governance. The territorial diagnosis contributes to the inventory of Agenda 21 of the sustainable development. Catalyse is based on the multidimensional partnership of the actors from the territory. It is a participative approach aiming at integrating the actors and the people in the deci -

³ According to the terminology of the European programme of social cohesion "Equal".

sion-making process. These ethical principles supervise the use of scientific protocol, of the technologies of information and communication and of the tools of statistical and spatial analysis.

2. *Emergence and precision of the concept of territorial intelligence*

The emergence of the concept of territorial intelligence corresponds to the ambition to organize ENTI around a research project.

We suggested the term of “territorial intelligence” in 1998⁴ to illustrate an approach of development of territories based on a scientific, systematic and multidisciplinary approach, which uses technologies of information and communication, integrates multicriteria methods and spatial analysis that involves practitioners in the observation process and interpretation of results.

The first definition given in 1999 is strongly connected to action: “The territorial intelligence is a means for the researchers, actors and territorial community to acquire a better knowledge of the territory, but also to better handle its development. The appropriation of technologies of information and communication and of information itself is an essential step for the actors to accede to a training process, which will allow them acting in a pertinent and efficient way. The territorial intelligence is particularly useful in helping territorial actors to plan, define, animate and evaluate the policies and the actions of sustainable territorial development”⁵. This definition clearly connects the territorial intelligence to the sustainable development at the territory level.

This definition became more accurate in 2002 with the intention to develop a research project that would still stay connected to the action: “The concept of territorial intelligence represents the set of multidisciplinary knowledge which on the one hand contribute to the comprehension of structures and territorial dynamics and on the other hand aims at being an instrument for the actors of sustainable development of the territory”⁶. It created a research action of the project of the Institute of Human Sciences, which gathers multidisciplinary actions in the field of human and social sciences, become today Institute of Human and Environmental Sciences Claude Nicolas LEDOUX⁷.

The state of art of the caENTI project clarified the activity field of the territorial intelligence, which requires the whole range of multidisciplinary knowledge in the field of territory knowledge, territorial governance and territorial engineering.

⁴ Le Monde, 18 mai 1999, “Une piste originale liée à la thématique homme-temps-territoire”.

⁵ Girardot J.J., “Principes, Méthodes et Outils d'Intelligence Territoriale. Évaluation participative et Observation coopérative”, in *Conhecer melhor para agir melhor*, Actes du séminaire européen de la Direction Générale de l'Action Sociale du Portugal, Evora (Portugal), 3-5 mai 2000, DGAS, Lisbonne, décembre 2000, 7-17.

⁶ Daumas J.C., Girardot J.J., *et al.*, *Programme de recherche du pôle “Intelligence territoriale”* de la Maison des Sciences de l'Homme Claude-Nicolas Ledoux, sous la direction de F. Favory, Besançon (France), 2002.

⁷ Gruson L., *Claude Nicolas Ledoux, visionary architecture and social utopia*, in International Conference of Territorial Intelligence, Besançon 2008, 2009. Papers on Tools and methods of Territorial Intelligence, MSHE, Besançon, 2009.

Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Gruson>

The territorial intelligence lived on economic sciences and geography, but also on sciences and technologies of information and communication (STIC) and on knowledge management. The connections with the economic intelligence and the STIC are often at the core of common definitions of the territorial intelligence.

The systems of territorial intelligence make use of the traditional means of spreading information and use the technologies of information and communication through Intranet and Internet sites, documentation, systems of geographic information and data analysis. In this way, Philippe DUMAS brought together “the *intelligence* as a cognitive process and organization of information and the territory as place of significant relations”⁸ and Yann BERTACCINI suggested that the territorial intelligence “can be assimilated to the territoriality resulted from the phenomenon of appropriation of resources of a territory then to the transfer of competences among categories of local actors of different culture”⁹.

The general objective of the caENTI was to integrate the present research projects on territorial intelligence tools, so as to give them a European dimension.

The pertinence of this objective was based on the fact that, since the 80s, the European Union had introduced the project management, the evaluation practice, the partnership and the participation criteria in its calls for project. The scientific instruments adapted to these principles were available for experts, but the territorial actors rarely benefited from simple and economic tools to elaborate, administrate, observe and evaluate their projects.

CaENTI specified the areas of territorial intelligence and clarified its ambitions in order to propose a definition that constitutes the uniqueness of the field and research areas of ENTI.

3. *The fields of the territorial intelligence*

In the scientific field, the territorial intelligence integrates and develops the multi-disciplinary knowledge and the scientific protocols essential to the understanding of territorial structures, territorial systems and territories' dynamics.

The caENTI proved the usefulness of the comparative analysis, at European and world scale, of the intercultural approaches and of the representations of territory. It initiated a reflection upon the ontology of the concept of territory¹⁰, which was a constant theme of the annual international conference of territorial intelligence. It opened, together with the Latin- American network “territorios posibles” the in-

⁸ Dumas P., *Intelligence, territoire, décentralisation ou la région à la française*, in *Troisième rencontres « TIC & Territoire : quels développements? »* de Lille. I SDM n° 16, 2004 <http://www.isdm.org>

⁹ Bertacchini Y., *Entre information et processus de communication. L'intelligence territoriale*, in «Revue Les Cahiers du Centre d'études et de Recherche, Humanisme et Entreprise», 267, La Sorbonne Nouvelle, Paris, 2004, 16 pages.

Available in isdm.univ-tln.fr/PDF/isdm16/isdm16a154_bertacchini.pdf

¹⁰ Led by Philippe Dumas, over the past three international conferences of territorial intelligence

quiry “What do you mean by territory?”¹¹ among scientists in all fields and actors from various sectors at international scale.

For the methodology, the territorial intelligence adapts the fundamental scientific methods, the research protocols and the generic tools with a wide application useful to analyse territories and territorial information. It uses the technologies of the information and communication (TIC) to share and widely spread the territorial information and to cooperate.

The caENTI listed the methods and the scientific tools used for the analysis of the territory dynamics and of the information and of territorial information. It conducted a study on the spreading of the exploratory, inferential and multi-criteria statistic methods, of the spatial analysis and modelling, of the geographic information systems and of the territorial observation and within human and social sciences¹².

A database of research teams on the territory in Europe (420)¹³ specifies their thematic, their approaches and the methods they use. This database is being expanded and analysed¹⁴.

The caENTI has progressively proved that the information, the information systems, are more important than methods and tools. The reflection upon information available at European scale¹⁵ has established however, with the drafting of a web mapping of European scale¹⁶, the absence of homogeneity, the diversity of spatial references and the shortage in updating available territorial indicators.

These are generally economic indicators non-adapted to the sustainable development, because of the lack of social and environmental indicators. Generally published at the town level, the available indicators are not accessible to the territorial actors that usually perform on territories of infra-town scale that often include several towns.

¹¹ Initiated by Horacio Bozzano, and continued with Alexandre MOINE and Philippe Signoret as action as the future international gateway “territoriesnet.org”

¹² Ormaux S., Moine A., De Sede-Marceau M.H., *Inventory of fundamental methods and tools of spatial analysis and of processing of territorial information within the social sciences and humanities in Europe*, deliverable 28 of caENTI, project funded under FP6 research program of the European Union, 2008, 19 pages.

Available in <http://www.territorial-intelligence.eu/index.php/caenti/deliverable28>

¹³ Mollo M., *The Survey on Territory Research in Europe. In International Conference of Territorial Intelligence*, Besançon 2008. Papers on Tools and methods of Territorial Intelligence, MSHE, Besançon, 2009. <http://www.territorial-intelligence.eu/index.php/besancon08/Mollo>

¹⁴ The network territories possibles and the MIT Laboratory of the University of Quebec in Outaouais urged the international extension of this database, other action of «territoriesnet.org» project.

¹⁵ Devillet G., Breuer C., *Contribution to the applied territorial intelligence: reasoned catalog of territorial information available on Internet and sources in Europe*, in *International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence*, MSHE, Besançon, 2009.

Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Deville>, and Filo C., Indicators of territorial competitiveness. In *International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence*, MSHE, Besançon, 2009. Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Filo>

¹⁶ Devillet G., Ostir K., Pehani P., Landre M., *Portal on institutional territorial indicators available on internet in Europe*, deliverable 59 of caENTI, project funded under FP6 research program of the European Union, 2009.

Available in <http://www.territorial-intelligence.eu/index.php/caenti/deliverable59>

The territorial intelligence evaluates the governance principles, which guarantee a balanced consideration of needs, a fair distribution and the perpetuity of resources thanks to partnership and participation. The governance is different from the government in that it represents a temporary framework allowing assembling public, private and associations' actors, who cooperate in order to define concrete common objectives and who coordinate their resources in order to fulfil these objectives in a reasonable and functional way.

The caENTI looked for the best practices in the scientific production that could inspire the territorial governance while respecting the sustainable development. It proposed a « European letter of quality » that specifies the ethical principles, standards and protocols which should be respected by the research action and by the tools of territorial intelligence in a view of sustainable development¹⁷. An assessment tool for development partnerships accompanies it. An internet directory of territorial intelligence projects has been designed on this basis¹⁸.

It studied deeper the issue of the use of technologies of information and communication, which are essential for sharing and spreading useful information for issuing territorial diagnosis, for evaluating the actions and for territorial observation, at the service of projects of sustainable development. This inquiry mainly dealt with the respect of private life and with the accessibility of information and of technologies to all the actors and to the entire territorial community, without affecting the quality of the information¹⁹. Conversely, a study dealt more particularly with the participative methods²⁰.

Finally, the territorial intelligence designs and realizes tools for, with and by the territorial actors that aim at developing their territories in the respect of the principles of sustainable development and of democratic governance.

The caENTI modelled and coordinated the Catalyse tools starting from the actors' experience and ensuring the compliance of the indicators to the European

¹⁷ Miedes B., *caENTI Quality Letter of Action-Research favouring Territorial Governance of Sustainable Development*, deliverable 47 of caENTI, project funded under FP6 research program of the European Union, 2007, 33 pages.

Available in <http://www.territorial-intelligence.eu/index.php/caenti/deliverable47>

¹⁸ Sanchez C., Girardot J.J., *Specifications of the contents of the European Guide of Diagnosis and Evaluation*, in International Conference of Territorial Intelligence, Alba Iulia 2006. Vol.2, Proceedings of caENTI – Coordination Action of the European Network of Territorial Intelligence, Aeternitas, Alba Iulia, 2007, p. 89-111. Available in <http://www.territorial-intelligence.eu/index.php/alba06/Sanchez>, and Miedes B., *The uses of territorial intelligence tools*, in *International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence*, MSHE, Besançon, 2009.

Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Miedes4>

¹⁹ Amiotte-Suchet L., *Possibilities of ICT and tool limits relative to sustainable development, participation and partnership (Catalogue of technological tools)*, in International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence, MSHE, Besançon, 2009.

Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Amiotte-Suchet>

²⁰ Saccheri T., Schmitz S., *Participatory definition of social needs and solution strategies in vulnerable territories (catalogue of participatory research-action methodologies)*, in *International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence*, MSHE, Besançon, 2009. Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Saccheri>

standards²¹. The detailed descriptions useful to tools actualization were defined²². The computer development of new cross platform and cross language versions was set; as well as online versions that pilot a unique database and that authorize processing in real time²³.

Several experiments were conducted in Spain²⁴, Belgium²⁵ and France²⁶ in order to improve the choice of indicators, their formulation and their definition and to describe the processing protocol of each indicator²⁷.

²¹ Sanchez C., Girardot J.J., Specifications of the contents of the European Guide of Diagnosis and Evaluation. In *International Conference of Territorial Intelligence, Alba Iulia 20 06. Vol.2, Proceedings of caENTI – Coordination Action of the European Network of Territorial Intelligence*, Aetern itas, Alba Iulia, 2007, p. 89-111. Available in <http://www.territorial-intelligence.eu/index.php/alba06/Sanchez>, and Sanchez Lopez C., Girardot J.J., Masselot C., European contents specifications of an on line territorial repertory of services, deliverable 52 of caENTI, project funded under FP6 research program of the European Union, 31 pages, 2007. Available in <http://www.territorial-intelligence.eu/index.php/caenti/deliverable52>, and Girardot J.J., Chen D., List of territorial indicators available on Internet for comparison with CATALYSE Data, deliverable 53 of caENTI, project funded under FP6 research program of the European Union, 28 pages, 2006.

Available in <http://www.territorial-intelligence.eu/index.php/caenti/deliverable53>

²² Girardot J.J., *Specifications for the software “PRAGMA” of quantitative collection and treatment software*, deliverable 54 of caENTI, project funded under FP6 research program of the European Union, 2006, 53 pages.

Available in <http://www.territorial-intelligence.eu/index.php/caenti/deliverable54>, and Girardot J.J., Masselot C., Conceptual and methodological specifications for a Territorial Information Community System, including technical specifications for integration of “PRAGMA” with the software of qualitative data analysis “ANACONDA”, deliverable 55 of caENTI, project funded under FP6 research program of the European Union, 2006, 24 pages. Available in <http://www.territorial-intelligence.eu/index.php/caenti/deliverable55>

²³ Damy S., Herrmann B., Masselot C., Benilan J., Thomas R., Ramage M., *Progress and prospects of Catalyse tools Integration*, in *International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence*, MSHE, Besançon, 2009. Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Damy>

²⁴ Fernández Quintanilla J., *Accem’s observatories network*, in *International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence*, MSHE, Besançon, 2009.

Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Fernandez>; Fernández Quintanilla J., Mahia J., Miedes B., *Strategic Observation and Partner ship. The case of ACCEM’s Observatories*, in *International Conference of Territorial Intelligence, Huelva 2007. Papers on territorial intelligence and governance, participative action-research and territorial development, Observatorio Local de Empleo, Huelva, 2 008*, p. 665-6 71. Available in <http://www.territorial-intelligence.eu/index.php/huelva07/Fernandez>; Fernández Quintanilla J., Mahia Cordero J., Girardot J.J., Masselot C., *ACCEM observation strategy*, in *International Conference of Territorial Intelligence, Alba Iulia 2006. Vol.1, Papers on region, identity and sustainable development, Aeternitas, Alba Iulia, 2007*, p. 151- 158. Available in <http://www.territorial-intelligence.eu/index.php/alba06/Fernandez>, and Franco Ligenfert M., 2009. *Planning of the District V. In International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence*, MSHE, Besançon, 20 09. Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Franco-Ligenfert>

²⁵ Charlier J., Devillet G., Brunetti E., Cusumano C., Delvoye J.-M., Doyen P., Urban A., *To a TI Community System: Shared Diagnostic and Territorial Animation of a Seraing’s area (Belgium)*, in *International Conference of Territorial Intelligence, Huelva 2007. Papers on territorial intelligence and governance, participative action-research and territorial development, Observatorio Local de Empleo, Huelva, 2008*, p. 599-610. Available in <http://www.territorial-intelligence.eu/index.php/huelva08/Charlier>

The analysis and the modelling of the integration of these tools within the territorial information systems started²⁸. Designed starting from the needs of actors and of territorial community, they were named “territorial intelligence community systems”²⁹.

; and Rulot C., Delvoye J.M., *Recommendations for the catalyse method uses*, in International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence, MSHE, Besançon, 2009. Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Rulot>; and Meire L., Delvoye J.M., De Noose C., *Transfer of an exploratory observation starting from the European guide: Chapelle-lez-Herlaimont experimentation*, in International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence, MSHE, Besançon, 2009. Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Meire>

²⁶ Peretz A., *Participative management in the elaboration and implementation of the OSUA information system*, in International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence, MSHE, Besançon, 2009. Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Peretz>; and Baccon M.P., *Quality step and sustainable development in “les Jardins de Cocagne”*, in International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence, MSHE, Besançon, 2009.

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²⁷ Mahe I., *Manual for use of the Accem's observatories*, in International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence, MSHE, Besançon, 2009.

Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Mahe>

²⁸ Girardot J.J., *The editorial function of the territorial intelligence systems*, in International Conference of Territorial Intelligence, Alba Iulia 2006. Vol.1, Papers on region, identity and sustainable development, Aetemitas, Alba Iulia, 2007, p. 255-265.

Available in <http://www.territorial-intelligence.eu/index.php/alba06/Girardot2>; and Girardot J.J., Sanchez C., Asensio M.J., *Specifications for a European on-line Inclusion Itinerary Accompaniment File*, deliverable 57 of caENTI, project funded under FP6 research program of the European Union, 515 pages.

Available in <http://www.territorial-intelligence.eu/index.php/caenti/deliverable57>; and Damy S., Herrmann-Philippe B., *Metadata for the caENTI*, in International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence, MSHE, Besançon, 2009. Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Damy2>

²⁹ Girardot J.J., Masselot C., *Specifications for the Territorial Intelligence Community Systems (TICS)*, in International Conference of Territorial Intelligence, Besançon 2008. Papers on Tools and methods of Territorial Intelligence, MSHE, Besançon, 2009.

Available in <http://www.territorial-intelligence.eu/index.php/besancon08/Girardot>

“Catalyse community” will allow downloading updated versions of the tools from the portal of territorial intelligence <http://www.territorial-intelligence.eu>³⁰. Access will also be allowed to online help and to processing protocols.

4. *The ambition of the concept of territorial intelligence*

As emphasized by Jean-Marc BLANCHERIE in 2002, the territorial intelligence is born « from the conjunction of major and interdependent changes at economic and social level». The caENTI went into the analysis of environmental, economic and social crisis that showed the limits and the risks of a way of developing based on the imagination of the consumerism.

During the seventies the oil crisis and the emergence of the information society will question the way of development of the “thirty glorious”. Their effects will be intensified by the financial crisis starting with the eighties.

Our way of development does not correspond anymore to the imagination of the consumerism that the industrialized countries believed to create from 1945, after the World War II, to 1974. During this period of the “thirty glorious”, the countries OECD³¹ knew an important economic growth characterized by an increased industrial production by about 5%, by the demographic growth connected to the « baby boom», the development of urban industrial areas, full employment, the regular growth of the purchasing power and the improvement of the social protection guaranteed by the state.

Since 1973 the first oil crisis shows the limits of a development pattern based on the waste of natural resources and on the unfair exchange with countries from the “third world” which development is still based on natural resources and on agriculture.

Since 1947 these countries gathered at international conferences to claim the ownership of the resources of their soil, more fairness in exchanges and their part of development “because finally this third world ignored, exploited, despised as a Tiers État also wants to be something”³².

During the war in Kippur, in October 1973, the Arabic countries members of OPEP jeopardise to put an embargo on the oil deliveries. They claim increasing four times the part that goes to the producing country and decide a production control in order to keep the gross price high. The barrel price goes up from 3\$ to 12\$. In September 1980, at the beginning of the war Iran-Iraq, it goes to 39\$. It reaches 145\$ in June 2008, after having doubled each year since September.

The oil crisis caused an international employment crisis and an aggravation of poverty that a foreseeing management of the natural resources could have limited. The increase in energy costs slowed down the growth of industrialized countries, cut their capacity to invest and increased the unbalance in their balance of payment.

³⁰ Masselot C., Petit E., Piponnier A., Acs P., *Final portal editorial report*, deliverable 21 of caENTI, project funded under FP6 research program of the European Union. Available in <http://www.territorial-intelligence.eu/index.php/caenti/deliverable21>

³¹ Organisation for Economic Co-operation and Development

³² Sauvy A., *Trois mondes, une planète*, in «L'Observateur», 14 août 1952, 118, pag. 14.

It increases as well the natural handicap of the developing countries that do not own fossil resources, while the leading classes of the producing countries benefited from a situation income, which fuelled the world financial speculation.

The oil crisis contributed to getting awareness on the exhaustion of natural resources and on the risks, such as the global warming, that human activities directed by the will of profit on short term impose to the planet and the humanity.

In the late seventies, the computerization of the society connected to the emergence of the "information society" magnified the social damages of the energetic crisis.

In 1977, Marc-Uri PORAT proved that the main part of the active population of the industrialized countries was employed in the sector of information to produce materials of informatics and telecommunication, to edit software and to produce and spread information. The "information society" is characterized by the massive spreading of computer and communication material at decreasing costs. Our society is defined at present mostly as a "knowledge society" that values knowledge, creativity and human and social capital. Since the conference in Lisbon in 2000, the first strategic objective of the European Union is to become the world's most competitive and most dynamic knowledge economy, capable of a sustainable economic growth accompanied by a quantitative and qualitative improvement of employment and of a bigger social cohesion.

The computerization of society, which was made in three steps starting with the second half of the seventies, increased the environmental, social and economic damages of the energetic crisis. The mechanization of the workshops, then the computerization of the commercial and financial services and, more recently, the digitalization of the information and its global spreading increased the mass unemployment, the weakness of the social protection, poverty, exclusion and precarioussness.

The energetic crisis and the development of the information society reduced purchasing power for the work force, including for the middle classes, to the benefit of the financial capital. The development of technologies of information considerably increased the financial speculation. It became possible to win - and to lose - huge amounts in little time.

The development of financial capital has quickly become very unstable in the eighties. Since 1979, the increasing of the day-to-day rate of the American Federal Funds determines a severe recession and underlines the debt of the developing countries. Ever since, there were counted not less than twenty financial crises. If the "internet bubble" in 2000 is a classic crisis of overinvestment, the "subprime" crisis is particular because it shows that the regular man compensated the depreciation of his purchasing power by borrowing more money under riskier and riskier circumstances, encouraged by the consumerism and by the banks.

The convergent effects of the energetic crisis, of the computerization of the society and of the financial crisis have in the end marginalized social groups and determined the recession of entire regions. They increased the vulnerability of many populations and regions in the world. These crises revealed the economic, social and environmental costs of the development that the citizen is constrained to compensate. They led as well to deep political changes.

The concept of governance also is connected to the linked economic and political trends that lead to decentralization³³. The lack of capacity of the systems of social protection to protect citizens from poverty, precariousness and exclusion, resulted from the economic and social crisis (precariousness, exclusion) and from the lack of prediction of the environmental costs was reflected in a crisis of legitimacy of the United States that lead at the same time to the reaffirming of the local identities, to more administrative decentralization, to the delegation of political competences and to the transfer of public politics of the State to the territorial groups and to financial co-responsibility.

However the governance is not a simple consequence of crises. It is not only specific to regions in crisis, but it comes out more largely from globalization. The analysis of the scientific and industrial park in Taichung, Taiwan, shows that if the economic interest of the scientific and industrial poles emblematic of the globalization is perceived by the investors and at a national level, the territories are confronted to their environmental and social costs.

The accommodation and transport infrastructure were often not created to welcome the migrant workers that form the most important part of the employed workers. The accessibility to facilities implies highways, fast trains, airports, harbours built without consideration to the environment. These facilities often cause bankrupt to local companies and local economy with severe social consequences for their employees.

The governance concerns both the transnational level and the territorial level that absorbs the social and environmental costs of the economic development. In order to face the social and environmental costs of the crisis, the territorial governance is based on the mobilization of multi-sector partners. "The local management strategies have to be expanded to include local governance that refers to a change in the way of governing in integrating self-organized and inter-organized networks characterized by the interdependence of the resources exchanges in the game of autonomy from the State"³⁴.

The oil crises that initiated the awareness of the limited character of the natural resources, the economic and social consequences of the development of the information society supposed to bring innovation and progress, the repeated financial crisis have therefore questioned a way of development based on short-term economic results and on the central authority of the government.

These crises that increase the vulnerability of populations and of territories and that increase in various ways the vulnerability of human groups and of particular territories represent a dimension of our way of development. They form the ambition of the concept of territorial intelligence to represent an alternative face up to their joint effects reproduced at the planet's scale.

³³ Tulchin J. S., Selee A.D., *Mexico's politics and society in transition*, Lyne Rienner publishers, Inc, London, United Kingdom, 2003.

³⁴ Tsay R-M., Shiang J., *Governance and industrial change in the context of globalisation*, in 3e colloque international du Réseau Européen d'Intelligence Territoriale, LIÈGE (Belgique), 20-21 octobre 2005, p. 7. Available in <http://mti.univ-fcomte.fr/reit>

5. Evolution of the definition of territorial intelligence

In conclusion, we can now specify that «the territorial intelligence is the science whose object is the sustainable development of territories and whose subject is the territorial community».

Since the conception of the Catalyse method we stated the sustainable development as the fundamental orientation of the territorial intelligence, having as corollaries global approach and a participative governance based on partnership.

Resulted from the claims of the third world, the sustainable development which «attempts to solve the populations' needs [in priority those of the most vulnerable groups] without compromising the capacity of the future generations to meet theirs»³⁵ appeared gradually with the reproduction and the amplification of the economic, social and environmental crisis as an alternative to “economic” development.

It is often objected that sustainable development has become an ambiguous concept. It is true that it is the object of oppositions that tend to reduce it to a reorientation of the economy or only to its environmental dimension. This is why we insist on the social dimension of a concept by mentioning “in priority those of the most vulnerable groups” so as to remind its origins.

The sustainable development proposes a global approach taking into account jointly the economic, social and environmental dimensions. It cannot be reduced to only one of its dimensions without losing its meaning. It jointly involves a multidisciplinary cognitive process and a multi-sector action based on partnership. We support the idea of adding culture as a fourth objective³⁶. This proposal will be debated at the next international annual conference in Salerno (Italy) in November 2009.

The territorial intelligence is also for a territorial approach by setting as objective the sustainable development of territories. It is based from the very beginning on development partnerships. In parallel to the trends of decentralization of the governance, the sustainable development proposes this territorial approach in «thinking globally to act locally».

During the caENTI, we developed the definition of territorial intelligence in order to distinguish it better on the one hand from the economic intelligence by reference to sustainable development and on the other hand from the Anglo-Saxon concept of community development “which refers to voluntary changes in, by and for the community”³⁷, by a multidisciplinary scientific approach and by the use of technologies of information.

The definition that we propose does not see territorial intelligence as a simple variant of the economic intelligence, it is more ambitious. It does not limit the territorial development to the economic growth, or to the economic competition. It does not consider the territory as a market, as a competition place.

³⁵ Brundtland Report, “Our Common Future”, United Nations, 1987.

³⁶ Ammaturo N., *Cultural Development Dimension*, in International Conference of Territorial Intelligence, Huelva 2007. Papers on territorial intelligence and governance, participative action-research and territorial development, Observatorio Local de Empleo, Huelva, 2008, p. 309-322. Available in <http://www.territorial-intelligence.eu/index.php/huelva07/Ammaturo>

³⁷ Sandu D., *Dezvoltare comunitara*, Iasi, Polirom, 2005.

The partnership, which represents the instrument of global approach, goes against the competition principles as long as it is based on cooperation. It answers however to an economic logic since it aims at gathering available local resources before using new resources.

The networks allow not only to private actors to take part in the decision-making process in the framework of the participative democracy, but also to provide common goods and services.

The territorial intelligence does not aim at eliminating the market, the competition or the competitiveness. It wants at limiting and regulating the market pernicious effects through the development of cooperation spaces. It also suggests at integrating the social, environmental and cultural costs in the global budget of the development projects, being completely aware that this accounting is insufficient because the energetic stakes of the sustainable development are not only economic.

Like the community development, the territorial intelligence respects two ethical principles resulted from the sustainable development: the citizens' participation and the actors' partnership.

However, contrary to the concept of community development, the territorial intelligence is based on the use of technologies of information and uses the tools of territories knowledge and of analysis of territorial information in the context of the knowledge society. The originality of the methods and tools of territorial intelligence is to represent technological solutions that respect the principles of democratic governance and cooperation.

Starting with scientific knowledge and methods, the territorial intelligence designs and creates tools together with the territorial actors who wish to cooperate within a process of research-action to align their projects to the orientations of the sustainable development. It represents at the same time intelligence "embedded" in these tools and it lives to develop a collective intelligence.

It is an embedded intelligence that uses technologies of information and communication to integrate the territorial information and their tools of analysis within systems of shared and cooperative information. A web mapping tool allows for instance mapping an indicator through indicating the desired territory and information. In order to allow to an actor to get this result without reproducing the set of choices of an expert it is needed to automate the multi-criteria and spatial statistic analysis of the territorial information, describe and specify the processing protocols and integrate the expertise instead of the steps that would have involved expert choices.

It is also a collective intelligence that associates the competences in a cooperative way so as to increase, to create and to evaluate innovative, adapted and long-lasting projects. It comes out of a transfer that enables the access on a larger scale to knowledge. For this, it involves training, covering, co-building of knowledge, sharing information. It rallies firstly the territorial actors, the development partners. In the end, it is intended to the entire territorial community.

Territorial intelligence will help coordinate dimensions of sustainable development largely involving everyone in the development of its own well-being, of its community on its territory, and of the humanity on the planet.

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Natale Ammaturo

The Cultural Dimension of Different Development Models

The culture of social development, in general, and that of economical one, in particular, at least in its modern meaning, has its origin in the structural definition of industrialized society. The writer of this essay aims at introducing a short reflexion in which it is possible to distinguish two opposing tendencies that are always crossed each other on the way of western modernity and have characterized the industrial development logic, that is both a capitalistic production system and a development based on protectionist controls. In the first case, the industrial process, promoted primarily by the enlightened middle classes, at the beginning and during the second revolution at the end of the 19th century, has never met the environmental resistances depth, favouring a materialistic conception of production based on exploitation of available resources, involving the human ones. So doing, it has followed a utilitarian logic, aiming at a market economy which has become, in the 20th century the main historical reference subject. In the second case, a conservative culture, even if it has shared the industrial production development, has tried to impose a production rationalization, connected to needs. These two tendencies and others, which are not the object of this research, have been the expression of a modernity culture that during two centuries of industrial development have attracted the attention, but at the same time, have also originated controversies¹.

The logic of production development in industrialised Countries is based on the postulate of consumption and, until when the relation between production-consumption will remain regular, variations and short curves have no relevant influence. Among other things, the industrial process experience, controlled by the State in a protectionist way, has not been efficient, except in some Countries, where social-democracy, as a form of political government, has become the expression of a welfare which has given to people the possibility to satisfy their primary needs at a very good quality level. The absence of a free market governed by its own rules, in the experience of European eastern Countries, has been the main factor in the failure of political economy, giving rise to any kind of poverty,

¹ It is not possible to deal with many theories elaborated in order to explain the several economical crises of the 20th century, neither we aim to commenting the effectiveness of such theories as that of Keynes and others, which, especially at the time of Wall Street crisis (1929), have not only tried to explain and interpret the causes, but also they have proposed some solutions. The references to the development logic of several social-political systems are functional to the difference between two culture that despite of sharing the necessity of a available resources development, have a different way to practise it. Our observation aims particularly at indicating what is the function of the social capital and how this crisis influences people behaviour models.

expression of a socio-political condition characterized by limitations which have deprived millions of people to be aware of these rights as citizens.

It is important to remember that the relationship between production/ consumption has never been subject to rules. Probably it is impossible to control it, and this is because the free enterprise development enters the competition in different Countries. On one hand, this competition is good from the viewpoint of quality and costs, on the other, just because there is no marked control this may cause an uncontrolled production, that does not find easy commercial way out. The market management becomes more difficult because of the financial assistance of banks that invest capitals in order to help middle and small business companies in difficulty, that is that enterprises that have debts. Such investments, sometimes become a heavy burden in times of recession and not always the government measures are sufficient in reducing the interest rate or unemployment to have lower costs.

The long-term recession we are going through in these first years of the new millennium at a world level, coincides with a financial and economical crisis which requires a showdown and a selection of consumption, that in some cases, is judged healthy.

However, this phenomenon results paradoxical because it can be represented selectively if we think that many critics, business men, and shopkeepers' attention, directly involved in the crisis concentrated on the evidence that a consumption reduction means a production decrease, which causes dismissing workers and unemployment, that is serious problems of economical nature to families. It is a vicious circle: production-consumption-employment, that sees consumption not as a possibility, a choice made by people, but as the only way to avoid dismissing workers.

It is necessary to produce and consume beyond any real need, to save employment. It seems that there are not possible choices to this model of development.

Is all this possible? This crisis involves weak social classes and it is true that, in times of great development, the situation of people belonging to such social classes does not change a lot. Middle classes, instead, live with difficulty because in these recession years their wages have lost their purchasing power. Because of this, they are compelled to be very careful in consuming and have to change their life style.²

What could we propose in a situation not easy to be controlled?

Are there variables of development that are not considered or understood by the logic of a consumption culture?

Just because of such a difficult situation, we tend to reflect and consider consumption models not so widespread, because they are microcosms that are the ex-

² It is clear that the expression "have to change our life style" perhaps sounds exaggerate. In fact, most of people, belonging to the middle class, affirm they could, for a time, renounce to their unnecessary goods as a car, new clothes or go on holidays., because these things don't transform their life quality. Thus heavy is instead the, if the crises should manifest in this way it is not so heavy for people; heavy is instead to const we are involved in a deep-rooted culture that considers the development in a one-way direction. Moreover, it is heavy to believe that to overcome the economical sectors crisis, as the car industry one, can bring countries in a situation of normality, considering the crisis as a transitory phenomenon: when it go away (the crisis) we can come back to the *status quo ante*. In reality, many researchers affirm that it is impossible to come back to a known normal situation, we can't return to a lost paradise even when the mechanisms that have generated the crash and the structures at the basis of productive procedures and processes, we can't come back to a beginning situation because the crises modify all the position of elements in the game, so it is very difficult to control them.

pression of a culture which gives importance to available resources in the territory, coherent and congruent models with an economical policy economy promoted by a territorial intelligence, respecting good traditions in defence of the environmental balance.³

One of the aspects of glocalization, which may be considered positive, is the appearance of a communication connected with well-defined contexts, that we can see and observe, in our Country in which with effectiveness, in this crisis moment, are increasing forms of agro food production which are able to favour a development policy. It pays attention to the quality of natural cycles, respecting environment and people's health. In this direction, we can give value to territorial resources and create less advertised, but surely fashionable, employment occasions. This only constitutes one opportunity between others, which indicate alternative paths.

Sustainable and durable development are the main topics carefully discussed by CAENTI group, during several operative meetings and study conferences in different European Community Countries, involved in the project. Sustainable development, which in the past decades, has gained a multidimensional meaning and a tendency in accordance with the indications by the busy Countries in having respect for rules, concerning environment protection in its complexity. Thus development connected with territory available resources, aiming, about all, at preserving the production source without any forms of exploitation that may impoverish the area.

In more developed societies, in comparison with auto-referential and sector-based powers, preserving environment constitutes an investment for the future generation, because the prevention of environmental disasters, as pollution, wastes not easily recyclable, means to be able to use resources in other sectors and create opportunity to work.

However, it is necessary to say that we are still far, at least in some regions of Italy, from reaching that necessary maturity to consider our own territory as an integral part of one's social life: there is not or not yet sufficiently developed an environment culture as a collective good on which depends the individual one. Among other things, if we imagine to escape from the dangers of environment, going to small private paradises, does not mean to avoid risks; on the contrary, this favours those who, profiting by environment policy holidays, pollute the territory only for personal interests.

³ Recently, some researches in the agricultural field, above all in zoo-technical one, have showed that it is tortuous and not very convenient at every level the intensive production cycle on a large scale by industrial organizations. They make not only products on which the quality speech is completely forgotten but make to register an exploitation of every kind of resources to obtain a product quality without every qualitative element. An example of this development model is represented by big dimension farming that in less than thirty days manage to produce chickens and to impose on the national market their goods with paradoxical effects. This answers to a development logic that doesn't consider quality. In Palermo supermarkets or in Udine ones is sold the same product coming from the same industry, whose production source is in the same territory. We mean that the product economical convenience betrays the quality criteria and, at the same time, this global-market model stops large development alternatives, based on criteria supporting the health.

In particular, the fact to pay no attention to southern regions of Italy by people and decision-makers has, in the last years, permitted a real depredation, with the complicity of irresponsible business men and politicians silent assent. Many rich territories belonging to Campania, Basilicata and Calabria, have been hardly damaged, because used as abusive dump, in which it is not yet possible to allow some controls to know what kind of toxic wastes, coming from everywhere in our Country.

To these questions, we have to add others: the garbage disposal in general, especially in Naples and its area, in the recent times, has been a very negative example. To this, we should add the phenomenon of arson, unauthorized building and so on. The responsibility of this situation is due to the indifference of politicians and citizens. It is as the responsibility of these problems would not depend on social subjects. People usually do not react, becoming passive subjects of a situation which they belong to. They accept everything as in the case of natural disasters like floods, volcanic eruptions and earthquakes, for instance.

The territory is not considered as a vital part of our life, it is something different from us, so metimes far from our daily life. The citizenship in its specific value is still far from the culture of many southern Italian people. So these abuses and the exploitation of territorial resources at any levels, operated by specific interests, are not problems for most population, on the contrary the lack of control is for them a positive fact, because before or then someone of them will become a protagonist of another abuse.

The lack of a culture that gives values to territorial resources has not created a content in which it is possible to collect factors and events of one's story through a communication able to define time and organization of the community. This lack makes vulnerable the present and reduces the possibilities of development of that phenomenon which expresses itself as social relations and that represents the social capital for a community. The social capital is an indispensable and mainly resource for any innovative project, as territorial intelligence which the choices of those available resources depend on, resources that are considered adapt for a model of development.⁴

Because of this, we share F. Vespasiano's thought when, carrying out a research about the local development and production of innovative processes, states that «it is impossible to set aside an analyses of the relationships among those who live in that territory. People and the social contacts they create and support on the base of mental schemes, to which they are socialized, and their hopes to be successful, they choose and activate resources that are more adapt to the development mechanism»⁵.

⁴ About the social capital it has been made in this years a lot of literature that has given different definitions of this concept. We only indicate, apart from Bourdieu, Coleman and Putnam's contributions, the Italian ones, Donati, Piselli, Di Nicola. However, we are agree with these different definitions because in their whole, constitute the observed existent multiplicity in the conceptual unity. As definition shared by all the authors, interested in this problem, we can indicate James Coleman's definition that distinguishes as «relational acceptance for which a territory results more or less endowed of social capital if its actors can lead more or less cooperative and trusted relationships» (Vespasiano F., Martini E., *Innovazione senza capitale sociale*, Milano, FrancoAngeli, 2009, p. 8).

⁵ *Ivi*, p. 9.

For those territories, that have no indispensable resources of sustainable development, which might represent the incentives in order to recover adapt resources to needs? How can we intervene, that is, in which way or through which channels is it possible to suggest models able to activate a congruent development? Is it possible a cultural integrated graft, selecting those resources of environment from which we can expect innovations, suggesting models of development that have less or nothing to do with the cultural tradition of a territory? What can we indicate as environment if we give to these terms all the forms of communication that we can refer to the local and global as forms of complexity?

Is it right to think that globalization can favour local development because it makes possible to discover values that remind the best tradition? Or is it preferable to think of it as the place in which we can define the belonging to a community, reproducing in this way a sense of identity otherwise neglected or lost in a vague obscurantism?⁶

These questions can't be avoided because the political choices, that mark the territory future, depend on their answers. The choices and investments which should promote the recovery of particular intelligences expressed by every territory and that, because of several reasons, in many cases, is compelled to remain out of political management, because some prevalent powers defend private interests.

In these cases a political national participation would be necessary to guarantee common good, controlling resources management, through the election of some enlightened and emancipated people, as the driving force of the territory development. In this case the territory intelligence would represent the initial form of that social capital which in the course of time will establish itself as an indispensable resource on which depends the area fortune. Social capital is considered as a cultural open to the world, keeping its roots and showing its own identity by which will be possible to mark distinguish and opportune paths.

In some cases it is indispensable the economical, political, and national intervention to promote the territory development hampered by hidden powers.

Obviously, we do not want those kind of interventions are adopted on a large scale, as we have seen in Italy in a recent past, because in such cases no territorial intelligence has been invested; neither it was possible to rely on the social capital because it was inexistent. The cathedrals in the desert, in this way were defined the development projects in the south of our Country, in the '70s of the last century. They did not find people ready for them, because in those areas had not been created yet an industrial culture, still behind the times both an economical and cultural point of view.

The southern part of our Country still needs solidarity and help. However, we know that deviating systems coexist with other ones and represent a serious obstacle to reach an authentic and real territorial emancipation.

⁶ We share, at this point, what Ronald Robertson and Kathleen E. White affirm, pushing back the fact that globalization reverses local stories, that is a different reading of the phenomenon "most of production and local re-production represents a pan or super-local phenomenon. Most of things that are often considered as local represents really the local expresses in recipes terms or general patterns about and for local" (Robertson R. & White K.E., *La glocalizzazione rivisitata ed elaborata*, in Franciscu Sedda (a cura), *Glocal. Sul presente a venire*, Roma, Sossella editore 2004, p. 14).

The environment and the territory in this short paper, are considered as a particular and universal whole, as containers of all that exists, as wide contexts, both if we refer to natural elements and to components related to society and environment.

The territorial intelligence which has been a main topic and around which CAENTI has built a theoretical framework, is not an abstract category. On the contrary, it has been considered as a development subject on which depends the territory destiny. However it is also the product or the result of that part of territory to which, because of merits gained during the years, we can give fundamental roles in governance composition, because it expresses:

- a) capacity in having relations, in projecting, in selecting available resources, on which we can base a programme for development, that can coincide with duly shared and durable interests;
- b) effectiveness in recovering among so many technologies that are fit to be used on the territory without producing negative effects;
- c) efficient to manage both the abilities and the effectiveness in relations with different situations in the world, in a dynamics process that also represents a corrective of a valuation and revision of one's proposals.

The idea of a development that can be measured in quantitative terms, has transformed rich and wealthy territories into deserts and during the modernity, it has been abandoned by organizations that supported this kind of development in the past. Territorial development culture originates from the awareness of people who govern. It exists different social systems because of their development types which represent territory peculiar traits and for this reason they can't be neglected. The respect of these differences, bound to the territory, leads territorial intelligence to abandon the idea of a development that does not correspond to the defence of available resources in the social capital.

In the course of the years, it has been created a culture that also defends material goods production, making people acquire a different concept of consumption and nature respect. Development, according to immaterial culture, does not mean to increase Gross Domestic Product of a territory only by exploiting its available resources. The endurableness of development is measured by the respect of the territorial balance and in its innumerable components. The rationalization of the right relationship between production sources (in processes that involve natural resources, labour and distribution policy) and territory, in its complexity, characterizes, nowadays, the main reflection of highly developed Countries. Globalization has played a relevant role in constructing a territorial identity and the condition to belong to a socio-cultural context, accepting both internal and external differences and diversity, constituting society. However, we have to ask ourselves how territories with not many resources or characterized by a lack of social capital can overcome their difficulties, caused by unstable conditions? On the other end, a territory sustainable development has to compare with external situations, or we should be inclined to think that a market can withdraw getting profit only from its own resources. Just this has compelled to poverty several Countries and Southern Italy in many of its provinces is still behind the time.

CAENTI in its project has given priority to the role which territorial intelligence expresses and plays in promoting all the project that considers qualitative development as a primary target. It is important to have a prevail culture, a culture that distinguishes quality and quantity, considering there are two factors at the same level. A culture which promotes immaterial goods production and consumption, defined as post-modern by many scholars in a position which is not in favour of materiality and quantity of goods but promotes a different relationship with the world we live in.

It is clear that we do not undervalue the aspects of consumption bound to modernity; the problem of hunger has been the bet of modern, capitalistic and industrialized societies. However today the aspect which draws the reflexion of modern sociologists is the analysis of the cultural components that express the necessity to abandon the logic of consumption which produces an identity model of the type: the more I consume the more I am.

On the other hand, the evolution and emancipation about any kind of needs has produced a passage which can be seen as a gradual freedom from possession.- consumption of things to come to a choice based on values of goods and products of immaterial culture. The tendency is that of a critical detachment in comparison with forms of possession and exclusivity, which however does not mean to renounce enjoyment. In post-modern culture, even the need to "take part with" has become more relevant and stimulates towards cooperative forms deriving from shared interests.

The promotion of actions which make men aspire to other value is to be considered as a sort of emancipation so evident in contemporary culture, it has overcome, in the course of centuries, class differences. However there still exist obstacles to reach a full and recognized equality. Many contradictions of our system do not allow to come to full understanding of an individuality recognized as emancipated. What is paradoxical in our social systems, and particularly in Italian ones, is that individualism very often prevails over collective good: private conditions public and it is just this tendency a limit to democracy which makes systems vulnerable, not detached from forms of charismatic system. This can mean that social and individual emancipation are not constant. It may happen that a destiny of a territory or of a Country changes, because of new middle ages in which human rights are obscured by traditional prevailing forces.

To sum up this work, it is necessary to underline the most important points: a territory sustainable development depends on giving value to its resources among which the human ones have an important role. They project, program, select and promote finalized interventions.

Second, the main resource on which Italy can rely is represented by tourism. In the course of meetings, held in Italian universities,⁷ when tourism has been the main topic, it has been possible to compare different offers in this sector, in spite of being aware of the potentiality of such activity in economical terms. Regions as Sicily and Calabria are at the beginning of a new communication, a new future as

⁷ In this occasion, we have to remember, with a sense of esteem, our friend and colleague Paolo Stroppa, who is no more here. We remember his generous abilities to involve people in important researchers on tourism.

regards their economy. Their natural beauties, monuments, relics of the past, works of art, are still unknown a broad. Southern Italy knows a limited tourist activity if compared to other places which not so rich in terms of attraction, offer better services to visitors. In this case, the territorial intelligence becomes the main factor for place development. It should also play a role in offering opportunities and facilities to visitors, giving value to typical local beauties with are not found in other places.

At last, the guide-lines that reflects the meaning of integrated development concept can be defined by distinguishing three factors: culture, economy and social, without a priority order. This does not exclude that, in a particular moment, economy, society or culture can take a guide-line. What we say about any analyses tries to understand the burden of a system on others is not complete, because of forms not visible, it is possible to notice modifications in the system. In any case, at theoretical level, even if we recognize the emancipation of a system compared with others, one observation moves towards procedures that have made possible this kind of development. As regards territorial intelligence the relationship in its different communication forms, plays a primary role in a global society, We know that the territory development through the increase in value of its resources is to be supported by information systems. In this way, globalization can give light to many world, which until recent past, were constructed into a silence and bordered to the visibility of a few people. Especially in South Italy, we have places whose past and history are lost in a collective memory. Customs and habits which have survived during tragic events (wars, earthquakes and so on) obscured by a modern culture that prevails on the past, now thanks to globalization and information systems can know a new life. The territory, linking to other ways of life and cultures, becomes richer and able to modify its production and relation ways.

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Andrea Barbieri, Emiliana Mangone¹

Social Politics of the State and Territories

Taking into consideration the reality of the territory, we are presented with a particular sharpness in the field of social politics². Since the social politics of the state are about fundamental rights, essential for social cohesion and individual well-being (health, occupation, training and insertion into society, etc.), we cannot see their effectiveness if we are looking at the place of people's lives: this headline the territorializing of the state in the social field should be carried out in an exemplary way³. At the same time this field comes across multiple problems which give several different politics. These services have been placed historically, culturally and operatively but have nothing in common with one another. In this way what we evidently see in the public sector the inter-ministerial approach rather than the global approach to situations which are associated to this most of the time. Overall, it is important to estimate that the territorializing of state action risks, in a social way, appear at a brutal breaking point with major inheritance, building up over tens of years of intervention which answered to the approach by (population) (people who suffered handicap, people with similar pathologies, and those whose social position had those connections.) We can therefore see at first sight that it would be potentially risky for the effectiveness of the politics in question and also for the population it is addressed to. The promotion of territorializing levels out and upsets the naturalization of such matter⁴. It would be better if we could manage the two approaches together rather than separating them. It is therefore clear that we are faced with a difficult task to collect a *fortiori* for the Ministers whose ways are often seen as being too weak compared to the depth of their mission. This would result in problems for the organizations whose task would be to pull out the best of both logics.

It is from this point we would like to start our paper. The paper is logic and does not take on board the political side of things in which the sustainable level of decentralization is about and is an example of engaged debates on extensions of new competences to be transferred to the occurrence or case-for-case, to the collective territories.

¹ This paper is the fruit of a common reflection of the authors: however, in the specific one, Andrea Barbieri has written up the introduction and paragraphs 1-2, while Emiliana Mangone has written up paragraphs 3-4.

² Torchia L., *Welfare e federalismo*, Bologna, il Mulino, 2005.

³ De Leonardi O., *In un diverso welfare. Sogni e incubi*, Milano, Feltrinelli, 1998.

⁴ Ferrera M., *The Boundaries of Welfare. European Integration and the New Spatial Politics of Social Protection*, Oxford, Oxford University Press, 2005.

Thinking about the present equilibrium of those competent in this area, and without breaking away from the field which is to be looked at, the paper is essentially limited to examining the coming together of the levels of pilot schemes and putting into action the politics that can help bring them closer to adapting to the characteristics of the territory in which they will be implemented. It will touch on better ways to answer the needs of the citizens and the local actors. To be more precise, two questions go through the paper: local services and central, which are competent in social fields, if they have managed to integrate the first evolutions linked to the territorializing of the politics and are they prepared to manage to get over the new steps that are more probable.

The important point of view is that of the politics of the state: the depth of covered areas in social politics, the multiplicity of the politics, the number of the partners interested, and the variety of the devices which make them unrealistic to ambitious choices. To this, the thought politics put into being from the collective territory are not treated in the studied argument; on the other hand, for each time the state and the collective territories put forward prerogatives in the same field, the tie is evidently established. One of the key elements of the problem of the territorializing is the influence which it has managed to have on decentralization and on the adaptation of the territories of the state politics⁵.

Two series of consideration have dictated the way of understanding and treating the matter (social politics of the state and territory): (a) its complexity, linked to a character, at the same time globalized and pro-informed and (b) the particular *betting* it represents for the Social Ministries, in the eye of adapting to a heavy evolution, which was possible and will be probable. Our paper (which is a work in progress) tends to describe these choices and focus on the work and analysis of certain aspects judged and discriminated and not to define absolutely the best way to carry out a territorial work, but to think clearly about the capacity of Social Institutions and their Services and how they adapt in a better way to the evolving ways which are to come.

Taking into consideration the reality of the territory in which it operates, in a general context is shown by its complexity. We can assist the elimination of the traditional model in which there was homogeneity (i) in the districts to which the State refers to, to carry out its actions and (ii) the districts used from the collective territories to decentralize politics. The country, today less predictable, is characterized both by the growth of the territory that is better from the best legislative definition (to the Towns, Provinces and Regions we add Cities, the agglomerations and the Institutions of intercommunity) and from the concept of projects of the territory. To these distinctions we can add the differences between the areas mentioned to assure the different phases of the public action: the observation, the strategic piloting, the operative piloting, the co-ordination of the actors, the derogation of work, the valuation, etc.).

The simple programming, which comes from the idea of « *a subject of competences* », becomes uncertain from the point that each collectionist has the

⁵ Ferrera M., *Modelli di solidarietà. Politica e riforme sociali nelle democrazie*, Bologna, il Mulino, 1993; Ferrera M., *Le trappole del welfare*, Bologna, il Mulino, 1998; Ferrera M., *Le politiche sociali. L'Italia in prospettiva comparata*, Bologna, il Mulino, 2006.

capability to take care of each question he thinks is important to face. The backing up of a contract (social) often allows such evolution to be legitimate.

Even managing the objectives of the territory come hand-in-hand with this. Originally the managing of the territory was incarnated in the making of great plants which gave a structure to the territory and helped by large companies furnishing them. These were placed in areas (desert) (marginal and/or poor areas). In this way the different territories were given equality. Last but not least, progressively, the object of managing the territory has moved on and today it is the agglomeration and the countries that are central to the debate which are looked at. When this is activated the biggest problems which emerge come from the fields, socially and politically and managing the territories.

Introduction

Moving away from centrality of political action we must look at social institutions and keep in mind a similar point of view to those commented on before so that we can value the performance of the institutions.

We therefore need to choose different points of approach, those of the territory and those of the capabilities of the social politics and take them both into consideration. There are various things which need to be done for reasons which are significant: (a) for territorial politics to fight against unemployment over a long term and social exclusions, (b) to place the projects on the territory of the State Regions, (c) for the politics of the city, (d) the observers and the functioning of the observations, (e) for the pilot scheme regionally in the health, and not least, (f) for the central administrative strategies in the process of territorializing of public action in the field of social acts and employment.

What comes out from this immersion into the territory? The concrete firmness and progress of local administration, but varying advancement depending on the questions taken into consideration by the territories. This is because the progress and advancement depends on the co-operational work of the local actors, factors which are contemporary, essential, fragile and incidental.

Other things have also been contested like the extraordinary complexity of the institutional schemes which have been put into being for «squares them» with the territory, the singularity and simplicity given, having an effective locally opposed to reproductively, the complexity of the structure and the parameters and damage from adaptability. These are in synthesis, the lessons which we can extract from the meeting of state social politics and the territory: this is because the local reality is often complex, often different and it needs the constitution of different acts which all depend on the place and politics.

Going against certain assumptions in central administrations and public administrations we have gained experience from the necessity to renew the pilot schemes deeply from social politics to local measures. The results are still unequal and most of them try to fully pull the consequences towards their own organization and to their own functioning. This is also a sign that the territory is on a backwards path towards administration and politics which have been put into being and the capacity of continual observation in the field of space where they grow. These

organizations, far too dispersed at present, are those of power. If the state, which guarantees equality of rights, must provide the means for diagnosing, checking, and valuating it must put everything together on the territory and it must all be shared. Faced with these reflections and these valuations characterized as being unfinished, two new «in the pipelines» are formed which are able to unbalance the fragile balances already existing:

- there is then a new step towards decentralization, the bringing together of simpler forms of competences between the state and the collective territory: the need to stimulate and reinforce experiences by transferring duties to local country administration which in the past were not part of territorializing
- the debate on (federalism), which brings with it logics, well thought of, responsibility and clearness. It must introduce itself into a pilot administrative scheme, but it is to be founded on a logic which is too vertical to identify the competences and value the public politics. From this point of view comparing it to a more horizontal logic, that of the territory, we are giving a greater question to the institutions.

1. *Proximity, equity and quality*

If we want to carry out a valuation, that implicitly needs also the need of controlling of the social/political it is necessary that we pay particular attention to the conditional exams and answers to the needs of the population where they are evident. Public action cannot be judged only by its own intentions and neither on the quality of the tests that express the objectives it gives: it has been the results of these public actions that have relevance.

It is then in this *esprit* that the relational themes are connected with the use of social politics. The objective is that of describing the difficulties and the success registered in the adapting to the State social political characteristics of the territory, until it answers in the best of ways to the citizens and the local actors.

The choice of this argument has also been chosen for its actuality. Taking into consideration, the reality of the territory is however built on a component which is obligatory to public action, since it is in three main sectors for the citizens they found a judgement on political activity to their needs: (a) the proximity, (b) equity, (c) quality.

1. *Proximity*

Citizens hope that public powers give up on the ideas of uniformity of the procedures and also that they adapt to what is available in the territory characteristically and that they co-ordinate with major importance to the diversity of their hopes. There is a very strong social question in favour of the closing of the pilot schemes and putting them into being by the politics in favour of that that the language is technocratically -designed under the name of territorializing: from an action carried out with major closing and attention to the territory we hope that there is a major realization to the objectives, a major mobility to the actors, a major adaptation to the action taken. For this reason it is better not to re-address the proximity of an excess to virtue: it is not always enough to assure the knowledge of the

public to a fine level that we would hope or want and without trying with a social and geographical administration put in place in proximity of the citizens works automatically in a more satisfying way and more respectful of their rights. We could also take into consideration a question about the guaranteeing of equality that they must integrate; every public action must not be carried out with a minimum of distance in relation to the social question.

Even if, the objective of a public action closer can be reached by other means that to introduce the different concepts that they can have from the territorializing and the role of the State:

1. taking into consideration the reality of the territory, and their diversity, and the reduction of the inequality between them can, in a certain way, operate in a State that defines its objectives together with the responsibility and priorities that it is given, organizing the adaptation of its politics approaching local needs starting from its criteria and with its method, and answering with its advice;
2. in virtue to another model, that derives from a conception that we can qualify like «ascending», the initiative starts from the local actors that identify their needs and organize and take on the action which allow them to be answered to, and the role of the State consists in the articulating of these projects, which have come from the territory with its objectives and furnishing them with a correct support.

Most of the time territorializing follows certain ways which are clearly seen in both conceptions but they depend on the different types of combinations, at times they are more realistic and withhold ambiguity. These are applied, in first place, to different public sectors carried out by the State: what would it be about? In this case, it would be about measuring to a greater extent the needs of the people, organizing an authentic concept, to that of live power of the sector chosen and taking into consideration every thing before putting the strategic objectives into action. This would enable provision of local diagnostics and give important marginal moves to the authorities which are decentralized and give the power to apply them.

The summing up of such political sectors, even if they were fully decentralized, are not enough to answer to the needs of collectively which the territory needs. These are not satisfied through the only way of using State instruments and, until local development, there is the necessity to have a road of mobility with a project together, that is then associated to the state, the collective territories, organizations of social protection, associated movements, the habitants

What is important is the capacity to organize their complementing one another, and the systems of the relationships which put the means into synergy with the means which are used by the other actors, in proximity of durable dynamics. From this there is an importance of using new instruments like: organized information and mutual, divided analysis, and conventions.

These condensations can guide and address preparatory works that aim at putting them into light:

3. the way in which it is taken into consideration the diversity of the territory and their social economic characteristics:
4. the level and the way of concept with the local, public and private actors, who are also dealing with the same field of state intervention, and who give disposal to their own dynamic and a legitimacy which is often strong;

5. the grade of consistency, measured mostly to the land intervention of different services – that are from the State to public institutions or to the collective territory, or in particular, dealing with the same politics.

b) *Equity*

Two movements go together and are comforted by one another: the best knowledge of the diversity and the unacceptability of the inequality. On the contrary to what is suggested by *Jacobin* argument currently admitted, the uniformity in applying the public politics do not guarantee the equality of treating and, overall, they do not bring with them remedies to any unequal structures that on the contrary call on measures of positive discrimination. Since the lining of all territories on the only model of development contradicts the heterogeneity of the situations and are revealed as being unproductive when faced by the necessity of reducing the unusualness, we await from the territorializing that it helps to identify the local needs and that they contribute to give adapt answers and not monolithically. This supposes an evolution in the concepts that nature can have from public intervention on the territory:

6. in a central vision, a national territory is cut down to homogeneous zones to which the same disposals are applied. All the cutting and putting together of the national space in homogeneous zones (for example, in areas of employment – the local job systems) can be the starting point of a more convincing analysis in the needs of equality if what needs to be highlighted is the potentiality and the needs of every territory, if this local diagnosis brings the adoption of differentiated measures from one area to the other in function to the specific characteristics observed. This process is, for example, that which is adopted and contrasted politically against long-term unemployment;

7. in another optic the objective is no longer to cover the national territory but to disseminate and individualise areas that must make up the object of a particular backup which is destined to fill up the handicaps which are suffered. This is the optic adopted by the politics of the city;

8. the mechanism of the recognising of the countries, affirms the concept that is radically different in the central level, understands the general picture and incentivises and/or gives mobility of the legitimate actors to identify the global components of development and to leave and/or stabilize and/or decide for themselves the area to apply it to.

To understand the dangers of being put into action the politics of every point of the territory, cannot be significant that the State renounces the principal of an equal access to all social rights. On the contrary, the territorializing must allow an adaption to classical politics to explore, examine and study deeply ‘the local margins’.

c) *Quality*

What is awaited from the actors of the territorializing?, since it is closer to the question and so more sensible to the necessity to public action directly, that must be particularly careful to the needs of the transversal and the coherence in the work of administrations. Since the excessive vertical political segmentations (for the Ministries and their internals, for the Directions, for Services or Offices) bring dysfunctions or contradictions and harms legitimacy and the wellness of public action,

the “territorializing” is understood like a means to better the quality of the services taken. To this title, it is one of the components of State reform and the modernization of the administrations.

Territorializing and modernisation have growing opportunities and radicalise in the *esprit* and in the facts only if there is a strong political will to address it in this sense.

In this way it is understood and accompanies the decentralization of carrying out the public action. In this optic, the way in which the central structures have faced the logics of decentralization and of territorializing is not different. Have they effectively organized the decentralization, growing significantly in local responsibilities (clear directives, put at hand and performing means of observation and the collecting of needs and manoeuvring margins), with an accompanying which favours the effective exercise of these new responsibilities (balancing procedures and human managing)? have the central Administration Directions of the agencies and of the National Public Institutions put into action the instruments which allow them to carry out the mission that they compete in, of strategic piloting, of accompanying, of regularization and of valuation?

2. *The territories of social politics*

To ask oneself about the adaptation of the social policies of the State to the diversity of the territories imposes a preliminary reflection on the same concept of territory. According to a more frequent meaning it is about an organized space with fixed limits, where an authority has put into practice a power, a competence: the territory and, from here, founded on the idea of a coherency in services. So since the balancing or the equity are absent or not well-assured it is necessary for there to be *management* of the territory.

Since then this first definition would be better distinguished in different ways, the territories that the existence is guaranteed from the Constitution or the laws (the Town hall, the Province, the Region) and to those whose limits are not changeable and can only be done by complex procedures to those on the territories *ad hoc* that reflect a real homogeneity. This real homogeneity can be built upon starting from quantitative dates:

- *places ex-measured*: those that make such an area different from its neighbour and builds a certain territory; for example, having a density of old people (or doctors or long-term unemployed people, etc.) for a certain number of habitants and will be significantly different from the density observed in the areas near by;
- *fixed ex-ante* in an optic which is planned: for every territory that makes up a certain number of habitants, there will be the need for the same amount of beds for surgery or psychiatric places to answer to the needs of the population;
- *descriptive*: when we are talking about the being part of a certain lifestyle this is measured by the number of people who are in such an *hamlet attractive* to make such an acquisition or activity (work, free time, cures, etc.)

More than even quantifying data, the homogeneity can be built around a project: that distinguishes a territory from a simple space and then the existence of a project that is founded on certain similar conventions, divided by the local actors and

shown through the regularity of the behaviour of co-operation of these actors. Until the project is not ultimate, the territory remains as a 'work in progress'. Opposed to this is the conception that the territory as space as living or space that makes social cohering to the geographical territory made, fixed, and undergone.

Little by little, the territory is often made up of a reserved space, if not exclusive, and assimilates a field of action to a zone of attraction or influence. The territory then makes a placed game and pulls on strategies, meaning conflicts, as long as the legislation gives the rules to the game (like the plant bot h for the selling of the activity of the pharmaceutical products that the chemical pharmaceutical industries, for example). Everything is subjectable, but seen positively, and it is the being of a territory of a population that has its identity referrals and makes its lifestyle.

Facing the existence of authorities' territory, project territory, proximity territory and management, planning and co-operation of territories are we capable of providing examples which testify a cohering research of public action? How could the State be positioned in this research and help it without be suspected before?

The general characteristics of the norm being defined at national level distinguish often the stair of elaboration of strategies of intervention (the Region) and the space of a proximity that is that of the action (the Province or, more recently, the inter-provincial). The result would be that of making necessary proximity-respecting strategies which are defined by different methods.

Overall, this concept of proximity must be reinterpreted to the dimension of the space lived: everyone belongs to a place even if it moves – even more, and in always further. The dimension of the area can no longer be restrained to the space of the habitat: it must also integrate all the relational functions.

The difficulty arrives with the development of public transport which brings with it its own 'territory'; depending on the place it attends for its buying (the hypermarket or small groceries in the proximity), the cinema where one prefers to go («art et essai») in the centre of the city of complexes, with multi-cinemas in the suburbs), the school where people send their children (public or private, non-religious or religious), the health centre one chooses (hospitals in the area, university – the furthest away but the best, private clinics), etc. This tendency to create its territory in function to one's own choices is not only lived as not having a remedy, because it is linked to individual means of communication, but it is encouraged in that which testifies the passive use gives way to the active use on the consumer.

In these conditions we cannot be afraid of a distancing which grows progressively between, at one side, devices that answers problems which are collective and take into consideration the national norms, and from the other side, individual behaviours that are not forced. How could these means of intervention of organization that must no longer be limited to offer every one the same services which are founded on the norms but must be made up and come to agreement with the needs expressed by every individual?

To organize the national territory together with coherent territories in the area could imply that there would be two roads meeting that cannot be united:

- from one side, the voluntary action of central public powers that are willing to subscribe to the space of public objectives that outlines, draws – to do this – some

districts that can themselves be defined by frontiers of zones which are already institutionalized or defined by zones ad hoc;

- from another side, some local dynamics that also adopt their own areas of development in the name of autonomy of the voluntary and strategic development of local actors who are willing to lie in such a territory, to live and hope for their business, to give them an identity that is also theirs.

Can we imagine that, everywhere, the pertinent territory for the rational central organization is both at the same time a territory of projects for the local actors? It is on this level that the question of the social territories is argued.

The difficulties to individualize the «pertinent territory»

If we remember that the territorializing follows the objective of adapting public politics to that of the local realities we immediately measure the importance that is given to research, in public politics and that of local realities connected to 'pertinent territories': What appears like the most adapt to making this phenomena, we want and observe or those we desire and want to intervene on, will be the most appropriate to organizing the answers and the needs identified to a more homogenous method of making and carrying out collective projects.

The necessity to give a sufficient framework to the action of the State brings us to consider that this pertinent territory must be, except for some exceptions, a higher size to that of the Council. On the contrary, the worries of being accessible to the people who use them and available to locals must adapt to understanding and warning the different *lands*. This pushes for the need to look for a reduced scale of the of the Province. It is in this way that the question of the pertinent territory has an importance at infra-provincial level.

At the point where public action is fragmented in too many political sectarian numbers, nothing assures that the territory which is known as being pertinent for such politics will equally be for the putting into action of other politics. On the contrary, everything brings us to think – for example – the health services should be limited in function to certain data like the question and the offers which can help while the occupational sectors will be referred to by the moving of work and home. When the themes considered are so far and distant one from the other little is the heterogeneity of the subdivisions of the districts. In compensation their diversity can make a convenience which is greater when complementary politics is at hand that aim at similar politics, identical.

Does *an inflation of territories*, that would be able to multiply the risks of incoherence and stop the action, exist? If we were to occupy ourselves in a movement of rationalization of the areas used from the services of the State, could we understand it independently from the movement which operates parallel to the side of local collectively with the creation of land and agglomerations, with the development of the inter-community?

The previous demands bring up two questions: Do the political natures of the social field, and the conditions of their putting into being, allow us to project a more rational schema of the territories of intervention? Must the operative zones fixed by services by the State evolve to coincide with the new project territories that draw the managing of the territory and the inter-communality?

The conditions that the putting into operation of the territorial politics have been organized bring us to conclude that it is certainly possible to rationalize some of the territories. The exercise supposes that there should be a double equilibrium found, in the first place the equilibrium of the State services. Since every zone is politically linked with its general politics and the picture out into being are defined from the central administration and to this last mentioned must return the initiation of reflexion on a harmonization of the territories. This must then be a supplementary occasion to interrogate internally: the closing between the management that make the functioning possible such as «*canne d'organo*» and is brought into question. At the same time the necessary implications of the central administration must not bring a recentralization of the places where the previous directives were managed and had certain margins of manoeuvres for the decentralized authorities, which also include the subdivision of the public territories and then at a second glance the equilibrium of the relation between the State and the collective territories. The State services cannot ignore the impact of the recomposing of the territory, brought on by laws which are relative to the managing of the territory and to the intercommunality.

All this conforms to the spirit of these norms, this composition is founded on the voluntary action collectively and on the concept of territorial projects. The present state of things does not guarantee that the new space created covers the all-togetherness of the territory equally and does not adopt subdivisions that are pertinent and will weigh including the putting into action state politics. This last mentioned must be more careful because the evolution in progress in politics is carried out by the decentralized collectives are more complementary to its own. The State cannot carry out the principal of the coincidences of the research between the areas that have already been created and those which come out as progression and development of intercommunality.

In this area we do not want to formulate precise arguments which are related to the possible rules which must be followed to modify the areas surrounding which have already been used politically. Vice-versa, it appears clear that the State services, central and de-central, build together and quickly, a vision which is linked to what comes from a real strategy of territory. The developments which follow draw the boundaries which could build on this reflection:

- giving up on a *universal* operative territory could have the need for a unique picture to the declination of the togetherness of the politics launched by ministries that are busy with and or have competences socially;
- find the right place for what is questioned for the harmonization of the area used for public action;
- not to ignore the development and dynamics of the new territories produced by the norms, relative to the management of the territory and the intercommunality.

Giving up on a "universal" operative territory

Among the different possible schemes which are added to simplify acts that are put into the territory by the ministerial politics that deal with and or have social dealings, there is also the hypothesis of *finding* the unique territory, which seems to have been put aside from the start. The different nature of the followed objectives brings us to an approach and a different utilization of territories; the central ad-

ministration would be right in critically saying that if it were to decide to let pass the *territorilazione* through the way of the only districts of “common rights” (for example the neighbourhood) or only through an inter-provincial district. In other terms, it is firmly held that the different areas for each politic, that for which the central administration shows its aptitude to recognize that local realities are expressed differently from one area to another. The ambition must be that of simplifying and harmonizing, and not unifying.

The different functions that are carried out help us eliminate the concept of a unique territory. If certain functions of observation, strategic piloting, coordination of locals - only if they stay the same at regional level and otherwise - and, in particular, the treating of individual situations, keep the evidence of an interprovincial level. This point pushes us to highlight that a *surplus of territorilazione* does not have to pass through a *surplus of proximity*, for the services of the State whose mission is founded on equality of citizens and guaranteeing balanced economic macros and its knowing how to do this, is expressed, moreover, in its coordination of works.

If it is urgent for the central State powers to deeply reflect on their own territorial strategy, whose importance has been underestimated up till now, we must make sure that there is not a downfall in the inverse situation and we must measure that the reflection of the territorial pertinence does not become its own.

3. *Federalization and participated programming*

The new configuration of the territorial dimension that will be obtained with a full activity of federalization will put forward a series of questions. Will still the priority function of an administration be the coordination of all social actors locals and institutions of territory for the reaching of the objectives of general growing? Will the future plans that will have to include the different articulations of the types of regulations of the territory, both in terms of socio-political integration and in terms of capabilities to act, still configure like the result of an active participation that involves, in a certain way, even the social parts?

The administrative perimeter of a territory with its federalization will broaden, going along the lines more and more often like a place of intersection of two structures: the one formal (the institutions), and the other informal (the relational nets), not legitimate⁶. It is not in the interests of the present paper to stabilize what should be the margins of operation and responsibilities of one or the other. We do not believe that there can be a unique solution, but what does count is that the possible mediation between them can come through forms of plan of inter-institutional keeping in mind that the latter, when managed by a responsible political class, certainly represents the signal of progress and modernization of democratic life.

⁶ For a more in-depth discussion of this please refer to E. Mangone, ‘Identità, comunità e sviluppo locale’, in N. Ammaturo and E. Mangone, *Locale-gobale verso quale sviluppo? Il caso del comune di Laviano*, Mercato San Severino, C.E.I.M. 2008.

The new scene of government in the territory will not only have to give life to a *strong partnership institution*, but will also have to have a strong research method using new instruments of legitimacy which represent overall bases for the re-launching of the programming of the political welfare in different sectors. These types of initiatives are first brought by the actual phase of the “new programming” of political development that involves, on the one hand, the central government as long as it keeps to general strategies of modernization and, on the other hand, the local governments relative to the reform of the federal process and from the gradual decentralization of the responsibility in the re-organizing and managing of the new territorial systems.

In the last few years, as well as consultation processes, a process of participation has developed, which has widened the area of subjects that intervening in the process of *decision making* and programming; it is about subjects that represent a fundamental part of civil society (associations, third areas, consumers, etc.)⁷ and which contribute to the reinforcement of model of “common goods” and of “shared administration”. For the adoption of this method, government procedures must be adopted from an administration that allows the continuous involvement of social forces, even if this process is presented as hard and/or inconclusive, for an efficient individualization of the problems and the relative decision making, as well for the start of processes and interventions which need consent, sharing and collaboration between the different actors in the territory. In such a situation we are faced with what Altieri has called macro dimensions of participation, which are “political”; this happens «when the citizens (or their representing agents or associations) intervene, directly or with a process of indirect influence, on the choices which discuss standards. They try to influence the decisions about the localization of the resources, they propose new services or interventions to better the services and they tend to practice checking or vindication or negotiations»⁸.

In the actual political contest, the subsidiary is the aspect of political government of a territory that permit bigger spaces for participation; the new modalities for distributing of the services will not only have to underline the actions of the citizens in defining their needs but will have to recognize the role that they must carry out even with those who join them (informally or formally) as active partners rather than passive receivers of services. The role of the institutions will have to be developed by organizing of subjects, that are particular and specific stakeholders; those who are specifically interested will have to interact according to the social question and needs, with the finalization of building an organic “political territory” through the participated programming and the principals of proximity, equity and quality. What must be revised are the traditional logics of public intervention in favour of a development of integrated services and interventions, overall in sanitary and socio-sanitary sectors, like products of the territory’s actions to then be able to

⁷ For a more in-depth discussion of these arguments of participation of the subjects of civil society please see: Accorinti M., *Terzo settore e welfare locale*, Roma, Carocci, 2008, and Ciocia A. (a cura di), *Per un welfare dalla parte dei cittadini. Aspetti territoriale della domanda delle politiche sociali*, Roma, Carocci, 2007.

⁸ Altieri L., *Ascolto e partecipazione dei cittadini in sanita: dimensioni, modelli, prospettive, problemi*, in “Salute e società”, 1, 2, 2002, pp. 9-21, p.11.

arrive at expressing what the demand was and identifying the priorities of intervention.

The classic tri-participation of the phases to defining the policies (planning, programming and projecting) cannot be mutated; all this must give a greater attention to the prospective application of a normative for the integration of a project of welfare intervention, and they must involve communication between participated programming and characteristics of the territory. The participated programming has the role of valorization and reinforcing the positive existing realities (empowerment): The territory is no longer a physical space that receives the intervention and services, but becomes, itself, the protagonist of the actions taken.

An important element of participation is surely the aspiration of the specific subjects who participate in the process and who weigh their presence and identify interests in the choices that belong to a specific territorial context. This condition highlights the dialectal equality/inequality: in fact, we talk of participation only when certain groups of people who have roles and/or institutional powers or resources in inferior measures to those who are considered responsible in the managing of a determinate institution, and who want to bring their own orientation to the choices that they would take on. In other words, the participation would be subsidized in an artificial reduction of the inequality of power; so the term of participation will not come from referring to situations in which those who compete to make a communal decision will all have the same juridical powers. Looking at this last consideration we ask ourselves what will happen to the federalization, considering that those who will take part in the participation process will all have the same juridical title and competences to administrate a territory (region, province and commune).

The paths that the administrations must take are all up hill; the most meaningful change that must be fulfilled is in the relationship between institutions and citizens, and consequently in the relationship between participation and institution. The passage from *ideology of participation to participating for objectives* is the new step for the administrations; it is, therefore, necessary to foresee structures and procedures finalized to individualization and choices about the institutional objectives rethinking about participation processes in function to the proximity of the territory and the principals of equity and quality that they hold should be placed from and to the institutions. The administrations will have to categorically guarantee to the citizens the *rights of word, to be informed and to have citizenship* through a direct protagonist and the taking on of responsibility.

The reflections that have been proposed highlight how the participation builds up, at the same time, an objective towards political welfare and a methodological aspect. It is, therefore, possible to think about participation on different operative terms identifiable on the basis of different but complementary⁹ functions: a) the participation as *the possibility of contributing to the elaboration of public politics*; b) the participation as *a right of democratically influencing* the relevant processes

⁹ For a more analytical description of the functions individualized please look at the concluding paragraph of the chapter from the title *Gli strumenti della programmazione partecipata* di Mangone E., in T. Saccheri, G. Masullo and E. Mangone, *Sociologia della salute. Fondamenti e prospettive*, C.E.I.M. editrice Mercato San Severino, 2008.

of ones own and others; c) participation as *a right of being included, to take on rights and responsibilities* in everyday life.

The administration in front of them have a great fight for federalism that can be defined as an opportunity; it is their job to diminish the perception of distance that the citizen experiences in order of cities, to the services, to their accessibility, favouring the civil sense and renewing the interest for a “agreement between citizen and institutions” and also always awaiting a difficult job of overcoming the faith that has been “lost” through the building of opportunities for which the citizens “hear themselves” and “perceive themselves” as being “active citizens” and part of a territory that expresses idealistic and future perspective.

In this sense the relaunching of interest in the participation of the programming holds a certain willpower of different subjects, to be able to develop in the citizens a process of political, civil and economical alphabetization, at obtaining the basic knowledge about the functioning of the mechanism of the institutions and the society, not the mechanism of regulating the social and economical life, conditions necessary for the training and the expression of interests and options, and to organize in function to the realization of their social desires.

4. *The politics of welfare of the territory and plans*

The building of a new agreement for a new territory cannot bring actions together from various decisional and institutional levels, and at the same time the demands promoted by the territory; what must continue is a renewing model of the development of *basic plans*, focusing most of all on the taking back of the territory and on the valorization of the resources at hand. In the 1980s there were models of endogenous development that brought to the attention the politics and economy the plans, often spontaneous and regulated by *best practice* more than standardized norms, that the reality of the economy of the territory can be seen. The plan has come to have a meaning less “central” and has the advantage of a spectrum of instruments more linked to the experience and culture of the individual territories and then creating “opportunities and synergies” than to ties and norms. The plan must not become *the arena of the strife*; it must be “a foot ahead” in the process of innovation: at every level of representatives of different subjects, the plan process must conclude with relevant acts from clear procedures and responsible positions where the role and function of each represented must be clear.

The politics of welfare for their specific involve a multiple private or public subjects, as associated with one another or singly with the need to activate instruments able to use even economic and social plans and institutions: this makes us consider the role of the instruments of the *negotiating plans*¹⁰, the first priority of which, as we note, are the regulations agreed on by those publicly and privately interested in carrying out these different interventions referred to an only aim where there is the need for a complex valuation of the competent activities. In each way that political welfare is looked at we cannot consider the worthiness and the different points of view and interests and the integration of the different instruments and

¹⁰ Granata F., *Gli Strumenti della programmazione negoziata*, Napoli Liguori Editore, 1999.

behaviours. This means that we need a renewed commitment and capacity, and, overall, the willingness of those involved in the planning while not taking away the responsibility that such a process needs regarding the representatives of the community (territory).

The strategies must base themselves on an “integral logic” which manages to coherently collect the objectives where there is the safeguard of the wellbeing of the territory. The social and environmental problems in the economy of wellbeing can no longer be considered as external and nor be treated exclusively with public intervention; the integrated reading of the objectives will not find an easy ground, free from resistance linked to “positional profit” and they will definitely note the difficulties caused by contrasts, even in the administrative camp and management, so there will then be the need for a political mediation from the administration sections taken from the involvement of all those interested. This process is not immune to conflicts between objectives and those interested. It is necessary to define, accept and share criteria to be able to manage and overcome such conflicts. The introduction of the complexity in the strategic picture of welfare politics and in decisional processes so that the most recent generation and most advanced instruments of planning reflect a weak rational and takes on a complex dimension and uncertainty and not the plurality of interests such as values to protect and as opportunities to build common grounds of objects. No more than ever in Italy you must outline for administrative purposes the passage from the dimension of *government* to the dimension of *governance* like a regulating negotiation of interests, with the dimension of consensus (*consensus building*) co-essentially to the phases of the process of defining politics. Specific attention to an innovative prospect of the integrated planning in political welfare will be paid to the link between planning and the characteristics of the territory (from geomorphic to socio-demographic and cultural). The planning of political welfare in an integrated logic has the role of highlighting the potentialities of the territory and valorizing the existing realities, concentrating the attention on risk factors reducing the effects; this type of planning must be able to take action even on *conditions of possibilities* of the same interventions especially in the territories where a series of downfalls or where system relations and the articulation of social, productive and administrative fabric seem particularly destructed.

The present federalization has not yet defined an asset which is complete or organic in terms of the territory roles both in relation to the rights of the citizens and to central government and to the administration of these territories, looking at, overall, the form of social security of the citizen and the complete citizenship. Using subsidiaries as the main principle of the new political welfare at the territory level asks that the main aims of the local administrators become those that help the people to become active or to remain productive members of society. The new distributing modalities of the services will not only have to highlight the users’ participation, defining their needs, but will also have to know, overall, the role that they and their families can have as active partners more than those of the passive receivers of benefits and services.

The correct application, both with the vertical subsidiaries (between public institutions) and those of horizontal subsidiaries (between public institutions and civil societies — individual and collective subjects), keeps and reinforces the role of the

administrations when, on the one hand, they guarantee solidarity principles between the citizens in the help to civil society and the collecting of the exercise of public responsibilities and when they are carried out with an adequate surveillance on the complete offer and guarantee partially and completely the network of events and present services in the territory. In this prospect the Plans of Zone and the Plans for Health¹¹⁶ must be redefined starting from the territory if they must continue to be the fundamental instruments to govern the health politics and socio-health politics of a territory; the role of the administrations will have to be developed in the coordination and the organization of different subjects, with particular and specific interests, that will interact according to the needs and the social demand with the aim of building organic *territory political welfare*.

The territories are considered as open spaces in which the social and environmental networks find their closest interrelationship depending on the logic which the integration of the intervention for health and wellbeing will be put into through the conjugation of environmental, social and economical aspects. It will not only be guaranteeing and looking after health biologically but it will be necessary to assure a global bettering of the quality of life focusing on the objectives of the reduction of the “social pathologies” that will afflict the territory of modern life and give the idea of the necessity of making “territories to man size”.

The political welfare of a territory will have to distinguish itself for the building of an integrated system of services and interventions. For this we highlight the difference between the concept of *service* that is a stable unit of offer in time, structured and regulated from functional and organized standards, and the *intervention* that indicates a part of a project realized through an adequate coordination of the resources of the times of the means at hand. The complete transformation of the welfare system will be redone by an important event, which is that of *valorizing the territory as a resource*, able not only to put into contact the citizens by formal means (the services) and informal (relational)¹² but also to sustain and promote all the communicating networks of solidarity and reciprocity that will be managed spontaneously in a territory.

It is then confirmed that the choice of political welfare which is not residing but founded on a citizen's idea in which the principle of the horizontal subsidiary is interpreted as a support to give widened responsibilities and not as an abdication of the public part of taking the wellbeing of the citizen.

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¹¹ Cfr. Mangone E., *Gli operatori sociali tra innovazione e rassegnazione. La riforma dell'assistenza pubblica a Salerno*, Milano, FrancoAngeli, 2005, e Corposanto C., Fazzi L., e Scaglia A., *Costruire Piani di Salute. Una sperimentazione di programmazione sanitaria della Asl 1 di Venosa*, Milano, FrancoAngeli, 2004.

¹² Cfr. Donati P., *Introduzione alla sociologia relazione*, Milano, FrancoAngeli, 1989 e *Teoria relazionale della società*, Milano, FrancoAngeli, 1991.

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Giovanna Truda

Deviant territories and deviancy on the territory

Introduction

The town planning of a territory, and especially of a city or small town, can define and contribute to label a territory and those who live there as deviant. Such deviancy building process is also fostered, in our opinion, by the type of housing, generally lacking decorative elements or totally bare, which is usually defined as functional; nonetheless it is not really clear what or whom the term functional refers to. At any rate, it plays an active role in the process that puts a label on a territory and its residents.

The question we try to answer in our essay is whether a different distribution and urbanization of the territory and a new way to build houses can prevent or at least check the deviancy building process; in our opinion, we are starting to see a change in the territory /community relationship and the German model can set a good example in this respect; the project envisages the scattering of houses over the territory without any further distinction between social and private housing, rather it plans to merge them. Such a model, that has been implemented for some time now in Munich, can offer a viable alternative to classical forms of urbanization.

1. Risk areas, deviant territories

Each city or urban centre inevitably produces or reproduces degraded and problematic areas, perceived as symbols of moral and social disorder; these spaces are inhabited by those who show the signs and effects of the crisis, of unemployment and poverty typical of urban blight.

The territorial dimension intertwines with the labour market dynamics and aggregates and segregates thus excluding and marginalizing into geographically, socially and culturally specific areas distant from the city¹.

In the industrial city, the urban scenario was characterized by the visible structuring of places, shapes and actors of social conflict that identified with the working class issue².

Martinelli³, argues that it is possible to define and analyze these realities by means of some indicators such as the distance from the centre and from utilities,

¹ Bianchini F., Torrigiani M., "Concepts et projets autour de Culture et Quartiers", in AA. VV., *Culture et Quartiers*, vol.1, Editions du Conseil de l'Europe, Bruxelles, 1996.

² Barcellona P., *Il ritorno del legame sociale*, Bollati Boringhieri, Torino, 1990.

the quality of buildings, the commercial, social, recreational, educational and cultural services. These urban systems are characterized by long term unemployment, jobless youths, especially girls mostly working in the informal or illegal economy.

In these districts social housing developments are guided by a segregational logic that fosters the culture of suspicion and fuels solidarity among dropouts.

The social context in which peoples, groups, communities and institutions act offers, in our opinion, a good standpoint from which we can observe and analyze some social phenomena.

The source, development and spreading of deviancy in general and of delinquency in particular are almost invariably associated, in the public eye, to contextual situation enclosed within well-demarcated borders, usually within one district in the city. That is why some territories or districts are defined as deviant; famous examples we can point to in Italy are the Scampia district in Naples and the Zen district in Palermo, the San Paolo district in Bari, which are mostly located in Southern cities. Even though deviancy phenomena occur throughout Italy (the city of Genova is a relevant case, with special regard to its historical centre, because of the problem of immigrants), the South still ranks in the first place especially as far as juvenile delinquency is concerned⁴.

³ Martinelli F., *Roma nuova. Borgate spontanee e insediamenti pubblici. Dalla marginalità alla domanda dei servizi*, Milano, Franco Angeli, 1987.

⁴ The first report on minors deviancy drawn up by the Department and by the territorial services of the minors courts in Italy highlights that the Italians entangled with organized crime live mainly in the South, while in the Centre and in the North this happens mainly to nomads and foreigners. These youths take to criminal careers following the footsteps of their parents; they were born in degraded environments and in difficult family situations, or in the era of the affluent society dominated by solitude and technology. The Report carries out an analysis that takes into account the social, educational, cultural, political and economic aspects of our times and emphasizes the distinctive features typical of the different typologies of youths who, for various reasons, join organized crime, enhancing the identity traits of those who live in centres for unaccompanied minors or in reformatories located mainly in the South.

In the South, the report continues, most young people approach organized crime because they live in degraded contexts, far from educational pathways able to reach out to them, experiencing a sort of new version of the Mezzogiorno question, as is witnessed by the large number of Italian minors detained in prison in a South that badly lacks investments and resources in the field of social services. Not always have the youths who approach organized crime grown up in the milieu of organized crime, claim the experts, rather they often live on the margins of society and get closer to the mob in the hope for a better future. Instead the members of organized crime take the utmost care of their children's education- Mastropasqua argues- sending them abroad in order to train them to get the top positions in the organization. On the contrary, the children of poor families living in the small cities of the South or in the urban peripheries enter organized crime in the low ranks, enticed by easy money. Such motivations, that drive Italian minors to deviancy, originate also from complicated family dynamics, from the impossibility to plan a steady career or to get a permanent job, from the power swayed by the media. These youths are often drug addicts or suffer from psychic disorders, says Tiziana Pagliaroli, and they experience a condition of social maladaptation and general malaise. Instead in the rich Northern areas minors' deviancy involves also another "segment" of youth, those who are "trouble-free", who belong to the middle class, educated by well-off families whose well-being is almost exclusively material: a state that makes young people frail, exposing them to pain. It is in this context that group violence, rapes and assaults take on symbolic meanings connected to self-assertion and sharing with the peers' group in an attempt to fill the "big void". Furthermore experts argue that today especially in the North of Italy, also because of the raging economic crisis, forms of deviancy linked to conditions of economic and relational disadvantage are resurfacing with even

In such districts the poverty rate is usually very high and their fate becomes the subject of endless debates and gives rise to different stances among nations: on one side there are those who are seriously worried about the future, on the other side some others underestimate the problem explaining it as a condition determined by the individual, as if poverty were caused by individual life choices. In many cases poverty is perceived as a status of inferiority and marginalization that is compounded by the environmental context, thus pushing the individual towards behaviours that are closer to deviancy, such as delinquency, vandalism, alcoholism, drug addiction, etc. According to statistics, poverty in Italy is concentrated in the South, in suburban ghettos.

In deprived contexts public facilities or social welfare services are often lacking, which triggers and fuels deviant behaviours especially in young people. A change seems to be occurring, nevertheless the bodies and agencies that work in the South cannot be compared to those we find in the North because of the lack of both financial means and adequate staff training, which impairs very seriously their capacity to deal with complex and intricate problems connected to drug abuse, alcoholism and unemployment⁵. Labelling a territory as being at risk for deviancy conveys somehow a judgement about those who live in that urban area by identifying them if not as deviant, at least as potentially deviant; nonetheless living in a neighbourhood rather than in another one does not always come from personal choice, but from a decision driven by a destitution that almost reaches the point of absolute poverty⁶. One of the consequences of this process was the need to indicate and identify by appropriate words such as districts⁷; the term “slum”, for example, was connected to poor districts of bad repute. Subsequently, the word “ghetto” was used to define in greater detail the suburbs or satellite areas of a city, where decay and organized crime go beyond any stretch of imagination.

greater evidence due to changes in the urban space. In some hinterland areas and in suburbs we are witnessing the comeback of the so-called “guys from the suburbs” who must now reckon with a rapidly evolving social reality and with the endless pursuit of the unreachable models proposed by the tv. These youths are bored, so they are in search of hard experiences; they live on the outskirts of big cities in the North, such as Milan and Turin and usually move around in gangs. For them committing crimes is a way to reassert and confirm their presence in the territory.

⁵ The fight against offences committed by both Italian and foreign minors is mainly focussed on prevention. Preventing alcohol and drug abuse and bullying, that has increased in schools, is pivotal for many projects organized with and in schools around the theme of education to legality.

⁶ According to the data contained in the 2008 Istat Report on poverty, there are 8.078.000 poor people in Italy, accounting for 13.6% of the population. The households living in relative poverty were 2.737.000 (11.3%) in 2008. This phenomenon is more widespread in the South (23.8%), where the incidence of relative poverty is almost five-fold bigger than the rest of the country. There are 2.893.000 (4.9% of the entire population) people who live in a status of absolute poverty, who are unable to reach a minimally acceptable standard of living and they live in 1,126.000 households (4.6%). According to Istat the incidence of absolute poverty has remained substantially stable nationwide, but it has significantly increased in the South, going up from 5.8% to 7.9% against 2.9 in the Centre and 3.2% in the North. The status of absolute poverty worsens in the four members households, in particular couples with children, especially when they are minors, in households whose breadwinner was educated up to junior high school, under 45 years of age or is a self-employed worker. The incidence increases in the households with at least one member looking for a job, while a slight improvement is observed only in the households where the employed live with the retired.

⁷ Cfr. Foucault M., *Le parole e le cose. Un'archeologia delle scienze umane*, B.U.R., Milano, 2001.

Despite all this, education and training schemes can fight off forms of deviancy and point to the fact that institutions can still rescue many disoriented youths.

2. *Immigrants and territory*

The process by which a territory comes to be labelled is also determined by the outcomes of its underlying dynamics; as a matter of fact, immigrants' families often live in degraded urban areas. Degradation, delinquency and social exclusion mix up and trigger social mechanisms and processes that give rise to unexpected and unpredictable effects. Research studies actually confirm that marginalization can foster the replication of deviant patterns and behaviours (*neighbourhood effect*) and demonstrate that those who live in these areas are subject to discrimination in different ways (*address effect*).

By *neighbourhood effect* we mean the tendency of a subject to move in a given direction, taking into consideration also the relationships established by people in a given neighbourhood; the term *neighbourhood effect* was coined in 1969 by Kevin Cox⁸ in a workshop and was then made popular by such scholars of political geography as R.J. Johnston⁹ and P.J. Taylor and G. Gudgin¹⁰. The term was used in research on the ways in which political vote is expressed and influenced.

Their studies analysed political voting by means of a mathematical model and found a correlation between voting patterns and the way in which people lived, worked and thought in the small areas under consideration. In 1977 Miller put forward the hypothesis that "*people who talk together vote together*"¹¹ and tried to demonstrate it by proposing four models that subsequently Johnston made easier to understand and interpret by characterizing them as parallel social models: (1) talking with them and voting as they vote; (2) I want to be like them, therefore live with them; (3) I live amid them and want to be like them; (4) observing what surrounds me makes me vote with them, and (5) they want me to vote for them here.

In the attempt to understand the impact of the neighbourhood effect and of the sense of being neighbours upon the propensity to vote, Cox tried to describe how people interact with each other by establishing an inverse relation between distance and the form of the relationship. Such an approach contrasted the opinion of many scholars who tended instead to support the hypothesis that a person "inherits" his/her own political orientation from the family.

⁸ Cox K.R., "The Voting Decision in a Spatial Context", in Board C. et alii, *Progress in Geography*, vol.1, London, Edward Arnold, 1969.

⁹ Johnston R.J., *Geography and geographers: Anglo-American human geography since 1945*, London, Edward Arnold, 1979.

¹⁰ Taylor P.J., Gudgin G., *Seats, votes and spatial organisation of elections*, London, Routledge Kegan & Paul, 1979

¹¹ W. L. Miller, *Electoral Dynamics* (1977). He proposed four models: the "*no environmental effect*" model that does not postulate differences in voting based on one's own neighbourhood or on contacts with neighbours; the "*environmental effect model*" according to which people can feel alarmed, irritated by positions opposing the m thus strengthening their stance; the "*consensual environmental effect*" by which those who have frequent contacts and live in the same way tend to aggregate because of proximity; the "*Przeworski environmental effect*" by which two classes act differently.

Instead the *address effect* can be traced back to the discrimination patterns imposed upon those who live in the same neighbourhood without any distinction.

To our mind, the two effects, the *neighbourhood effect* and the *address effect*, overlap and intertwine in the presumed risk neighbourhoods; in fact, apparently distinct phenomena that can be linked to different economic and social contexts, originate from similar situations that nonetheless occurred in distinct European countries; *banlieues* in France or the Zen district in Palermo and the Scampia district in Naples, just to mention the most notorious.

After the events of October 2005¹², riots broke out in the north-eastern suburbs of Paris that then spread to other French cities and districts, so we sought to explain what had happened and on a perspective from which to look at the violent episode was the situation of marginalization and degradation of the suburbs and the attitude held by the media towards them. The Paris riots were interpreted as belonging to a pattern that brings us back to the social issue, in particular to the urban issue. Nevertheless it is obviously necessary to stress that there are conspicuous differences between the Italian and French urban reality, with regard both to the population density and to the extremely diversified makeup of groups in terms of their geographic and ethnic origin¹³.

In such districts the school drop-out rate is very high and single parent low-income families, consisting of women and children or elderly widowed people, prevail; many households are followed and supported, in their daily domestic tasks, by the public welfare services.

A district can be labelled as deviant also because of the negative image conveyed by the media. The role of mass media has become paramount and crucial for highlighting an event; in fact its importance changes depending on the number of articles published on daily newspapers and magazines and above all on the coverage it gets in tv news and programs. Exposure makes the event more interesting, but attention from newspapers or television should be evaluated and compared to reality¹⁴.

3. *Geographic space and human community*

The reflection developed at the Maison des Sciences de l'Homme (Besançon, France) defines the territory as the interaction between a *geographic space* and a *human community*.

Territorial intelligence¹⁵ includes three tiers of complementary analysis: the interplay of territorial actors, their representations and their power relationships; 2)

¹² On October 27, 2005 in the northern suburban area of Paris violent riots occurred that then spread to other French cities and districts.

¹³ Cesareo V., "2005: la crisi dei tradizionali modelli di integrazione", in *Undicesimo rapporto sulle Migrazioni 2005*, Milano, Franco Angeli, 2006.

¹⁴ Corradi C. *Il nemico intimo*, Roma, Meltemi Editore, 2005.

¹⁵ The concept of territorial intelligence which we refer is thus defined within the network CAENTI (Coordination Action of the European Network of Territorial Intelligence): "Territorial intelligence has progressively defined as the science having for object the sustainable development of territories and having for subject territorial community. It puts in relation multidisciplinary knowledge on terri-

The institutional settings in which they act, the plans and implementations they set into motion; 3) the socio-economic dynamics resulting from individual and collective decisions¹⁶.

Such approach is wider in its scope and can be seen as an alternative to past orientations, nonetheless we may say that it had been partially anticipated by some theoretical trends.

The scientific approach that associates geographical space with human community brings forth again, as some Italian scholars¹⁷ have pointed out, the XVIII and XIX centuries discussion on this issue and can be defined as environmental determinism, inasmuch as it places the emphasis on the causal link among environment, society organization patterns, settlement types, political regimes, material and moral characteristics of dwellers.

The first attempt in this direction was made in sociology by Durkheim; he was searching for a link between society and nature when he argued that social facts are physically allocated to a space, but the cultural climate he lived in, i.e. positivism which acknowledged the centrality of the laws of nature, did not suit him and he was eventually confronted with the impossibility to integrate fully the two dimensions, that is the environmental and the social. Such view did not attract many followers at that time, nevertheless more interest was shown by Simmel at the turn of the XIX century; the German author took a different approach to the environment/society relationship. He argues that space constitutes the medium that affects relations and the context in which social forms are shaped¹⁸.

The sociological school that has more than others focussed on the issues of space and of the relationship between environment and society is at any rate the Chicago school. The Chicago school became prominent for its research on social change analysis; most of it focussed on the relationship between urbanization and deviancy phenomena. The American scholars took a closer look at the big city districts since they appeared as highly differentiated neighbourhoods and at the same time as ecological niches inhabited by ethnic groups speaking specific languages, with distinct customs and peculiar forms of organized crime and deviancy. This analysis explained that the social and economic situation of the *slums* paved the way to most deviancy phenomena: as a result of that deviancy would spring from the identification of an individual with the norms of a specific subculture opposing the mainstream culture.

The city became the main focus of this analysis and such scholars as Park¹⁹ defined it as a constellation of natural areas²⁰ having their own specific environment

tories and their dynamics; it strengthens territorial communities abilities to take part in their development in a fair and sustainable way; it improves territorial information sharing and spreads its analysis methods and tools thanks to Information and Communication Technologies; it promotes governance, decision making processes and practices valuing participation and partnership and research-action that contribute to fair and sustainable development of the territorial community.

¹⁶ Girardot J.-J., "*Intelligence territoriale et participation*".

Available in <http://labiso.be/ecolloque/forums/read.php?3, 2005, p.197>.

¹⁷ Cfr. Martinelli F., (a cura di), *Città e campagna. La sociologia urbana e rurale*, Liguori, Napoli, 1981; Mela A., *Immagini classiche della sociologia urbana*, Celid, Torino, 1994; Davico L., *Sociologia ambientale: dal pensiero sociologico classico al pensiero verde*, Celid, Torino, 1994.

¹⁸ Simmel G., *Le metropoli e la vita dello spirito*, (a cura di) Jedlowski P., Roma, 2002.

¹⁹ Park R.E. Burgess E.W.. McKenzie R.D., *La città*, Edizioni di Comunità, Milano, 1999.

and function within the urban economy. And “*The district is not a mere topographical or administrative constituency. The district is characterized by different origins and vicissitudes, but in all cities its reality lies at the core of sociological structuring and destructuring processes. The district, as well as the neighbourhood, is a grouping whose definition is based on proximity; nonetheless its foundation does not lie in its spatial reapproaching. If the neighbour is close, this does not always happens by geographical chance. It can be due to social splitting phenomena that group together in certain houses and blocks people belonging to certain social categories*”²¹.

Sharing the same space creates one of the most primitive relations according to Mumford²², and living under the eyes of one’s own neighbours is the simplest form of association. A district characterized by peculiar architectural and structural features is often inhabited by people living there since they were born. Districts can be distinctively characterized by profession (same profession) or by the social sphere (same economic status); but today it is much easier to find districts identifying with ethnic groups, such as the Chinese, the Senegalese, etc.

4. New metropolitan areas

In the present historical phase the nature of the city has changed, a new post-urban aggregation²³ is emerging and talking about a continuum of urban and rural environment is not enough anymore, neither can we oppose the centre to the periphery, since by periphery we mean very different realities; peripheries form an integral part of the city, nonetheless they are still placed in a subordinate position.

Ferrarotti²⁴ makes a distinction between *traditional societies*, the static ones in which human conditions are accepted as a natural, unchangeable fact and technically more or less advanced *industrial dynamic societies*, in which those who lag behind drop out and become “marginalized”.

“Peripheries, together with poverty (in its three-fold subdivision of *penury, indigence, poverty*), become a problem in the second type of society. Even though peripheries are different depending on the type of global society, they share a fundamental feature: *social exclusion*. They are places of *non belonging*, although they exist physically in society”²⁵. Centre and periphery are not opposed as in the past, on the contrary they have become functional, therefore synergy will be targeted in a city made up of a central metropolitan area characterized by a high mobility; of course safety strategies cannot neglect such new evolutionistic modalities.

²⁰ “a region is called a “natural area” because it arises without any plan and it structures a function, even though the function, as is the case with the slum, can be contrary to the will of anybody. It is a natural area because it has a natural history.” Park R.E., *Human Communities, The City and Human Ecology*, Glencoe, The Free press, 1952, pp. 78-80.

²¹ Ledrut R., *Sociologia Urbana*, Il mulino, Bologna, 1969, pp. 103-104.

²² Mumford L., *L’unità di quartiere*, “Comunità”, n.24, 1954.

²³ Ferrarotti F., “Il contributo della sociologia nell’era della comunicazione”, in Ilaria Riccioni (a cura di), *Comunicazione, cultura, territorio*, Milano, Mimesis Edizioni, 2008.

²⁴ *Ivi*, p.19.

²⁵ *Ivi*, p.19.

The 2008 annual report on “The cities of Italy”²⁶ highlights the development of “new urban entities” in Italy. We are witnessing the shift to a country of “superplaces”, namely new forms of urbanization that develop around shopping malls, outlets, ringroads, airports, hospitals, universities, which fail to foster forms of social life and, what’s more, to become integrated with the historical cores that were the heart of the city. The new model, argues the report, seems to follow the development pattern of cities in the past that grew along trade routes and around marketplaces. Such phenomena contribute to a territoriality that is spatially discontinuous with the central core. On the other hand such phenomenon is not typical of Italy only, as it occurs in other European countries; nevertheless the Italian case is peculiar because some *superplaces* also show cultural and ethnic differences.

G. Pollini includes *territorial localization or placement* into the four modes by which the concrete human individual is engaged by other human individuals²⁷. And he explains that such a mode pertains to the non symbolical dimension, i.e. it is related to the position of a unit in a limited territorial space that allows physical contact. A multitude of units gives rise to an ecological community as it was defined by Park²⁸. The human community, according to Parsons²⁹, in general consists of four main elements: the residence or dwelling, the work premises, the communication processes between goods and people, the jurisdiction that is the monopoly of physical force; a way that can entail the attachment to the community.

Such phenomena speak to us about a disorderly and uncontrolled growth of urban agglomerates; Maria Cristina Gibelli and Edoardo Salzano in their book *No sprawl*³⁰, talk about the devastation of the territory caused by consumerism. *Sprawl*, argue the two authors, is a pattern of scattered urbanization that not only brings an attack upon the beauty of a territory but also devastates it by disfiguring it, annihilating its peculiar identity traits and making it anonymous and artificial. Nevertheless the damage is not only “ecological”, but also impairs social cohesion and the sense of belonging to a community.

5. The community relationship network

Safety³¹ is a big problem for Italian cities, but merely repressive measures are of no use unless we change the environmental and social context conditions. Popu-

²⁶ Società geografica italiana, *Rapporto annuale. L'Italia delle città, tra malessere e trasfigurazione*, Roma, 2008

²⁷ Pollini in his analysis of belonging and identity proposes an explanatory scheme; human engagement with other individuals occurs in four modes. The *territorial localization or placement, ecological interdependence, social belonging and cultural conformity*; the first two modes pertain to the non symbolical dimension, on the contrary the other two modes pertain to the symbolic dimension. Cfr. Pollini G., “Appartenenza socio-territoriale e identità personale tra localismo, nazionalismo e cosmopolitismo”, in Ilaria Riccioni (a cura di), *Comunicazione, cultura, territorio*, Milano, Mimesis Edizioni, 2008.

²⁸ *Ibidem*

²⁹ Parsons T., “The principal structure of Community”, in *Structure and process in modern societies*, New York, Free Press, 1959.

³⁰ M. C. Gibelli e E. Salzano (a cura di) (2006), *No Sprawl*, Allinea Editrice

³¹ *Ibidem*

lation ageing, migrations and the labour market are closely related to the changes occurring in Italian cities and take part in the process of urban spreading. Huge population growth turns public places into social hubs in the relations network. The retailers network on the city outskirts is replaced by the big shopping mall.

The concept of territorial intelligence suggests an analysis that differs from classical approaches and takes account of the territory dynamics, but places the emphasis on the relationships and synergies that arise or should arise among bodies and agencies, territory, population and services.

The streets and squares of a neighbourhood or a city represent a space in which collective life gets organized; and when such spaces are insufficient or absent, how can relations among people be built and structured?

Nevertheless it is not easy to plan changes in urban degraded areas; it is necessary to choose tools and techniques adequate to the context in which we wish to act. The process, in order to be successful, should be implemented following the *top-down* principle, obtaining the active participation of the actors that should legitimate the planned intervention. In order to manage a territory in the best possible way, tools and techniques must be open to the active participation of those who live in that territory and hold with it economic, social and political relations.

Amarthya Sen states that. *“the opportunity to take part in the decision-making process is one of the main social commitments and lies at the core of today’s dilemmas”*³².

Conclusions

Whenever we talk about the society-territory relationship we usually refer to a problematic relation based upon the exploitation of natural and historical resources that does not reckon their right value, which would allow to preserve them. In this sense territorial organization and planning can offer a useful tool to face and solve new and old practical and social problems. We have the feeling that the model employed by the city of Munich can be emblematic.

The municipality of Munich implemented in 1998 a big urban and territorial regeneration plan (Perspektive Munchen) that envisaged a functional redistribution of the city over the territory; social housing, public and cultural services, museums were built while private developers were granted building permits, including the creation of public green spaces. A monitoring and evaluation process helped to implement the plan effectively and proved its efficacy as a communication tool for the territory that takes into consideration each individual citizen’s needs.

In some Italian and European cities we are witnessing a situation of territorial and urban blight that goes far beyond the co-existence problems that such a city as Munich had to tackle in the past and is still facing now. The plan, adjusted to the different territorial contexts, might give rise to a reflection or a proposal for actions aimed at reducing and overcoming forms of discrimination and inequality due to the fact that one lives in a place rather than in another one. Despite the evident objective difficulties that would be encountered by this project in such a country as

³² A. K. Sen, *La libertà individuale come impegno sociale*, Bari Laterza, 1997, p.83

Italy where politics collude with organized crime and value profit more than people, thinking that it may possibly be implemented is not unwise.

The Munich model requires conditions and obligations that decrease the chances for profit, but revives an old principle that places the individual and his need to survive at the heart of society, a society that relieves from their problems those who lack already adequate economic means by helping them to reach easily the workplace and the institutional areas where public services are provided without further costs for the transfer from the periphery to the centre that would widen the gap with the other part of the population by worsening the economic situation of the disadvantaged citizens.

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Tullia Saccheri

Territorial intelligence and participation

Foreword

Contemporary sociological observation has placed under discussion not only the idea of society as defined in the past, but also the idea of the possibility of every cultural reference, including the close correspondence between social, cultural and personality dimensions: the world of business relations has lost its own unity, with its members being dragged into a modernity that is characterised by an obsequious de-socialisation as well as, in contrast, belonging to separate identities (and often separatist), mistakenly interpreted as the abilities of connecting and conserving the union of culture and personality.

Nowadays, society is considered to be a pure system of functioning and functional objects and structures and, in dependence of these, as a system of individuals that are perceived “together” and temporarily “isolated”: the freedom of the individual is identified as an egocentric “individualisation” or with an annihilation in submission to a world without “subjectivity”.

Attention to the person and his harmonious collocation within the different socio-cultural contexts proposes to modern sociology the need to emphasize its own sensitivity towards relationships based on values perceived as truly “collective” as well as on processes of making individuals responsible for the construction of a “sense of us”. This therefore requires it to create interpretative categories which can be collocated between the holistic and individual dimensions.

Social analysis requires a re-articulation that can be called its own, with it no longer being constituted as a product of a “vision from above”, but implies that, with the aim of an effective interpretation of the social events, the work of observation starts from the “bottom” of the “critical” elements of social relationships, of “discarded worlds” or marginalised by general sociological analysis.

1. Equity strategies

An analysis and intervention strategy that is coherent with current transformations requires information and communication procedures which are capable of being constructive and can be developed in three directions:

- growth of individual competencies;
- multiplication of the knowledge relating to the use of systems destined to horizontal and vertical communication and their mechanisms;

- strengthening of the understanding of the social, political and environmental factors that influence the development of the territorial communities.

From an operative perspective, it is worth highlighting that territorially based planning can not leave out of consideration a series of actions:

- taking into account the context (issues relating to the territory as well as the environment);
- defining and interpreting the images of social and environmental damage as indications of the errors made, on the one hand, and the indirect reconstruction of the risks on the other;
- directly constructing and representing the images of risk, their dynamics, their diffusion (through a survey and highlighting of the most well-known facts, which are often voluntarily ignored);
- analysis of the different types of shared and shareable activity, which means being capable of evaluating the intermediate and final results, through mechanisms with this purpose being set up.

Research on social inequality offers interesting possibilities to approach both the holistic as well as individualistic paradigms, due to the distribution of inequalities being layered according to a generalised dimension. However, there are also “material” explanations to inequalities and their conditions as well as “immaterial” explanations and their subjective elaborations. These lead to further considerations relating to the fact that social contexts which favour self-esteem or strengthening of the confidence in one’s own area are also contexts which favour the improving of the general living conditions of the community as well as its inhabitants and, as a consequence, an increase in the levels of collective wellness.

It is already a well-known fact that “*top-down*” systems often determine inequalities. Therefore, the ethical imperative of equity represents an opportunity to overcome the principles of efficiency aimed at the realisation of projects decided “elsewhere” and influence the dimensions of efficacy (closely associated to the material and cultural needs of the territory) and social justice (in relation to the ethical needs of a territory). These influence the determinants of a socially realised citizen.

The dimension that should be highlighted is that of considering equity in a different way: a planning based on the principles of *government*, deriving from the planning associations between technical solutions and political needs, has always constituted the reflection of the needs of the organisation rather than those of the population involved (as addressees/passive). It has therefore been set up based on a “reparatory” strategy rather than a choice of prevention and promotion, as well as on the application of planning techniques based on principles of universality rather than on the logics of particular conditions and on an elevated division of work, with a lack of coordination between objectives and a subsequent enormous waste of resources. This misunderstanding was determined by the persistence of eminently *static* interventions, *from both a technical and organisational perspective*, within a socio-economical system that has articulated, diversified and complicated itself.

Coming out of this condition and opening up to a series of ideas that allow a different and less paradigmatic interpretation of planning deals with a dimension that is highly limiting on both a reality level and strategic realism. It also deals with

the more complex aspects of those social and cultural transformations that lead to dialoguing with active citizens rather than the passive population.

The concept of equity therefore contains a cultural/symbolic connotation and seems to be set out by characters who also refer to the contingent dimensions of the life of groups, but which are mainly defined on the basis of cultural values and models of a given society almost exclusively of the internal history (organisational, economical, political) of those institutions rather than the transformations of social, cultural and economical contingents of those citizens and their social formations. Even those models that influence both the individual and collective perception of the conditions of a given territory as well as the access and communication means, have not allowed discomfort and unease to be expressed, be it real, perceived or objective.

2. *Communication and action*

The most widespread communication model, not only in public opinion, but also amongst those professionals working within the various territorial contexts, can be summarised as the following: who (sender) says something (message) through a channel (*medium*) to someone (receiver) with an effect (reaction to the message)¹. This methodology has always been well received by those operating within the territory, due to it recognising the same logic of the “stimulus-answer” model as well as it being sufficient to increase the knowledge acquired by the people so that they adapt their own behaviour as a reaction to the information received. Therefore, the only problems that needed to be solved were those of having a clear idea just who the interlocutors are as well as setting out a clear, correct, exhaustive message.

All those interventions which have made use of a series of conferences, *brochures* and media information campaigns have all continually referred to this model. In these cases, the main worry of the producer of the message is always that of its completeness, clarity and correctness. Nevertheless, however much the message corresponds to these characteristics, the results hardly ever go beyond a modest diffusion of information. In addition, even when the diffusion of the information has been extended and persistent, behaviour changes have emerged only when other factors have been introduced. The fact that the group to which the message is aimed at “does not reply” in the desired manner is almost always interpreted as a problem of either active or passive resistance to the penetration of the message as well as “resistance to change”.

When experimental psychologists and sociologists started to hypothesize different types of outcome, it transpired that messages interact in different ways with the specific traits of the personality of the members of the public and that, from the moment that there are individual differences in the nature of the personality, it is natural to assume that there are variations in the effects corresponding to these in-

¹ Lasswell H. D., *The Structure and Function of Communication in Society*, in Bryson (ed.), *The Communication of Ideas*, New York, Harper, 1948.

dividual peculiarities². The public, therefore, should no longer be considered as an aggregate of undifferentiated subjects, but rather as a set of people who have more or less interest in certain themes over others, have different possibilities to access the information, a different communicative competence, orientations and values capable of selecting or, even, change the meaning of the message received. The restless behaviours, including those that are understandably perceived as damaging, are the reactions which can be best identified and exerted when faced by contradictory and/or conflictual social contexts and life situation as well as social and not individual control.

The identification of these variables for mass communication (and the action that follows) to be collocated within a context that is no longer generic and timeless, but rather historically determined, socially defined and culturally characterised. In other words, it is clearly evident that the various interveners in the communicative process, in addition to having a matrix within the structure of personality of the *audience*, have another in the historical and social situation in which the communication takes place. The information, whatever the decoding of the message, intervenes on the level of knowledge and not directly within the activity of mediation between possessed knowledge and behaviour, which is the place where the personal decision to not use the isolated part of knowledge driven by a message but rather the possessed knowledge in its entirety is made³.

For example, I would like to refer to the experience of the Italian trade unions of the 1970s⁴, in which the operators sensitive to knowledge processes "from below", having noted the impossibility to set up suitable behaviour plans for the removal of the risk factors in the workplace without possessing precise information about the structural and procedural characteristics of the production process, encouraged and urged workers to adopt a role of senders, through which it would be possible to acquire the aforementioned knowledge. The noteworthy success in terms of participation and involvement of this type of experience encouraged analysis and ideas upon which the main principles of "bi-directional" communication were based, with its practice being aimed at collecting the wealth of information from the perspective of the receiver as well as implying its role within the construction of intervention programmes. In fact, the communicative role not only consists of alternately being sender and receiver, but also of constituting itself as "co-author" of a message simultaneously addressing itself and experts, in a reflective way, expressing the re-elaboration of the idea in order to activate a mediation between that knowledge and behavioural practices.

In the example above, the conclusion of the sequence (clearly defined in the uni-directional model of Lasswell) is not theoretically identifiable due to the com-

² Wolf M. (a cura di), *Teoria delle comunicazioni di massa*, Milano, Bompiani, 1985.

³ Romizi R., *Educazione alla salute: una strategia per il mutamento culturale*, in "Educazione sanitaria e medicina preventiva", a. X, n. 4, 1987.

⁴ Prior to being theorised on a methodological level, bi-directional communication was carried out for many years in the tests to find new ways to remove the risk factors in factories. For a more detailed discussion, see Oddone I., *Medicina preventiva e partecipazione*, Roma, Editrice Sindacale Italiana, Collana "Formazione Sindacale-Materiali", vol. 7, 1975; Oddone I., Marri G., Gloria S., Briante G., Chiattella M., Re A., *Ambiente di lavoro. La fabbrica nel territorio*, Roma, Editrice Sindacale Italiana, 1977.

municative process being ended with a completely subjective decoding of the message. The sequence therefore, ends with the setting up of an integration of the various types of knowledge as well as the consequent ideas on the use of the product shared by the protagonists of the communication, with the construction of a mediation between possessed knowledge and behaviour. In other words, the sequence ends with a product explicitly recognised as shared.

Nevertheless, even bi-directional communication can become participative communication only when each of the participants can choose from their own specific competencies and particular experiences what is pertinent and functional to the final aim and objective. This opportunity is given if there is the possibility is present to give a fully-detailed definition and description of the aim, through an interlocutory phase in which judgements of value are expressed, opinions for conclusions put forward or even worse, such dogmatic knowledge offered that it excludes any alternative to mediation between knowledge and behaviour. In other words, participative communication allows for the search for solutions to all those problems connected with the influence of the various factors on the decoding and understanding of the messages to be avoided, due to the definition of the aim of the communication, its discussion, as well as analysis of all the contributions made, thus obliging the protagonists to reveal the single decodings, compare the relevance with the aim, and then reorganise them in order to socialize a knowledge that makes the programming possible and the aims obtainable.

What makes the process complex (and thus creates the diffidence towards it) is that, if the characteristics of participative communication consist of the fact that its protagonists collaborate in producing common knowledge, as well as a project of change in which everyone has some operative responsibility and all has been set up with an effective integration of information and knowledge “put on the table” by various communicators, it is impossible for the design of the initial intervention to remain unchanged. A fully aware acceptance that one of the indicators that effective participative communication has been carried out is in the difference, sometimes noteworthy, between the initial project and the one that is the result of the discussion.

3. *Communication strategies and territorial intelligences*

In line with these considerations, close to the methodological needs of a participative programming, we would like to refer to several ideas.

On a methodological-operational level, several authors have made the distinction with the concept of territorial intelligence, claiming that there should be at least a tri-partition between a) economic territorial intelligence, which creates products and the mobility of services for the actors of economic innovation; b) strategic territorial intelligence, which determines the creation of permanent infrastructures; c) the administration of territorial communities, which is the creation of strategic centres to encourage the development of knowledge and the exchange of information in different territories⁵. Consequently, when we say territorial intelli-

⁵ Gaucherend A., *Introduction à la notion d'Intelligence Territoriale*. Available in

gence, we also intend information technologies used intelligently to support territorial development.

This therefore raises the question of what are the heuristic attitudes and strategies that can be aimed at a reception of reality, where the various sensitivities and interests of every micro-reality of the territorial communities are contained, allowing the participation of the actors in the development strategies as well as a holistic approach to the different territorial situations and finally a partnership democratically founded by the actors⁶.

The holistic approach requires an action focussed on the actors, the accessibility of the information as well as cooperation between the actors. Therefore, the work within the various territorial communities as well as the different groups includes the construction of voluntary changes within the territorial reality, both *for* it and *through* it, facilitating the internal processes with a horizontal way of working. Therefore, the concept of *governance* primarily refers to the models of interpretation with the ability to construct and influence decisions relating to local realities, both geographically and culturally, without structural restraints in relation to the relationship with the territories and their social realities.

The principles of good *governance* presented in the White Book of the European Community⁷ can be synthetically summarised as: opening, participation, responsibility, efficiency and coherence. The different principles therefore require that *a)* institutions are more accessible, both on a wider language and communicative level, *b)* there are participation mechanisms, due to the fact that it is taken for granted on a European level that policy quality, relevance and efficacy depend on the participation of the citizens in the decision-making processes, *c)* the roles within the various legislative and executive proceedings are clearly defined, in order to associate precise responsibilities, *d)* the aims and decision-making processes are clearly defined so that efficacy is closely linked to opportunity, and finally *e)* the principle of coherence imposes that policies and actions are coherent and easy to understand, given the contemporary social situation, characterised by the complexity of local and global processes. It is worth highlighting in this document that the various principles can not be considered singularly due to the fact that they make up a global approach, which in turn is capable, on an institutional level, of developing good *governance*, attentive of territorial needs as well as the requests of the citizens that should be considered as “competent”

From a methodological perspective, the participation in the search of those interested is usually limited to a small action of intervention, which asks those interviewed to comment on the final results. This “restitution” is often seen as a search-action through which researchers share the provisional and definitive results of the data collected with their interlocutors in the field. The role of those interested in the entire action of the search is, therefore, reduced to a minimum relationship of knowledge of the results obtained and the comments on those results. From what we have seen so far, this is not strategy that we imagine as adhering to the princi-

<http://intellitoria.viabloga.com/files>, 2006.

⁶ Girardot J.-J., *Intelligence territoriale et participation*, <http://labiso.be/ecolloque/forums>, 2005.

⁷ European Community, *European Governance: A White Paper*, COM(2001)428, 25 July, <http://europa.eu.int>, 2001.

ples put forward in the European White Book as well as the literature on territorial intelligence. Our discussion starts with the belief that the territorial actors constitute territorial “intelligence” and this should then constitute the processes of search-action aimed at a sustainable development as well as the democratic and participative procedures of promotion and intervention.

Is there therefore a need to distinguish between the hypotheses of research and the actions of research? I believe so, but I also believe that both one and the other should include the precocious intervention of the interested population. The idea that a research hypothesis or its results can be transferred to a population through a “restitution” intervention in order to claim that the population was “involved” is not sustainable, with the risk of having merely asked for confirmation afterwards, that often can not be based on the knowledge of the interested population in relation to the paths, strategies and tools. On the contrary, in a research-action strategy, the relationship between researchers and actors implies that the same actors participate on all the levels of research and that the researchers, in turn, participate in the territorial action capable of making sustainable development. This also means training researchers to be territorial experts and territorial experts to be researchers, which will create a type of “collective actor”⁸.

For a long time, the territory was the spatial and material representation of a community environment and this definition is still appropriate in many areas of the world. However, it leads to problems within the modern concept of interculturality, identity and exchange. Whereas, there seems to be a movement of community closure at the expense of the triumph of the global village. There is now a need for the local actors to start an informative and anthropological process, capable of activating and moving the resources in order to transform the vital and relational energy of the territorial groups into planning skills. Thus, territorial intelligence along with the strategies of participative communication can interest a link between the processes of promotion and control of local development and the socio-cultural dimensions of the population in a given territory.

⁸ Verspieren M.R., *Recherche-action de type stratégique et science(s) de l'éducation*, Paris, l'Harmattan et Bruxelles, Contradictions, 1990; CAENTI Work Package 5, *Proposal of an European Letter of Quality on Action-Research Favoring Territorial Governance of Sustainable Development*, in www.territorial-intelligence.eu, 2007. The originality of territorial intelligence consists of the balanced articulation between the use of information and communication technologies and respect of the ethical principles of a democratic *governance* that guarantees a sustainable development, in other words an integrated and well-balanced (multidisciplinary and multi-sectorial) approach and a *partnership* between the actors who contribute to the knowledge of the structures and territorial dynamics, and that constitutes a tool at the service of the actors of territorial development. Thus, territorial intelligence is the cognitive process that the community elaborates in order to guarantee an equal and sustainable development of their territory, comparing and integrating multidisciplinary and intercultural knowledge, adapting methods and tools for the analysis of the territories, evaluating the principles of *governance* in order to guarantee a balanced consideration of all the needs as well as an equal and sustainable distribution of the resources through the partnership and participation, design and construction of tools along with the territorial actors who want to develop their own territories while at the same time respecting ethical principles. Cfr. Girardot J.-J., *Activities and Prospects of CAEN TI. Welcome to the Fourth Conference of Territorial Intelligence, after the one of Besançon (France) in 2003, of Pécs (Hungary) in 2004 and of Liège (Belgium) in 2005*, in Bertacchini Y. (dir.), *Intelligence territoriale. Volet 2-Mesurer la distance; penser la durée; mémoriser le virtuel*, Liège, Coll. Les Etic, 2006.

4. *A participative observation*

Only recently in Italy has observation created “applied observers”, assigned to collecting the *feed back* of the analysis of the territorial actors and as guides in drawing up in a new way the development policies, under the consideration that «contemporary society poses two clear questions relating to the way in which research is carried out: above all, the issue of participative research (...) and secondly, society asks for greater transparency in relation to the diffusion of the results, especially, on the themes that deeply affect human life as well as those with ethical implications, so that a more informed public debate can take place»⁹.

On an operational level, the pursuit of an action procedure has come to a complete halt, not only due to the growing difference between the potential ability to plan and the capacity to organise the interventions, but also by the actors:

- between “vertical descending” flows of communication, that increase and become stronger, and “vertical ascending” flows, that become weaker, it is becoming more complex to make decisions made by the top of the system accepted, whatever their nature. Channels of communication capable of favouring the supply of citizens and social groups seem to be often hindered, full of obstacles (and so sometimes it is the same political-technical powers who want to interrupt the flow of communication);
- secondly, the gravity of the subsequent problem of power management and decision-making processes is clearly highlighted;
- finally, the weight of the complexity of the various territorial realities emerges.

One of the first difficulties in passing from a perspective aimed at reparatory interventions to a promotional one consists of the need to contemplate within the various socially based methodologies, even though not sufficiently internalised within the efficacy. Instead of adhering to a specialised language within the technical-political community, it should contain a “duplicity” typical of those terminologies that are shared between communities of experts and non as well as professional and lay communities. Therefore, a type of homogenisation of the languages as well as an agreement on the various types of acceptable terminologies upon which to base intra-organisational communication seems indispensable, with the aim of creating a more effective inter-organizational form.

The second element which is created by this idea relating to projects is that the aim of a participative policy is to assure that the intra and inter-organisational interventions are suitable to the construction of knowledge, evaluation, orientation and control by the citizens and operators, in a way to impede excess information within the organisation as well as a lack of it to the receivers of the projects: «The most fundamental contribution of the participative dynamics occurs when they reach the complete involvement of the territorial actors in the processes of transformation of information into knowledge»¹⁰.

⁹ Miedes-Ugarte B., *Analysis of the Applications of the Governance Principles of Sustainable Development to Territorial Research-Action*, WP5 Deliverable n. 40, July, in www.territorial-intelligence.eu, 2007.

¹⁰ CAENTI Work Package 5, *Proposal of a n European Letter of Quality on Action-Research Favoring Territorial Governance of Sustainable Development*, in www.territorial-intelligence.eu, 2007, pp. 6-7.

The third element, coming from the later, relates to the need of a “realisation”, that can no longer be disdainfully ignored as not being suitable to daily professional and political work. There is a need to create information systems relative to the different projects, that are “pertinent”, in other words that “realise” to the different parts of the decisions made and the results obtained, and that simultaneously allows the interlocutors to make other decisions relating to the social choices as well as the destinations of the actions and resources: «The processes of research-action should have as their aim to increase the transparency of their results, of both the research as well as the action, capable of facilitating decision-making and contributing to making them more democratic»¹¹.

The new type of programming and management that is being presented, following a global revolution, implies a series of changes in the form of collocation (state, situations, institutions) and actions (relations, activity, functions), conditions that could be defined as a new paradigm. These new conditions lead to a revision of the basis upon which traditional sociologies (of the organisation and territory etc) are founded.

This process of transformation is important, at times it appears on the surface, but often it proceeds in a hidden and underhand way. Above all, from a social science perspective, there are two new natures: the first, purely sociological, highlights a profound transformation of the interpretations of social and human conditions. Contemporary society no longer responds to the parameters of modern, industrial society, of the dominant rationality. It places itself on the side of the citizens, but more wisely on that of the institutions and administrations too, a question of new rationality, destined to a different interpretation of the *care* relations and planning. At the same time, a second nature is given from the change of the socio-political matrix, due to the same micro dimension of society transforming. The increase in the level of unemployment, temporary work, female unemployment, the new poor as well as the increase in the immigrant population determine the appearance of new forms of social exclusion and marginalisation, that in turn create profound inequality.

In front of the intensification of the inequality processes between individuals, social groups and territorial areas, the inefficacy, and at times uselessness, of the traditional programming, decision-making and management processes is clearly obvious. On the one hand based on individual relations while on the other, on the question/answer or problem/solution paradigm, thus highlighting the need to create new solutions that deal with the dimension of social inequality.

The increase in the problems and the proposal of a new programming implies the need to modify intervention practices. In addition, traditional reparatory interventions have often created relationships of dependence as well as “chains of welfare”, that have impeded real processes of emancipation, blocking the construction of those “capable of dealing with”, “*coping*”, which is seen as the only way to define citizenship.

Nowadays, there is a regression of the idea of social citizenship rights, as the product of a public and concerted management policy, while numerous questions are being asked to researchers and administrators:

¹¹ Ivi, p. 9.

- how can a real and effective public management of social integration and equality be realised?
- where can uneasiness associated to inequality be expressed?
- what strategic changes and/or redefinition of the policies are required within a social context that has changed so much?

The European Commission upon opening the debate on the theme of *governance*, has simultaneously opened up the issue relating to how to solve the complex problems of governing put forward by the pressing social transformations, consequently creating the issue of searching for forms of governing that are new, but also innovative on the level of democratic relations and recognition of the citizens to the needs, not always transformed into questions, of the citizens.

Governance is a highly complex process, that according to several actors could prevail over the concept of *government*, with its principle aspects consisting of the construction of legitimacy of public decision, the distribution of power between rulers and ruled, the negotiation processes between social actors, the decentralization of authority as well as the revision and clarification of the functions associated to governing.

Over the last ten years in several regions of Italy, there have been a series of tests carried out on the basis of the principles of “participative programming”. There are official and consolidated examples in Tuscany, Emilia-Romagna and an area of Basilicata (Venosa) as well as the *Piano di Zona* in an area of the province of Salerno known as “Agro Nocerino-Sarnese”. The communities present their needs, claiming their rights as citizens to participate in the decisions that concern them, in close contact with policy-makers, influencing and deciding the monitoring paths of the numerous factors that should be considered over time: «In the territories, cultures and lifestyles develop: services (...) risk, due to the extraneousness, to activate interventions that could constitute a disturbance. For this reason, it should acquire the ability to be in tune with reality (...) that does not merely represent a backdrop but rather a context for actors, resources as well as natural processes of answers»¹².

If participation can be carried out on various levels (the relationship citizen/administrator or the rectangular field of vital worlds), in our theory participation deals with in particular those moments in which the interested citizens discuss and try to influence the decisions on the allocation of the interventions and resources, but above all, through a participative methodology, the moment in which a “global level” of sharing of the objectives is developed, which correlates the theme of the need of the population with the wider ecological-environmental theme and therefore, subsequently, redefines the role that every citizen carries out within its own community¹³.

¹² Ferrario F., *Le dimensioni dell'intervento sociale. Un modello unitario centrato sul compito*, Roma, la Nuova Italia, 1996.

¹³ For example, a particular product of social participation set off by the Health Plans in Italy was the “competent citizen” effect, widely used within the community, institutions as well as social organisations, which, even though they do not have any decision-making role, have developed orientational natures and stimuli and have demonstrated how they are interested in acquiring cultural competencies. They represent an example of those “active citizens” who take part in discussions and decisions on various themes, democratically expressing opinions, contributing to the definition of the priority ac-

A series of activities developed according to these characteristics create several problems for administrators¹⁴:

- first of all, an ethical behavioural problem: too often the much celebrated participation in the end results being nothing more than a series of formal consultations, from which no decisions are made with those citizens invited to participate;
- secondly, a problem of program visibility: a high level of participation implies a high level of verification of the levels of efficiency and efficacy of the organization;
- finally, several issues relating to the concept of trust, which can not be a "critical" trust: more direct channels of communication imply the possibility to develop criticisms and observations which, as previously mentioned, can not not be considered.

This consideration on *governance*, therefore, leads to the question of how the decision-making processes, in order to be effective within western societies which are undergoing constant change, should be correlated to territorial analysis, active participation of the citizens when relating to governing, to negotiation as the basis of concerted decisions relating to the management of efficient services as well as to the way of replying to questions coming from the territory and groups and to the differentiation of the actions in relation to the various questions emerging from the community, territories, movements that are to be undeniably considered different.

Highlighting the civil society in the decision-making processes is considered a tool of reinforcing democracy and surely, applied to citizenship, the concept of *governance* loses several of its managerial connotations, since it necessarily implies new models of organising the interventions, an improved coordination between the base structures, implementation of a computerised system, apart from the computerised organization of communication. In particular, the idea of *governance* requires the will and ability to carry out research aimed at understanding what actually are the best ways in which the participation of the citizens can be carried out as well as how "knowledgeable citizens" can be involved in the choice of the priorities and the planning of the interventions.

5. Co-construct and co-recognise

Following the current discussion, it can be coherently claimed that a new type of public *governance* can not deal with the needs expressed by the population by

tions and evaluating policies. In other words, it deals with having recognised the supremacy of an approach based on prevention and promotion, rather than on curing [Saccheri 2000; 2003]: «Directly participating in the construction of actions aimed at improving health has a double value. On the one hand, it makes them feel protagonists of a commitment that has positive health effects (...). On the other, it allows the efficacy of the decision-making processes that policy researchers have called "inclusive" to be studied» Biocca M. (a cura di) (2006), *Cittadini competenti costruiscono azioni per la salute*, FrancoAngeli, Milano. Cfr. anche Saccheri T., *L'equivoco terapeutico. Promozione della salute e negoziazione sociale*, Milano, FrancoAngeli, 2000 e Saccheri T. (a cura di), *Prima che... Promozione della salute e responsabilità istituzionali*, n. monografico di "Salute e Società", a. II, n. 3, 2003.

¹⁴ Corposanto C., Fazzi L., Scaglia A. (a cura di), *Costruire Piani di Salute. Una sperimentazione di programmazione sanitaria dell'Asl 1 di Venosa*, Milano, FrancoAngeli, 2004, p. 24.

merely revisiting or revising rational realisations of the administrative objectives, since *governance* and culture are intrinsically connected in a network relative to the ways in which men and women interpret experiences and orientate actions. For this reason, the only possible type of observation is participative, in other words that creates knowledge and connects experiences, putting them together in a collaborative structure of “technical” and “raw” experts, who are trying to understand the social and territorial distribution of unease, as well as the expression and functioning of the social contexts within which risk factors develop. They also consider the dynamics of communicative interaction and those cultural ones of particular social groups, the mass-media communication processes, the professional and non-professional conceptions as well as the objective and subjective matrices.

It could be of help to try and include within our reasoning what Nussbaum listed as the variables of a possible reasonable answer, aimed at an approach based on ability. Extrapolated from the female context, this approach is highly interesting due to it starting from the question «what is it effectively capable of doing and being»¹⁵ and, if applied to a territorial context proposes a participative and democratic way of constructing actions.

Starting from the belief that «several human functions are particularly essential for human life» and that to be able to find and know how to develop and exercise our own human faculties is indispensable, Nussbaum proposes «a necessary list of the elements required to function as a real human»¹⁶. The list contemplates a series of entries that seem interesting because, relating to the quality of life, relationships and projects, it can suggest unusual paths for sociology, which is currently trying to find new elements upon which to base the interpretation of current social transformations. Several of these elements are:

- the possibility to live a normal length life;
- physical health;
- a physical integrity that allows you to move from one place to another, but also to defend yourself, to enjoy sexual pleasure and make procreative choices;
- be able to use your own senses, imagination and thought, be able to produce works of your own expression not only artistic but also (and I would add above all) political;
- the ability to practice forms of human association;
- be able to critically think about how to live your own life
- have the social basis in order to respect yourself;
- have the possibility to have control over the political and material environments.

This type of approach seems to also constitute a basis for the interpretation of the third wave of “new emerging pathologies”, which are discussed by Donati as well as for the identification of a series of strategic elements of an approach to the person and social subjectivity as carriers of values and aims, «that does not imply the development of well-being of the people individually considered»¹⁷.

¹⁵ Nussbaum M. C., *Giustizia sociale e dignità umana. Da individui a persone*, Bologna, il Mulino, 2002, p. 72.

¹⁶ Ivi, p. 74.

¹⁷ Ivi, p. 79.

The well-being of the people of the future does not depend on the type of remedy but rather on the type of relationships established. There is an accumulated conscience that belongs to those realities where the space dedicated to thought is greater (and the claim to the right of word). However, a paradoxical situation is being created where an increase of the conscience of groups and reality on the need to ecologically conceive life and the world in terms of promotion and thought corresponds to an increase of the dynamics expected of the technical and organisational development as well as a distancing from both the contexts of unease and risk for the future generations and the environments in which they are created.

Nowadays, the policies of programming and planning can not be removed from the debate on the dichotomy between technical sectoriality and public planning. The problem created by the increase of the trust in the “means” (technological, diagnostic, evaluation, analytical of the quality), all in favour of their “absolute” image, are free from any bonds and ignore a good part of the anthropological, ethical and symbolical worlds. Transferring these elements from the analysis of inter-individual relationships to social analysis implies work on the levels of internalisation of the “subjectivity” as well as the “experiences of the world” of the groups of the population with which (and not on which) they call to work.

The quality of life and the lasting development that we believe are the basis of research does not necessarily take as a starting point the official and functional categories of economical-juridical subjects. It places itself on a level of “life communication”, an exchange of experiences and claim of the needs of the vital worlds, not as collateral and complementary dimensions, but as constitutive elements of the processes of “being well” and “being unwell”.

A project aimed at “lasting and sustainable development” can not be thought of as something that is based on the discipline and manner of behaviour “to teach”, but implies a continual communication path, aimed at reorganising not so much the structures but more knowledge. It, therefore, requires a different organisational set up that includes the transformation of the operational dynamics and the passing of activity based on the analysis of the risks (for many the aspects are objective and therefore easily made subjective by the actors involved”) of a work based on activity and projects, moved from the aspects of relevance, diffusion etc. to the construction of a finalized model.

A promotional policy of this type leads to a direct impact with the definition of not only the economical resources, but also the human resources capable of obtaining results which can be diffused throughout the reference context. In fact, the realisation of these aims depends on the way in which these are taken into consideration within the strategies of the single collective realities. We need to ask whether the strategies and practices of the various institutions touch and modify, directly or indirectly, the resources and contractual power of individuals, collectives, social groups and generations. Whether they are compatible with the social priorities widely recognised and declared as well as with the expectations of the citizens. Only if these requisites are satisfied can a project be truly called “socially compatible” and in certain aspects, following this path, it would need to recuperate the idea of “social interlocutory balance” of the interventions, rather than an evaluation based on the efficacy and efficiency criteria, issued by the same structure that

draws up the projects and intervenes and then evaluates them (more times than not validating them).

Thus, changes, sustainability, transparency, co-responsibility, co-learning constitute the principles of a good political project, but also on the methodological and heuristic level, the cardinal points of a correct research-action. The programming illusion that the availability of refined technical, technological, or organisational and legislative grids allow the projects to be optimised, and therefore guarantee the carrying out and development, is continually denied by the comparison with reality, as highlighted by multiple examples of projects that do not produce any results. The determining factor of this failure can almost always be found in the lack of social compatibility.

The need for an approach based on not only theoretical but also empirical knowledge, is undeniable, as well as the interaction between social relationships, economic development and public policies. The debate on social capital, intended as the ability that the networks have in constructing benefits for its own members, claims that such benefits are generated through two main components: the relational element, that resides within social organisations of which the individual is part, and the material element, constituted of the resources which the individual has access due to belonging to the group¹⁸. Collectives of citizens, social forums, participative balances, neighbourhood committees highlight that the issue of active citizenship has been the centre of discussions and debates and every day runs the risk, as with all the terms used by the media, of losing its meaning due to it being used in multiple contexts for many different things, with the different meanings often being far removed from each other. There should therefore be an attempt to put this term in its place and take a position in relation to what it implies, indicating that the choice to define citizens as competent is a real option and not a slogan of circumstance.

The dialectic debate and process is at the centre of the idea of citizenship, that impresses on the dynamics of the planned concrete interaction, an interactive practice between people. At the same time, the debate is an elaboration, collective creation, with what it implies to confront and compromise, as well as a collective statement in light of the assuming of an active position within complex systems, that are created at the end of public decisions. In this perspective, citizens can become “active experts” in those things that deal with the problems of life that concern them and in the same perspective, there is also the implementation of new forms of *governance* on a local scale.

The objective should consist of creating actions that give the citizens the possibility to fully develop their project and create the tools required to interact in the decision-making processes that involve them on a local level (*capacity building*), due to the fact that people are fragile in relation to democratic dynamics and are not so well informed about them. However, the same citizens, once the issues have become things that concern them, arduously search for a space of a common decision, claiming an effective participation in the management.

A “strategic platform” for participative citizenship should be the first aim of the creation of a global and integrated intervention strategy, capable of taking charge

¹⁸ Stefanini A., *Le condizioni economiche come determinanti di salute*, www.ausl.re.it

of the determinants at the basis of the main identified problems and to mobilise, at the same time and in the same sense, all the social capital of a territory in order to invent active forms of participation as well as identify and conquer new spaces of territorial representation of needs, activating and proposing new decision-making mechanisms. This deals with an important phase, that characterises a change of the approaches: «active citizenship implies that the citizens can formulate and negotiate what they seem to be desirable for the future, to imagine new paths of development has become indispensable for the dynamics of a territory, as well as the universalisation of the prospects of a good and fair life»¹⁹

Conclusions

There is subtle equilibrium to promote between a representative democracy and a growing need for participation by part of the citizens to the collective future. There is a subtle equilibrium to promote between those who are delegated to govern a state, region or council, those who should assume the task of evaluating policy management, deduced decisions and the citizens who are the testimony to the criticism, the questions, the deduced proposals and prescribed policies. Every set of phases in this sense contains risks and advantages as well as assumes both a level of scientific detachment, which needs to be clarified to everyone, as well as the acceptance that the final decisions are made by the greater part of society, rather than a group of technicians and politicians.

The main consideration is that a social, economic and professional sensitivity towards the community is required, in order to make, among the various intervention options, the choices that are closest to the citizens whenever possible.

The projects drawn up according to the tradition of the closed principles of governing (*government*) are often expected to conserve the existence or, rather, communicate the decisions made “elsewhere” in relation to the interested territories, according to traditional connotations “of convenience”, even though they need not necessarily imply an undemocratic position of governing. Nevertheless, even when it is not a “regime”, the dimension counts very little in relation to the subjects. They only mean something in the logic of the structural dimension, tools of particular interest that have nothing or very little to do with the real needs of the interested population, identifying itself in the defence of particular interests (a simplification of the political and decision-making dynamics, elementarization of the administrative strategies, etc), rather than in those of the citizens and operators who actually work in the territory.

In this sense, the promotion of sustainable development can occur only where its meaning is associated not to a political-managerial context, but rather to the citizens and qualitative nature of the complexity of the worlds of contemporary life. Perhaps the lack of much thought lies in the fact that the carriers of needs and those of demands hardly ever coincide.

In relation to an integrated and participative management of the promotional actions of sustainable development, it is clear that there is currently a lack of tools on

¹⁹ Hansotte M., *Les intelligences citoyennes*, Liège, Editions de Boeck, 2005.

the cultural level of the institutions. At the moment of transformation, the economic laws of supply/demand (e.g. relating to the labour market) or costs/benefits (e.g. relating to health, illness, social services) can not be the only rational elements of reference, given that the survival of a system depends on many social sets. The disturbances of the technical and economic dimensions, modification of the cultural models (and subsequently of behaviours), discontinuity and unevenness of social relationships make the possibility of a technical and organised behaviour that is rigidly linear and regular unlikely.

We should therefore clearly consider that the realisation of projects aimed at promoting sustainable and lasting development should be aimed at territories defined as centres of territorial intelligence, which constitute natural interlocutors of who plan and operate, not only in their “organised” configuration, but also in their “disorganised” role of “negotiation”. These territories, along with the various organisational realities, constitute the environment of project development, verification and planned action.

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Serge Ormaux

Landscape and Territorial Intelligence

Introduction

It is still not usual to talk about landscape in the frame of territorial intelligence. Nevertheless, however, the landscape matter becomes a more and more important dimension of territories management.

With the tourism boom, landscapes, or any way some of them, have become veritable commercial products, attracting visitors from all over the world. These landscapes, that tourist guide books extolled, have been reproduced ad infinitum in the form of postcards, travel agencies catalogues or family photos albums. Landscape aesthetics was no more devoted to some pundits or aristocrats but it was the object of massive consumption with the appearance of a landscape market. In the same time territories embodied in symbolic landscapes images and national or regional (if not sometimes nationalist or regionalist) identities have been built around symbol-landscapes.

All these processes are still functional today and will without doubt remain so for a long time. But for some years or decades another relation to landscape is noticeable. This new connection tends to consider landscape to be a full part of territory, a territory issue, and in the same time a lever for its development.

To deal with this topic we will start from the following observation: “landscape is everywhere”. We will then express the wish that “landscape is not only considered under the protection and backward-looking conservation aspect but under the aspect of territories dynamics and development”. We will finally take a scientific posture: “making sure that landscape is regarded as an object of knowledge in its own right, as well as society, environment, territory or firm”.

1. *Landscape is everywhere*

a) Omnipresence of landscapes images

Landscape image is actually omnipresent in society, cultural productions, media universe. It is for instance very present in advertisement, for selling cosmetics or cars, because landscape represents the ideal of youth, success, authenticity and it allows focusing on specific consumers' targets. We find also landscape image in territorial marketing that extols a region or metropolis lifestyle as well as its accessibility or innovation capacity. It is present in political universe because landscape represents values. That's why political posters designers use largely landscape im-

age, chosen with much attention paid to what it tells or suggests to our subconscious.

b) From remarkable to ordinary landscape

But landscape is not just a n image, it is also a concrete part of space offered to visual observation. The most important mutation may occur here. We think actually that, nowadays, landscape is everywhere on the territory, on the condition that someone looks at it.

We have shifted from a punctual conception, the one of remarkable, exceptional territories in limited number to an extensive conception, the one of ordinary landscapes, present everywhere and *a priori* everywhere worthy of interest. A true realization occurred, and we observe every day its consequences. A few years ago, when we asked inhabitants of a non-touristy region if they liked the landscape of the place they lived in, they were very often surprised and answered there was no landscape where they lived in. Today it is less and less the case, the look has changed, and we grant the status of landscape to our surroundings, wherever we live.

We observe more and more the consequences of this mindset change. Thus, inhabitants can't stand any more to see their landscape being damaged by infrastructures installation for instance. Even if it is not an exceptional landscape it is their landscape, the landscape they live in and they don't want it to be damaged. It seems to be an understandable behaviour but it is also a historical paradox because, from time immemorial ordinary landscapes are produced by economic activity, agriculture, industry, services activities. A bocage landscape (mosaic of small fields surrounded by hedges) was not conceived for esthetical reasons but for enabling a certain form of economic production, necessary to the group reproduction in the context of ecological and social constraints of a place. Now, today, our contemporaries accept less and less the fact landscapes are only the unpredictable product of economic logics, they tend to talk about visual pollution or landscape black spots. By this way landscape has acquired a true legacy dimension in social body.

This realization engendered a flowering of laws, statutory instruments and incentive policies at national and international levels. The evolution of French legislation is revealing in this respect. For long it took only to take into consideration clearly delineated areas, the 1906, 1913 and 1930 laws for listing and protecting monuments and artistic and natural sites are part of this exceptionalist vision. But in 1993 a new law, the Landscape law (Loi Paysage), states that landscape is everywhere and that it is our common good. The same evolution is observed at international level, UNESCO cultural landscapes are still in an exceptionalist approach and look for identifying and labelling remarkable landscapes. At the Council of Europe level the recent European Landscape Convention (2000) proposes management principles for all European ordinary landscapes.

We have the feeling to assist to a tourist look generalization process on all places. What is more surprising, and quite comforting, is that this look globalization on landscape, far from producing a landscape standardisation, rather provokes a regained interest for the numerous ordinary landscapes, for our own landscapes.

The other interesting aspect of this evolution is that even inhabitants of the most affected landscapes (for what is about life surroundings), as for instance inhabitants

of popular suburbs, claim for consideration towards their landscape. Landscape is no more an exclusively luxury of rich countries or of favoured social classes but it reaches more and more all social classes.

The real estate market must too face this reality. Surveys led through hedonist prices methods have actually shown that landscape has an influence on grounds and housing appreciation or depreciation.

2. Landscape has to be associated to territories development

a) Be careful to a too protective view of landscape

Evolution previously evoked may seem salutary but there is a big risk to assist to an increasing strictly protective and conservative attitude through landscapes, with only one strategy: the strategy of museumization. It would be here a backward-looking attitude, highlighting a society out of new landscape models, and it would be above all a chimera. Actually, in our old civilization countries, fixing landscape is impossible insofar as landscape is a dynamic system, and even when we have the impression it doesn't change it is in fact permanently produced and reproduced by interactions between human societies and nature. If landscape is cut from these interactions with valorisation and territorial organization living forces, it deteriorates inevitably, as for instance in agricultural retreat zones. The absolute protection paradox is that it can only lead to mutations and often to landscape banalization, except if a lot of energy is injected in the system to maintain it artificially, that is to say devoting a lot of money for it. It is very exceptionally possible for some particularly valuable sites but not in a generalized way, not for ordinary landscapes. Even rich countries couldn't afford it.

We note that the new way to consider landscape involves considering differently the question of its management.

The European Landscape Convention makes by this way the distinction between three types of complementary attitudes: protecting a certain number of rare, fragile or emblematic landscapes, the management that consists in accepting landscape changes and evolutions related to economic, societal, spatial evolutions by accompanying these changes in order to avoid to make mistakes on landscape matter by taking it into account at the same title as other economic, environmental, geotechnics, considerations. And, beyond the management of existing landscapes it may be interesting to think about a planning attitude, that is to say the creation of new landscapes and of new landscapes codes, what our ancestors achieved.

b) Landscape at the service of local development

This new attitude, associating protection, management and planning, can and should be at the service of territories local development. Landscapes are a treasure for territories, but this treasure is often ignored. We should now promote it in a clever way. It is not about imitating the famous places of interest in each little area but about perceiving what makes its specificity, its landscape signing, in order to transform it into development factor.

Obviously, we immediately think of tourism, by paying attention to make the difference between product tourism, for instance vacation in tropical atmosphere

with golf, nightclubs and international shopping (we don't talk of it here) and territory tourism, drawing on the personality of a territory, particularly its landscape atmosphere, its historical and natural patrimony and its cultural offer. This kind of tourism takes roots in territory, lives on it, but it can in the same time be beneficial to territory, return dividends to territory in terms of population maintenance, employment offer, facilities increase and implementation of synergies between different activities. All these elements allow initiating a development virtuous circle.

Beyond tourism, we can think about agriculture, and particularly about quality agriculture with the growing success of the so called regional products, possibly labelled or protected by a national designation of origin. In this kind of farming production, connection to landscape is particularly relevant. When we consume such a product (wine, cheese, olive oil, quality meat, etc) we do not just consume an alimentary product but we consume an imaginary product, an imagination fixed in a space with its story, its patrimony, its traditions and, of course, its emblematic landscapes.

In this case, landscape and product support each other, the product requires landscape to make the consumer dream, and landscape requires product to be maintained. Actually, if we can't expect of states to protect ad infinitum landscapes because it would be too expensive, we can find solutions on the market side. If a rural landscape is the centre of a high value added agricultural production, profits earned through this highly remunerative production will financially allow producers maintaining landscapes, even if they are no more directly functional (it wouldn't be the case with an ordinary production). They will not only have the possibility, but the duty, to do so because these landscapes are the setting and the referent of the product displayed; this product would lose a part of its attraction without them.

By this way, terrace cultivation, one of the Mediterranean rural landscape jewels, were more or less everywhere let down. Indeed, since the 19th century, agriculture activity has rather set up in plain or on gentle slopes, what has led to a deterioration of these wonderful landscapes. But the terrace artificial maintenance, aiming at patrimony conservation is financially prohibitive unless high quality vineyard, identified to this landscape, is to be found there. This high quality vineyard can also support terrace's maintenance, as for instance the Banyuls vineyards in France, the Douro vineyards in Portugal or the Cinque Terre vineyards in Italy.

We can also imagine authorities subsidize partially farmers to encourage landscape patrimony conservation, or at least its outline. This idea is present in agricultural-environmental measures in Europe and in national devices inspired by them. The farmer becomes a gardener.

Tourism and agriculture are not the only reasons for integrating landscape issue in territory question. It is noticeable that living environment is more and more a factor of attractivity and that landscape amenities are a decisive argument in present and future competition between territories, particularly in the field of high technology activities, requiring highly skilled engineers, researchers and executives. Living environment contributes to the self image of each inhabitant as of itself and to the trust he can have in a territory.

c) Landscape as governance tool

Another dimension, less known, appears now: the governance. Landscape is today more and more an interface between inhabitant and policy decision-maker. It is a very efficient mediation tool favouring discussion, exchange, work in common and, by this way, appropriation of the project by people who have to make it live.

We know that a large part of misunderstandings between inhabitants and decision makers is related to the fact that they refer to two very different spatialities: the territory vision (for political decision-maker or expert) is a zenithal, projective vision, the vision of map, block plan, geographic information system or satellite image geometric projection. The inhabitant vision is a bottom, tangential vision, with visible and hidden spaces and scale shift between the first and the second foregrounds.

To one side we find the decision maker “georeferenced” space and to the other side the inhabitant “egoreferenced” space. They are two very different reference universes and this difference often compromises mutual understanding. Now, using landscapes pictures may be a way to find a link between these two universes, to establish dialog between both of them.

For inhabitants, photographing landscape refers to the experience that everybody has of territory. It has an evocative power plans and maps do not. It sparks reactions, brings dialog on territory and planning orientations to get a better understanding. Inhabitants are less afraid of landscape picture because drawing limits or zonings on landscape picture is not very usual, it favours uses, permanencies and changes rather than affectations and constraints. But, in a second time, it can be used as a basis for outlining plan, it allows working with maps or GIS and completes by this way the georeferenced space. It is definitely an intermediary object, a mediation instrument. This dialectic move between landscape and map resembles what Augustin Berque called “the mediance point of view”.

Landscape pictures can also be used to reveal inhabitants territory representations, in a lighter and more convenient way than mental maps. By this way, we can ask a sample group to take three representative pictures of their territory: three pictures of what they prefer, three pictures they would show a stranger to promote their region... Such corpuses allow then fruitful interpretations.

3. Landscape has now to become a true field of study

Finally, as researchers, engineers, experts, we have to keep in mind the necessity to make landscape becoming a true field of study, at the same title as society, territory, environment or firm.

Theoretical models are required to achieve it, as for instance the « landscape polysystem » model. This model brings landscape scene appearance in the thick of the scheme (the “visible landscape system”), it links it to “landscape productive system” upstream and to “user system” downstream. (The “landscape productive system” is retroactive on the “visible landscape system”.)

Methods and techniques are also required. These processes, based on landscape’ scientific approach (approach of landscape visible from the ground) can follow two distinct and more and more complementary methods.

The “analogical method” relies on sampled and georeferenced image banks allowing systematic surveys on landscape scene size and content. This first method is interesting because it makes brainstorming between experts, decision makers and inhabitants easier. Actually, images making up the corpus can be used at different levels: at the daily perception or the survey level.

The “digital method” is based on the “elevated” view to simulate the “inside” view. It relies on two specialized information layers, the digital elevation model (DEM) and satellite image to model landscapes visible from the ground.

Such tools are used to measure for instance visual submission, that is to say the trend that have points of a given area to be visible from other points of this area. On the basis of the DEM, given that the altitude of all pixels is known, it is possible to determine space visible from each pixel and, conversely, the intensity of visual submission for each pixel. Satellite picture or aerial photo allows having a lot of information on land utilisation, evaluating buildings and vegetation height, and completing by this way information given by the DEM.

Admittedly, visibility approach doesn't entirely solve landscape issue. Visual submission maps are complex, hard to decode, not well understood by politicians, and often suspected of being the last technocracy's mishap by inhabitants. But they can really bring an information favourable for an appeased cooperation if they are integrated to true participative processes, mixing mapping technics, pictures and landscape drawing.

To conclude temporarily/provisionally

We have today at our disposals concepts, methods, techniques, feedbacks that allow adding a landscape information layer, at the same title as economic, geotechnics or environmental layers.

We note in addition that landscape is well at the core of the actors' relation to territories and viewed as an articulation between different looks on territories: inhabitants, elected representative, technician, expert and researcher looks. It is one of the only subjects that may be relevant for all these actors and that allow exchange between different views.

In future, landscape approach applied to territorial intelligence will probably think about the principle that consists in favouring infrastructures installation in zones where visibility is very low. From a technical point of view it might be a good solution but these zones, coolly determined by automatic calculation, are inhabited zones. It will not be possible to concentrate all visual pollution on these inhabitants just because this pollution will be less important in these areas than everywhere else!

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Cyril Masselot

Territorial Intelligence Communicational and Community System (TICCS)

Information and Communication Sciences and Territorial Intelligence concept maintain multiple relations today. The method of territorial observation Catalyse, carried by the European Network of Territorial Intelligence, proposes a modelling under the shape of what Jean-Jacques Girardot calls a territorial intelligence community system¹. It is by the organization of the structuralization of the information, and by the conception of the process of communication that this kind of system takes life, and it is these aspects which we detail here to illustrate that both notions bring mutually. Experiments of research - action led in France, in Spain and in Europe feed these reflections, of which take advantage the initial trainings as continuous (professionals), who also improve the methodological principle of the TICS. Actions realized in partnership with the City of Besançon (Doubs), with the Accem, Spanish NGO, and Adapei of Besançon, local association, will then be convened. They demonstrated the utility and the contribution of a multidisciplinary approach integrating SIC, the Sciences of the Language, the Territorial Intelligence, the ergonomics etc. They also asked new questions as the place of the medium in the processes of communication.

Introduction

“You who are an expert in communication, of whom you do think of our site?”

How many times the professionals of the communication, the researchers as the communications managers, see each other shouted out so, summoned to express an opinion “of expert” on an object of communication most of the time not contextualized? What reveals this request, otherwise a justification hastily, which asks for an answer generally established on a judgment aesthetic and not on the scientific consideration of a communicational procedure bringing in on an equal footing the stakes in meaning, in relation and in usage?

The social request of this type of intervention creates a certain awareness maybe influenced by the fashion of all communicational², being translated by a pressure

¹ Girardot J.J., Masselot C., *CATALYSE Toolkit. Specifications for the processing and editorial chain from territorial data to results*, deliverable 58 of caENTI, project funded under FP6 research program of the European Union, 2008, 251 pages.

Available in <http://www.territorial-%20intelligence.eu/index.php/caenti/deliverable58> and <http://www.territorial-intelligence.eu/index.php/caenti/deliverable58>

² Breton P., *Internet. La communication contre la parole?*, Études 2001/6, Tome 394, 2001, p. 775-784.

of the social actors (of the professional ground) as students, who can also note in scientific articles, to make operational notions developed in ICS (Information and Communication Sciences), with the aim of improving mainly the project management. The communication is then lived as a useful tool, organized by technical acts which a fine «connoisseur» could build of craftiness in the style of a well oiled mechanics.

The social actors involved in observatories of territorial intelligence³ effectively fast subscribed to the necessity of producing quantified and qualified information, in a first concern of directing their actions according to the needs of the populations. Quickly appeared the question to put in relation this constructed information and the other actors, the close relations or distant⁴. The method of used territorial intelligence then imagined to convene reflections which ICS lead for a long time, of the informative process in the communicationnel process, without forgetting the manners allowing the realization of the sense.

This study is fed by a report builds at the same time of territorial experiments (cf. corpus and webographie), of classes dispensed in University of Letters (License's and Master's degree, Digital Edition option), and from the scientific production (colloquiums, reviews and publications of various sciences).

“*The operational integration of the knowledge as the essential requirement of the power*” (communication call of the 16th congress of the SFSIC, on 2008) engender a transformation which it is advisable to a company and whose ICS can grow rich: do we have to undergo it without bringing to it of the reflection?

A second report, arisen from attempts of scientific answers to the evoked social request, accompany the first one: that of a sometimes stiff subdivision between the various fields of research, while the expertise appeals to numerous notions of ICS and other disciplines, according to this famous interdisciplinarity in questioning (cf. the acts of the XVth congress SFSIC, Bordeaux in May, 2006).

We shall thus question here the relations between ICS and social action under the angle of the Territorial Intelligence, by envisaging diverse modellings or experimented mediations, by stigmatizing the current limits, and by observing a case of formation where these questions gave place to specific educations.

1. *Corpus*

1.1. *Actions of research*

The accompaniment of more than about twenty territorial observatories on an around ten years gave place to so many experiments, at the same time of a new

³ Cfr. corpus, but also Girardot J.-J., “Intelligence territoriale et participation”, *Tic & Territoires : quels développements*, Lille, Enic et Cies, 2004, Bertacchini Y., “Entre information & processus de communication : l’intelligence territoriale”, *Tic & Territoires : quels développements*, Lille, Enic et Cies, 2004 and Dumas P., “Intelligence, Territoire, Décentralisation, ou la Région à la française”, *Tic & Territoires : quels développements*, Lille, Enic et Cies, 2004.

⁴ Girardot J.-J., “Intelligence territoriale et participation”, *Tic & Territoires : quels développements*, Lille, Enic et Cies, 2004 and Masselot C., “Systèmes d’information territoriaux et politiques sociales : quand l’observation territoriale s’empare du net”, *XVème Colloque de la Société Française des Sciences de l’Information et de la Communication*, Bordeaux, SFSIC, 2006.

method of intervention based on the observation, and new practices were linked to the structuralization of the information and to the use of the produced knowledge.

- Analysis of the portal of the city of Besançon and Grand Besançon (<http://www.besancon.fr/>). The direction of the communications office of the city of Besançon (Doubs) asked us in 2007 to evaluate the portal citizen set up in 2004, with the following objectives: «business» intelligence, analysis ergonomic, informative analysis, communicational and semiotic, statistical analysis, and users analysis.

Beyond the obtained results, this study is interesting for our subject in two directions:

- It demonstrates that the territorial public communication, from now on convinced of the utility of the evaluation of its actions, also agrees to be analyzed by means of scientific notions which have most of the time difficulty in being leading on the territorial area, as the appeal to isotopies and horizons of expectation, for example;

- It allowed of a better articulation between several disciplines in the same objective, certainly operational thus reducing, but where they played in complementarity and not in competition: it was possible to convene together notions appropriate for ICS and for sciences of the Language, as well as for ergonomics, for cognitive psychology, techniques of survey...

It is thus these points which will feed our reflections afterward.

- Conception of the information system of follow-up of the users of the Adapei of Besançon. This structure so appears: “Association of the parents and the friends of persons mental defectives, work to assure the defence and the promotion of the children, the teenagers and the adults, to facilitate their self-realisation”. This association is being equipped with a specific information system of follow-up and with accompaniment of their beneficiaries; it asked us to draft the specifications, which was finalized and put handed in June, 2005, then to accompany its concrete realization: follow-up of the structuralization of the data in information (informative process), conception and realization of the procedures of communication internal as external, evaluates on the quantitative and qualitative treatments. It is about a socio-technical device which we call “territorial intelligence community system” (TICS) and who applies in practice the theories and the methodologies worked by the territorial intelligence.

- TICS applied to Accem (Gorrion)

An experiment of the same type is led at the moment in Spain, with the association Accem, which receives, welcomes and accompanies refugees and immigrants, promoting “the insertion and the equality of the rights and the responsibilities of all the persons, whatever his/her origin, sex, race, religion or social group”. This second experiment allows to confront the conception of a TICS with the other cultural and professional realities. The questions of communication which ensue from it take advantage then of a good level of modelling by taking advantage of similar experiments.

- CaENTI: European network of the territorial intelligence, supported by a coordination action of the FP6.

The main objective of this coordination action is to develop methods and tools of territorial intelligence, in the service of the observation and of the territorial inter-

vention, by combining the works of social actors and researchers. The TICS is a first tangible result of these researches, and the partners who test them at the moment (Adapei and Acem mainly) are members of this European network. The activities which are led are there thus by definition the «compost» of the experiments which feed us here.

1.2. *Educations*

The specificity of the research in action also lives in its constant articulation with the educations, favors giving the possibility of confronting the results with their capacity of transfer in a didactic frame, questioning there even the process of meta-reflection which often misses in the urgency of the project management subjected to the constraints of the social and economic policies.

- Chronologically, we conceived first of all didactic sequences established on our results of research in entitled Dess “on-line Documentary Information system” (1996-1999); then a Professional License degree “Professions of the Exposition and Information Technologies” allowed us to widen our educational applications in the other fields, in particular patrimonial and cultural.

- We then decided to develop an IUP “Methodologies and Information technologies” containing two courses, “on-line Information systems” and “Produced and Multimedia Services”, on whom we were able then to approach also the social sciences, and the concept of Territorial Intelligence⁵.

- The reformulation of the IUP in the formations of LMD (Licence-Master-Doctorat) type allowed to add second year of Master's degree in a course “Digital Edition”, which widely based on the researches led by the European network of the territorial intelligence. In Licenses and Master's degrees, we organize especially courses centred on the conception of the multimedia information systems, the multimedia writing, the informative processes and communicationnels connected to these systems, as well as the approaches «sémio-com» (semiotic-communication) of the on-line services.

2. *A Communicational and Community System*

The quoted experiments showed that the temptation is big to appeal to the systematic approach, to organize it in the time of the project, according to the changeable contexts of institutions, politics and societies.

This reflection gave place to new attempts to approach rather than of instrumentalisation⁶ including the other knowledge developed by ICS. These actions of research are in the course of deepening, and already give however some track inter-

⁵ Mitropoulou É. et Masselot C., “Sémiotique et Communication au pays du numérique: de l'interface disciplinaire à la médiation”, *Congrès de l'AFS – Sémio 2007*, Paris (à paraître), 2007a. Disponible sur : <http://semio2007.free.fr/>

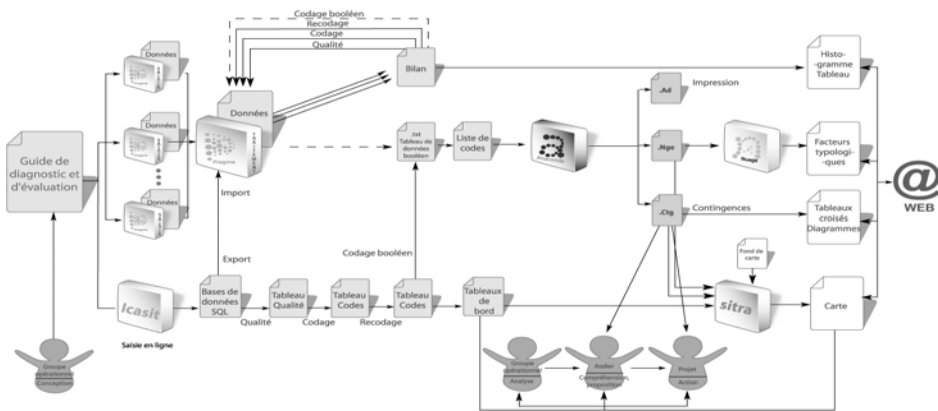
⁶ Herbaux P., *Intelligence territoriale: Repères théoriques*, Éd. L'Harmattan, 2007 and Masselot C., “Systèmes d'information territoriaux et politiques sociales : quand l'observation territoriale s'empare du net », *XVème Colloque de la Société Française des Sciences de l'Information et de la Communication*, Bordeaux, SFSIC, 2006.

esting, as the co mmunicational influence cau sed b y drift of inst rumentalisation without method and little conceptualized.

They concern mainly the Territorial Intelligence, which became one of the objects of study of ICS, the connection being mainly in the human compost of the activity, common to both approaches. The implementation of experiments of this order proves that the practices of the social actors integrate henceforth an informative approach and communicational which appeals to various notions elaborated within the field of ICS. The first capital gain of the application of the method which they notice is the construction of partnership, what corresponds to the improvement of the getting in touch and the quality of this relation. The second identified contribution is a better knowledge of the needs of the citizens, the available resources, the territorial context, and thus the definition of better procedures of decisions and applications of the territorial policies: where the sense takes back body... The method Catalyses organized in a SCIT is interested first of all in the two very precise moments of a process of communication:

- that of the production of sense, which takes place during the formalization of the data in information (required semantic redundancy...)
- then during the elaboration of the communication strictly speaking, according to the initial data and the produced information.

It is thus advisable to structure these stages in a communicational aim, without omitting that the fourth dimension of the uses. The global plan of the TICS thus models a procedure of territorial observati on, from the data collection to the distribution of the results:



*Plan of a Territorial Intelligence Community System, TICS
(caENTI, J.J. Girardot, 2007)*

In summary, from a questionnaire, named here a guide of diagnosis and evaluation, an observatory organizes on a territory (above all human being) the first data collection, which are seized then either on-line in the software brick spotted by “Icosit” on the plan, or in the outstanding version of the software Pragma (in green). A series of data processings, a stage of formalization described below intervene then. It is unmistakable that it is not only a question of tidying up data in

compartments - categories, but that the action to give a shape to this material, is in itself a carrier of sense: from the data collection, the social actor produces sense. What can seem an evidence in ICS recover from the awareness in the territorial practices of observation: the initial formation as continuous takes here all its interest, by clarifying a process of communication generalized for example.

2.1. *Production of the sense*

The first stage, said about production of the sense, must be conceived according to the various necessary communications:

- intern to the team which carries the project: the treatment has to be the most complete possible, the most pushed, adducing for example multiple statistical explorations in purposes of improvement of the produced knowledge. It is here that we produce most sortings (from the first balance sheet to the qualified balance sheet, then in the balance sheet reflecting the selection of the characters, including the profiles of calculated individuals), of crossed sortings (allowing to better understand the quantitative phenomena as qualitative), of indexations of the answers, the graphs illustrating the results... This team acquires here a fine understanding of the initial data, by appropriation, as well as a first vision of the results to be communicated, what allows it a first semipublic shaping, still in the state of working documents.
- intern to the Operational Group (orange silhouette by the middle of the plan of the TICS): a selection in elements produced previously must be made to keep the most interesting to be subjected to a wider discussion. These results prepared for a collective second reading allow the participants to analyze in common the obtained statistics, without having to return many a time behind. It is this stage which really produces the territorial intelligence useful for the observatory.
- extern: this stage allows the Operational Group to organize a public publication, thus a communication the addressees of which are less known and about which we know less how to control the horizons of expectation. The objective is here to establish final documents to report these quantitative results as qualitative, in the general public, and especially, in the financiers.

It is a question here of exceeding the first mission of an observatory in the classic sense of the term, which is above all to collect in a way structured by the data. The agencies which realize this type of study position generally as an external expert to the project. The obtained result is then a non often consequent report, drafted by these experts, whose reading remains bitter and requires most of the time an accompaniment on behalf of these same experts to understand the contents. Concretely, the territorial descriptors chosen by these experts can not turn out relevant for the actors of ground confronted with an unstable reality, which the statistics globalized at the level of a territory of a superior scale do not light.

It is thus evident that the way of observing influence this stage of production of information. The real objective of the diagnosis is distorted here: it is really a question for the actors of knowing the needs of a population and a territory; it is a ques-

tion for the experts of producing a report... The horizons of expectation⁷ activated by these two professional categories are not thus in phase.

In this only stage of production of the information from existing facts, the method Catalyses clarified in the plan of the TICS allows to modify this approach of observation:

- Descriptors and modalities allowing to structure the facts in data, then the data in information, are collectively built by the territorial actors, accompanied (and only accompanied) by experts;
- These experts adhere to the first objectives of the observation, namely the implementation of territorial actions with the aim of improving the situations of the users of the structures (institutional or not);
- The collection, important moment of the structuralization, is too made by the actors, conscious of the
- This collection, organized collectively, belongs to it only a process of communication at the same time with the users, and interns: the form allowing to unwind in the time this process is also a product allowing the exchange with the users (he can be informed in several meetings, according to the elaboration of the individual project and his follow-up). The respect for this approach profession generates a process of communication in the service of the decision-making support and of the territorial action.
- The collection, always, is a process in tense stream, contrary to a study of photographic type, the observation being permanent by definition. The evolution of the situation of the territory is however visible by a series of statistical treatments operated at the diverse "T" moments, generally mid-term and late in the year civil for example. Daily, weekly, monthly automatic dashboards or by period are also available, to have a synthetic and global vision of certain key indicators for a given territory.

The informative process described here is to be considered as an element of inescapable **governance**: the actors write themselves the indicators which allow them to pilot the territorial intervention, the actions to be set up, to repeat, or to be re-qualified. The experts have a role of scientific accompaniment (being experimented by definition), but also of transfer, thus formation. They are not traditionally external any more in the approach, but really involved at the diverse moments of the observation.

So, the definition of the contents of the guide of the Accem was made at the same time as that of an European guide within the caENTI. It allowed both projects of the mutual profits, feeding one of the other one on specific points: Accem brings its expertise in themes linked to the migrations intra and extra-European, the other participants feeding the Spanish guide of themes as the health, the handicap, the housing... Adapei elaborates the contents of its information system by beginning with what is common to all the business sectors (five), then details by sector, by establishment and by service the information useful for the follow-up of the individual routes and for the statistical treatments.

⁷ Iser W., *Der Akt des Lesens*, Trad. E. Sznycer, coll. Philosophie et Langage, Liège, Pierre Mardaga Éditeur, 1985, e Jauss H. R., *Pour une esthétique de la réception*, Paris, Gallimard, 1978.

2.2. *Production of the relation*

The abstract analysis of any product of communication implies certain number of reflections which it is advisable to bring to a successful conclusion to produce the relation enter the created information (where a part of the sense builds itself), and the actors of the reception:

- The identification of the target public has to give a clear centring of the complexity of the act of communication in itself: a series of recommendations at once strategic and ergonomic are going to ensue from this analysis. Address peers whose thematic culture is equivalent means appealing to the shared knowledges. The TICS having an important role in the Territorial Intelligence, they also address the decision-makers (politics, financiers) and in the general public (interested or not in themes).
- This first stage has for immediate consequence the consideration of the diverse stakes: operational objectives of territorial action, influence of the local politics, perennisation of the activities (thus structures), justification of the use of private and public funds... These stakes are not all influential to equal part according to the moment of the statement (connected to the temporal but also spatial, cultural, relational context etc.). To identify its importance in these contexts is thus a determining element of the quality of the communication.
- The conception and the realization of the objectives and the intentions of communication lead then to a pragmatic awareness of "what we really want to say". To put these reflections in black and white and to confront them then to the public and identified stakes allows to participate so in the elaboration of a communication plan including different stages, in the time, places, and the possible relations with the receivers.
- The specificity of the approach communicationnelle of the TICS lives largely in the essential function of transfer and formation. The objectives of communication take into account in this frame of the fact which any act of communication in Territorial Intelligence contains intrinsically a part of didactic transposition, linked to the innovation of the systematic approach of the territory and its constituents. The methods and used tools also ask for prerequisites at the risk of being unintelligible, thus provoking a hostile reaction... These analyses allow exactly to identify what it is advisable to clear up or not, and especially in the way to put in relation of the individuals with these knowledges.
- We can then deepen the horizons of expectation⁸ possible: which will be the ones who will be activated by these actors of the reception, how they modify the angle of communicationnelle approach, which decisions set before realizing concretely objects and authorities of communication.
- The production of the relation can usefully rest on the construction of networks of meaning, isotopies, in a first communicationnel objective (the sense builds itself gradually during the consumption, by significant redundancy of units recovering from the same isotopie), and in an objective of consolidation of the human network, by demonstrating by this demolition of the meanings that the public really

⁸ Iser W., *Der Akt des Lesens*, Trad. E. Sznycer, coll. Philosophie et Langage, Liège, Pierre Mardaga Éditeur, 1985, e Jauss H. R., *Pour une esthétique de la réception*, Paris, Gallimard, 1978.

share the same cultural and relational contexts, because they understand the same components according to the same cognitive plans.

The production of the relation co-builds itself then between actors of the emission and the reception so bringing to light in the obtained reliance⁹ the reality of a community of project, strong condition of the appropriation of the approach.

The case of the portal of the City and the conglomeration of Besançon illustrates these approaches: the structuralization of the data in information is a mastered process. On the other hand, their direction, the consideration of the conditions of reception, the elaboration of narrative plan, enunciation plan, the diverse elements contributing to the reliance were in the heart of the preoccupations of the direction of the service of communication. To analyze the existing product, the contained information, the medium and support, under the angle at the same time ICS and the Territorial Intelligence, allowed to share in internal the same speech putting clearly diverse communication milestones. In brief, it was necessary to establish a communicational charter which could then give place to an editorial charter.

2.3. *Consummation of the two dimensions*

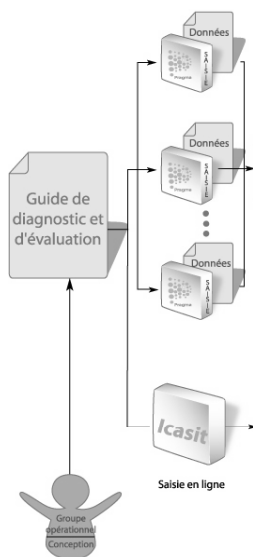
All the stake in the communication becomes a reality in the uses which are made, in the consumption of both dimensions of the produced sense and the created relation. The uses of the produced information recover, according to what was said higher, several fitted processes, each adding by definition a new value to the transformed object:

- From facts to data: the process of observation organized according to the method Catalyses and instrumented by the tools which compose it, is led by the actors of the Operational Group (cf. plan of the TICS), from the stage said about conception. It is thus about an internal process to this group of actors, which is also an approach of crossed formation, where actors and guides (experts, academics, experimented actors) exchange knowledge on territories and human beings. The raw material (the observable facts) consists of human beings largely, services and territorial actions, economic activities, leisure activities of all which composes the life on a given territory. It is not enough to look at a fire to produce a sense from what we see; a first informative process has to extract the most formless possible datum from it in the sense of Perriault¹⁰ by a semiological encoding (where the sign (S) consists of the union of a significant (Sa), of one indicated (In), and a referent (Ref), the whole in system:
 - $S = ((Sa \cup In) \cup Ref)$ all owing from a referent to deduct from it one indicated confirms, then significant one acceptable and useful. A part of the sense of the information is already produced by this process, but we still have no information as far as the datum is still shapeless real.
- From data to information: this formalization is going to be affected by the structuralization of a guide of collection (questionnaire for example) and by the practical organization of the data collection. The pragmatic necessity of obtaining indica-

⁹ According to the definition of Bolle de Bal M., “ La reliance : connexions et sens ”, *Connexions*, n° 33, éd. Épi, 1981.

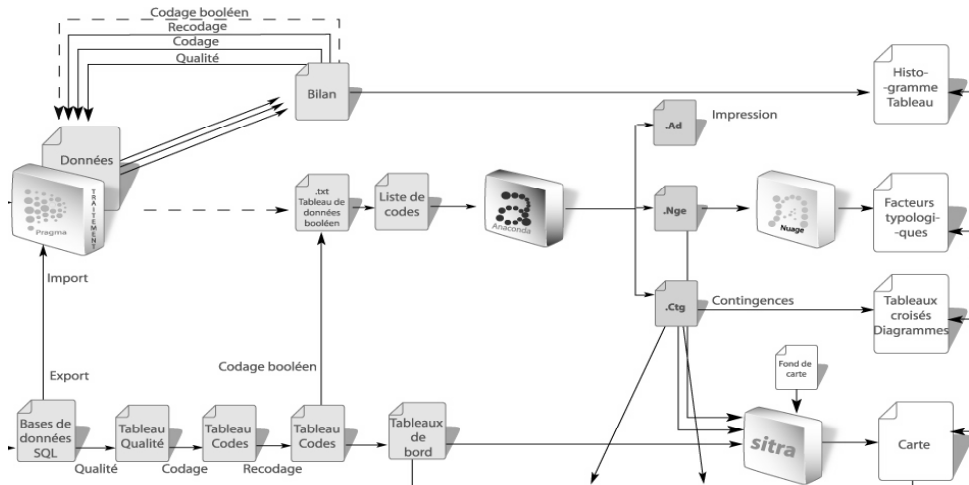
¹⁰ Perriault J., *Éducation et Nouvelles Technologies, Théorie et pratiques*, Collection éducation 12 8, Nathan Université, 2003.

tors of decision-making support to act on territories with the citizens obliged to elaborate a consensus on the process of creation of the sense, validated by the evaluation of the produced information which prove that they are useful in the method Catalyse. We thus refer here to the first part of the plan of the TICS:



TICS : from data to informations

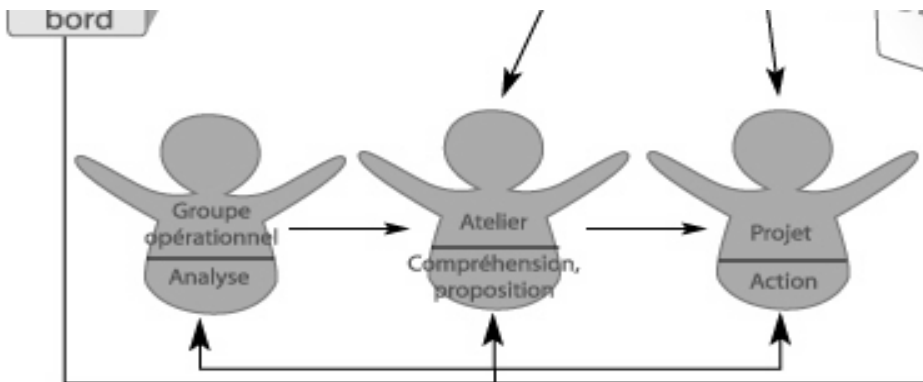
- From the treatment of the information to the knowledge: most of the information produced from the initial data give place to new treatments, quantitative and qualitative, in the optics to generate new knowledge. Every descriptor can give place to a quantitative statistical exploitation the result of which will be a data sheet of numbers (the frequency) with the percentages calculated on the totality of the population and on the totality of the given answers. This board can be illustrated by a graph (in bars, histogram or circular as the case may be). These results are going to give place to comments and interpretations. From the existing information, crossed sortings are going to take place (the most known of them being the population pyramid for example), codings and recodages are going to create variables of synthesis (age groups from dates of birth for example)... So much case where a new information is created from constructed information. Other exploitations also take place: qualitatively, the analysis said about the data in statistics (we should say information in fact) brings in the factorial analysis of the correspondences (AFC) and the hierarchical ascending classification (CAH): the production of the sense continues by investigating the first information. Finally, the results of these treatments are commented and interpreted, confronted with the resources and territorial contextual indicators, so many acts so creating new information. We thus refer here to the second part of the plan of the TICS:



TICS: Treatment of the information

The uses of the relationship process are more complex and require to them only a wider research, a fast panorama of which we raise here only:

- The processes of creation of the information also convene the communication, as we suggested it before, because they are operated by definition by actors and often have objectives of internal communication in the elaboration of the knowledge.
- There is thus a first internal floor where the method Catalyses puts in relation of the information in diverse stages, with a restricted group of actors, those who are concretely in charge of the observation in everyday life.
- Said uses of “second circle” take place then when it is a question of widening the works led on the first information produced in the interpretations of the obtained results. The first group restricted by the observatory makes a whole series of statistical tasks, examined then by the operational group: this examination is constituted by a series of acts of communication where the information is again worked, and especially interpreted. The objective is then to end in the implementation of thematic workshops, which in turn will decide on concrete projects of actions, what is illustrated in the plan of SCIT by the low part:



TICS: uses

This plan breaks off when we consider that the distribution outside of the observatory really intervenes (what is represented by @, recovering the idea of the publication and the edition of the results). It is a limit of the plan, because the phases of communication and information are not ended for all that totally for the observatory Catalyse: it still remains to take into account the uses which will be made by the other categories of public, as the political decision-makers, the financiers and support (regions with a measure of autonomy, states, Europe), the social actors or still simply the general public. The data processing, as the processes of the communication, are conceived from then on as being in the service of this operational objective.

Accem conceives for example its observatories also as engines, allowing to create and to animate local, national and European networks. The initial objective is thus articulated around the improvement of the accompaniment of the individual projects, by a territorial *réticulée* action. The phatique aspect is put here in the service of the action, of what takes place after the moment of the communication. However, a regularly won initial bet is to improve the reliance, to improve also the informative process. The experience indeed proves that the consideration by the social actors of the communication influences strongly the way of building the information, and of communicating them. A didactic approach of “to make it in action” is often more effective for an autonomous construction of the knowledges, as much for the students in initial formation as for the professionals.

2.4. *Materialization of sense*

The communication listens during the reception to reconstruct the sense of the observed facts, the data, the constructed information and the elaborated relations, behind the diffused results and thus consummate. The information and the communication such as established in a TICS find their utility in the understanding of the social and territorial phenomena. What leads at once that these observations have a peculiarity on most of the traditional studies: their perpetuity. This plan has no sense if it is conceived in a poor temporality, that is in a purely linear and not cyclic, synchronic and not diachronic vision. The diverse stages take all their interest from the moment the constructed results can be confronted with news data, by new information, by new gettings in touch, what also allows to estimate the led actions. In the observatory, we can say that the understanding of the informative phenomena and communicationnels gives a new sense to these actions, and that the knowledge of the territory allows to realize them.

For the operational group, as it is the case in Accem, the consumption of both dimensions allows a not unimportant distance, so organizing a new territorial approach, the identification of the actions, structuring the decision-making support and the evaluation of the actions, what will be also useful for the decision-makers and evoked financiers.

This materialization does not escape totally the addressers, it is in any case the hypothesis which justifies the approach of evaluation begun by the communications office of the City of Besançon, which is not without convincing results: improvement ergonomic of the portal, its scenarization and the topography by the consideration of the constituents of the processes of communication, clarification of the editorial objectives and the sharing of the same language, the improvement

of the statistics. The project led by Adapei let a very big place with the previous stage, at the risk of falling in the pointed reunionite, during the structuralization of the contents, in the optics guarantee the quality of this (re)materi alization of the sense. It is effectively unthinkable that a bad communication between social workers can carry damage to the beneficiaries. The initial prejudice was to facilitate the maximal appropriation of the approach of observation to protect the quality from it and the relevance.

It is a stage where the communication plays the role of “rel ational glue”¹¹ and accompaniment in the change. In the style of the theories of MacLuhan, the project is managed by a group called refer ents, about fifteen persons representing the diverse sectors, the establishments and the services (on approximately 350 workers). To consider them as leaders means investing them as ambassadors of the method of observation and accompaniment of the users with their close colleagues.

Conclusion

We approach here one of the possible dimensions of the relations between the territorial intelligence and ICS, on the basis of the plan of the TICS, within the framework of the method Catalyse. It would be reducing to envisage only this link as only relationship. It is rather about an example several times experimented in real conditions which lets glimpse the existing mutual contributions. From a point of view which becomes attached to the processes of communication, such a territorial approach is complex as far as it contains within it a multitude of facts of communication and information. It is from then on indispensable, of our point of view, that the diverse actors participants in these stages are conscious of the systematic approach of the communication, the view as the interactive process.

A specific communication plan thus is to be set up, on base of the plan of the TICS, integrating at the same time the diverse moments and the levels of communication (internal, internal widened, financiers and general public), in an aim of consumption (of usage) both dimensions informative and communicationnelle. The usage of the method and the results is indeed in the heart of the process, and is going to condition the passage from a stage to the other one: it will be a question here of estimating every authority and every object of communication to rebalance the following phases, as much from the point of view of the data processing as of their consumption.

At the same time, to observe the communication in the broad sense social actors of a territory also contribute to understand their culture, their “habits and customs”. The plan displayed here must be again searched, to describe the internal routines which contain certainly their stakes and specificities. It should allow to approach still unresolved questions, in this precise frame, as the cultural and professional influence of the medium: the multimedia writing confronted with the classic reports of type which the actors contractually have to return, the relation between support and medium according to the acts of communication, which bal-

¹¹ Bougnoux D., *Introduction aux sciences de la communication*, collection Repères, La Découverte, 2001.

ances between the documentary , informative stakes and communicationnels and how to obtain it...

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Blanca Miedes Ugarte

Territorial Intelligence: Towards a New Alliance between Sciences and Society in Favour of Sustainable Development

Introduction

At the end of the 1970s the Nobel Prize in Chemistry ILSA Prigogine and the ULB philosopher of science Isabel Stengers (Prigogine y Stengers, 1979), appealing to the end of certainty in the field of “hard” sciences –the universe, the visible world and the subatomic world appeared as quite more untidy and chaotic than it had been imagined so far–, defended the generation of a new alliance between the natural sciences and the social and human sciences in order to achieve a better understanding of the phenomenon of life. They defended a science without disciplinary borders that should use all arguments possible in the resolution of problems.

However, if the problem that mankind has to solve is that of sustainable development, in such complex societies as the present ones, where knowledge advances dramatically, that new alliance, though necessary, is not enough. It is also essential to link scientific research and society, and that science and society advance together in knowledge so that this can be assimilated and contrasted as it takes place. The question is that if this link occurs with stronger intensity in the applied sciences such as medicine or engineering, where scientists and professionals practically coincide, it is not usual in all fields and, paradoxically, even less in the social and human sciences, whose methods and results are not usually known sufficiently by the general public, nor – which is even more worrying – by the social actors who are more directly confronted with the problems studied and analysed by these sciences. That is, in most cases, the scientific knowledge does not nourish the social action, or does not do it sufficiently.

This article argues in favour of strengthening the alliance between sciences and society, focusing particularly on those pieces of knowledge which are especially relevant to solve the problems that affect decision making processes regarding the sustainable development of the territories; in other words, to solve the problems affecting territorial governance. The first section makes a description of the problems, and the second introduces the concept of territorial intelligence as a tool to solve some of these problems. The third section analyses the kind of research that is necessary to favour the development of territorial intelligence. In the conclusion there is a reflection on the transformations that must take place in the scientific activity to generate this research allied to action.

1. *Governance¹ and sustainable development²: the central role of the territory*

Although in the global capitalist system benefits are mobile and travel with hardly any obstacles all over the globe, social and environmental costs –those assumed to generate such benefits and traditionally left out of the balance– are located in specific geographical spaces. These costs settle in the long term in those territories where, for different reasons, the local population and actors have less negotiation power to throw them out of the environment.

Thus, whereas the benefits linked to globalization are created and travel towards central places, costs are created and remain there where they were generated –even phenomena on a planet scale such as the global warming concentrate their negative effects at specific points of the globe–, favouring great social and environmental territorial vulnerability parallel to the spreading of global earnings. This ever latent and never counted territorial vulnerability remains completely exposed at moments when a profit shrinking crisis occurs –the experience of the successive economic-financial crises that have occurred since the 1960s is a good testimony of it.

In this way, the problems which most directly affect the population life quality in the long term, even as a result of global causes, have a marked territorial dimension. And it is the territory the arena in which the solutions should be proposed and discussed, including those that affect the position of the territory itself as negotiator in decision making processes at national and international levels.

This gives, in our view, full sense to the term “sustainable territorial development”. Sustainability is an issue which necessarily can and must be tackled from a local scale.

This territorial dimension of sustainable development, while forcing to think about the concept of territory itself, introduces in the debate the issue of the politi-

¹ We are conscious of the polysemy of the term and the use and abuse of this concept. An analysis of its commercial and neoliberal background from the past 1970s can be seen in Masson-Vincent (*Governance and geography explaining the importance of regional planning to citizens, stakeholders in their living space*, in “Boletín de la AGAE”, n. 46, 2008, pp. 77-95). The sense in which it is used here is rather the opposite. For us, territorial governance is the “social side of sustainable development” (Farinós J., *Gobernanza territorial para el desarrollo sostenible: estado de la cuestión y agenda*, in “Boletín de la AGE”, n. 46, 2008, pp. 11-32), a democratization and mobilisation process of the civil society and the local initiatives that reinforce the regulation mechanisms to cope with the excesses of liberalism and with its effects on the most vulnerable populations and territories.

² The concept of sustainable development underlying this debate on territorial governance is based on two ethical premises: first, it refers to sustainable human development, which involves an anthropocentric view, which places in the spotlight the generation of life opportunities for human beings to live lives that are worth living. The objective is not only for people to have more and better options, but also to have greater freedom to choose them. Second, it is a universalist concept that proposes precise, finite human needs that are ahistoric in nature, independent of any type of relativism, whether in terms of culture, class, gender, race, community, and even, hence the current reference to sustainability, of generation. It is, therefore, a conception which places emphasis on the redistributive aspects of development, both intra- and intergenerationally.

(Anand S. and Sen A., *Desarrollo Humano Sostenible: Conceptos y Prioridades*, 1994. Available in ([http://portal.onu.org.do/contenidos/archivos/\(%20traducci%C3%B3n\)%20Desarrollo%20humano%20sostenible.pdf#search=%22Sen%20Anand%20Desarrollo%20Humano%20Sostenible%3A%20Conceptos%20y%20Prioridades%22](http://portal.onu.org.do/contenidos/archivos/(%20traducci%C3%B3n)%20Desarrollo%20humano%20sostenible.pdf#search=%22Sen%20Anand%20Desarrollo%20Humano%20Sostenible%3A%20Conceptos%20y%20Prioridades%22)).

cal-institutional processes by which decisions affecting territorial problems are taken, in short, it brings into focus the problem of territorial governance.

From the point of view of sustainable development, the territory may be considered as the space of action where a human group resolves its needs, borrowing and negotiating about the resources that are useful for life. This space changes according to the present needs and the future projects of its inhabitants. Thus, the territory goes beyond the mere geographical or administrative space to become a space of institutional proximity which serves as a reference for the projects and forward-looking visions of the actors. These projects transform the territory, which appears as a dynamic reality in constant construction, reasserting itself continuously and preserving its identity facing the physical, political, economical and cultural environment with which it is in constant interaction.

The territory is then understood “as an *intersection of* (physical, human, formal and informal) *networks* of strategies and interdependencies between partners linked to each other, a place for production, for negotiation, where a common future can be shared. The system is constructed upon the geographical proximity of its actors, but also upon their common dynamics, the actions that result from those relations, the rules, regulations and principles that co-occur³. As a result, the territory does not appear here as a simple scenario but rather as an active entity with its own dynamics modulated by the network of projects of the territorial actors. Indeed, it is the territory where economical, social, cultural, physical and ecological, global and local dynamics intersect to give rise to a complex territorial dynamic. Actors of different nature operate under this dynamic, with convergent and divergent interests and with various contrary, complementary and also similar projects of different scopes. The interaction of actors modulates territorial dynamics to give rise to a particular model of development for the target territory.

The territory is, therefore, a permanent social construct in constant appropriation, a specialized system of actors with a variable margin of strategic capability for its self production. This capability is not the exclusive result of politics or economy, but rather of a systemic behaviour of the organized territory. It is precisely in this confluence where the concept of territorial governance acquires full meaning and significance, referring to the set of complex processes through which decisions are made regarding urban or territorial development, to the content and range of their projects. These processes make up the “engineering of intervention on the territory”. In these processes local actors are involved alongside national and global actors present in the territory, whether these are public or private, commercial or social. The relationships between the actors include both relations that are formal and official in nature and informal relations regulated by a local political culture. The participation of multiple actors in “territorial development decisions can vary in balance and synergy, based on the actors’ relative powers, and on the presence or absence of common goals⁴.

³ Leloup F., Moyart L., Pecqueur B., *La gouvernance territoriale comme nouveau mode de coordination territoriale?*, Actes des 4èmes journées de la proximité “Proximité, réseaux et coordinations”, 17-18 juin 2004, p. 15. Available in

http://iga.ujfgrenoble.fr/territoires/publications/documents%20en%20ligne/pequeur_proximite_04.pdf

⁴ Bervejo F., *La reinvencción del territorio. Un desafío para ciudadanos y planificadores*, Universidad Católica de Uruguay, Borrador mimeografiado, 1998, p.7.

An issue of capital importance here is that the problems of sustainable development are complex, in the sense that they usually have their origin in different nested causes and their solution requires reaching commitments in which efforts are not always balanced. The depth of approaching the problems requires a sectorialised action, hence the need of the specialization of the actions and of the actors. But, at the same time, the complexity requires the devices of intervention on the territory to provide comprehensive responses and, therefore, to be efficiently coordinated. This sets up intersectorial and interinstitutional cooperation among public and public actors at the various levels (supranational, national, regional, and local) as the main driving forces of good territorial governance.

In broad outlines, this good territorial governance would involve the objectives finally set by cooperation mechanisms to be appropriate regarding the population's priority needs, the network of actions of the various actors to be coherent and well adapted to achieve the objectives, and all this to be translated into an optimization of the resources available in the territory. And all this on the basis of a comprehensive, multisectorial and well informed approach of the problems tackled. This would necessarily imply an effective participation of all the actors involved, including those which best and most directly represent the conceptions and interests of the population, in the construction of a common language and of a common approach of the diagnosis and the possible solutions.

It is obvious that good territorial governance as has been described here is still to be built. Although in the last decades some progress has been made in improving governance at European level, and better articulation in decision making has been promoted at regional and national levels, the mechanisms of interinstitutional and intersectorial cooperation presently available at local level are, in most cases, insufficient or still immature to give rise to an effective cooperation, not so much regarding the setting of strategic objectives for specific topics or sectors - some encouraging territorial experiences have recently taken place in this field, such as the Territorial Pacts for Employment, Local Agendas 21 Programme, the spread of multisectorial Strategic Plans referred to specific territories, etc. - but mainly in the articulation of the means and resources to generate a real coordination of the actions, with this last aspect still facing too rigid administrative frameworks.

On the other hand, the mechanisms to grant higher direct participation to the population for defining problems and suggesting solutions are still very deficient, although also in this field there are some examples of successful experiences - creation of participatory budgets, comprehensive intervention plans in disfavoured urban areas, etc. - (Wassenhoven, 2008).

In the absence of more flexible institutional frameworks at the political, administrative and legal levels, public authorities and, to a lesser extent, private actors have favoured the creation of territorial development partnerships very different in nature. From the 1980s dozens of thousands of these bodies may have been created with very different aims and objectives: some were created exclusively with the aim of legitimizing international, national, regional or local public policies, granting them a more participatory character; others, as in the case of the European Union, were created as a requirement of the funding organizations of territorial projects; others, the most genuine experiences, were created down-top, responding to a

real logic and wish of territorial actors to improve actions and optimize their resources.

The results have been variable. Although some progress have been achieved, partnership has often ended up crashing against the rigid administrative frameworks and participation has not introduced significant changes in the local power structure, nor has it modified substantially decision making processes⁵. On the other hand, although the basic objective was the coordination of intersectorial actions in one territory, often each minister at national or regional level has tried to create its own partnership –i.e., horizontal coordination has been interfered and hindered by vertical coordination. Additionally, the composition of partnerships often failed to match both the real needs and the political chance or the real availability of the partners. Promoters did not often want to rely on the actors that were more uncomfortable for them or could not rely on the most representative ones in the particular issue, either because of the difficulty to identify and define the representation powers, or because they lacked the interest, or because of express wish not to collaborate by those that have been identified. This poses the problem of the legitimacy and representativeness of partnerships in decision making processes.

Ultimately, the main problem of working within the framework of partnerships is the lack of a real cooperation and participation culture among public and private institutions and organizations. The hierarchy in the public sector and the hierarchy and competence in the private sector are still the principles that rule actions in the organizations, hindering in many cases the attempts to introduce participatory and cooperative principles, even if these may lead to more effective and efficient solutions. This often causes the action within the framework of partnership to be isolated, to be considered an action of the organization's public representation, or a merely advisory resource that makes access to information easier, or a necessary exercise to legitimate particular projects or get particular funding, but without penetrating the whole work culture of the organizations involved.

The time issue is of great relevance. Electoral cycles and the deadlines of funded territorial projects cause working on the field to be always urgent. Hence, actors give priority to those actions which offer greater yield in the short term. Participating, cooperating ultimately involves handing over or sharing part of the power and individual resources with the group. For these reasons, it is obvious that the participants are only going to make the investment, or share their power of decision, if they clearly see how this transfer is going to result in improving their results in the short or, at the most, in the medium term. On the other hand, electoral changes and project discontinuity cause a large part of the partnerships created to last a short term, although they will be later recomposed in the territory around new projects, but with different objectives. As a result, partnerships are created and destroyed, but territorial problems remain.

Reflecting on time refers us to territorial development sustainability. This is the ultimate objective of territorial governance, a development which, by its own definition, has to take place necessarily in the long term, and the actions that modulate this development must also happen in that term. As a result, a long lasting coopera-

⁵ OECD, *Successful partnerships a guide*, LEED Forum on Partnerships and Local Governance, Paris, 2006. www.oecd.org/cfe/leed/forum/partnerships

tion is necessary, which, as already seen, in the present situation, is still far from happening. It is obvious that in order to solve all these problems deep institutional reforms are needed to allow these cooperative frameworks to be developed in the long term. However, the inertia of political-administrative systems, the necessary specialization of intervention fields for the sake of their greater efficacy and efficiency, and the complexity of the bureaucratic network, will necessarily impose limits to the adjustment and distribution of power.

In this way, the only alternative that remains is to improve partnership action, taking into account all its difficulties and obstacles. It is a question of tackling the root of the heart of the matter, of encouraging cooperation culture, not on the basis of persuasion, but through the development of work methods by which the participants can perceive immediately the results of participation and, therefore, strengthen it. We need tools that turn the participatory process into a purpose itself and allow the effects that the process entails for the organizations, both in terms of efficiency and efficacy, to be highlighted. We understand that this is possible if territorial actors generate and use work methods and tools that allow them to build together a comprehensive knowledge of the territory, to diagnose better the needs of the population and to evaluate better the impacts of their actions. The aim is to build a collective knowledge that encourages the participants to learn in order to tackle problems individually and in group, that empowers the actors, especially those with less ability and power of negotiation, and turn them into a proposition power in the territory, a voice to be taken into account in decision making processes. It is, in short, a question of improving partnership action through the development of territorial intelligence.

2. *Territorial Intelligence and Territorial Governance*

The sudden rise of the issue of territorial governance takes place within the context of another key emergence, the society of knowledge. This is a society in which knowledge is the highest value generator, in which the production of this knowledge is generalized and where there is awareness that no one has all the knowledge and everybody has some; hence, the need to have everybody involved in its production and use. It is in this last point where the concept of territorial governance connects with that of territorial intelligence.

The concept of territorial intelligence, like any idea still in progress, is a polysemic idea. The approach that we “are proposing here is based on different definitions of territorial intelligence which place emphasis on different aspects of knowledge about the territory, whether referred to all forms of knowledge to understand the territory⁶, to the processes of knowledge or self-knowledge of the ter-

⁶ Girardot J.J., *L'intelligence territoriale*, in “Mélanges, Jean-Claude WIEBER” *Annales Littéraires de Franche-Comté*, Besançon, 2002.

ritory⁷, or to the processes of knowledge transfer among actors from a single territory⁸.

In spite of their different approaches, all these definitions understand the territory as a self-organisational reality with a capacity for learning (the ability to apply knowledge and expertise and to vary its state or actions in response to different situations based on past experience), hence the reference to territorial intelligence.

The territory's capacity for learning resides, primarily, in the actors, who have, on the one hand, different access to information and, on the other, different abilities to convert it into knowledge. But in turn, learning can be thought of as an emerging property of the system, in such a way that territories can be considered intelligent systems (or group of systems), able to mobilise their knowledge and to adapt their states and actions to new circumstances, on a different plane from individual actors. The interaction of the two levels (individual and collective) of learning is what produces territorial knowledge. This is a holographic connection such as exists between society and the individual⁹. It is important to insist on one point: in the concept of territorial intelligence which is under discussion here, we only refer to intelligent territory in a metaphorical sense; intelligence resides in the territorial actors and individual agents. Territorial intelligence is based on the specific intelligences spread over the territory and which build knowledge in a conscious act of design, creation, collection, analysis and interpretation, and mutualisation of the information available.

It has been said above that territory is a space of actors in which production and appropriation of resources occur. In the knowledge society the first that needs to be the object of this production and appropriation is the knowledge that exists throughout the territory, as well as the processes which contribute to its creation. In particular, knowledge "of the territory" and of the "actions developed in the territory" is converted into knowledge of paramount importance for directing the action in favour of territorial development. Therefore, with regard to territorial governance, territorial intelligence can be defined as all knowledge relating to the understanding of territorial structures and dynamic, as well as the tools used by public and private actors to produce, use and share this knowledge in favour of sustainable territorial development.

In this way, territorial intelligence, based on the resources that the information society offers (especially, information and communication technologies), involves the production of theories and tools to understand the territory (cognitive plane of territorial governance), but also the way in which the members of a society as a whole produce and take in the knowledge available and apply it to solving their problems (technological-organizational plane). It is these two components which are called on to make the necessary institutional change easier (socio-political plane).

⁷ Dumas P., *Intelligence, Territoire, Décentralisation, ou la Région à la française*, in: "3èmes Rencontres TIC & Territoires: quels développements?", Lille, 14 Mai 2004, Enic et Cies, ISDM, n° 16, p. 4. Available in http://isdms.univtln.fr/PDF/isdms16/isdms16a163_dumas.pdf

⁸ Bertacchini Y., *Entre information & processus de communication: l'intelligence territoriale*, in: "3èmes Rencontres TIC & Territoires: quels développements?", Lille, 14 Mai 2004, Enic et Cies, ISDM, n° 16, p. 13. Available in http://isdms.univtln.fr/PDF/isdms16/isdms16a154_bertacchini.pdf

⁹ Navarro P., *El holograma social. Una ontología de la sociedad humana*, Siglo XXI, Madrid, 1994.

From this perspective, territorial intelligence is a tool for territorial governance. However, both concepts have a complex relationship according to E. Morin¹⁰, since in their turn the evolution of territorial governance promotes the development of territorial intelligence. The driving force that boots this feedback process is the participation of the actors. The intensity and quality of the participation is what determines the way in which both processes feed off each other.

In fact, if territorial governance basically refers to “sharing what we jointly know and think as a result of our diversity and then undertaking coordinated, coherent action”, territorial intelligence provides feedback for that process by means of analysis and joint evaluation of the actions developed through diversity, resulting in new shared knowledge which allows an improvement of the action. In the knowledge society, where learning is shared, both are faces of the same coin.

Nowadays, thanks to the development of information and communication technologies, there is an enormous amount of information available and a great many very sophisticated tools collecting, processing and analysing it. The development of territorial intelligence means putting all this potential at the service of territorial action, helping actors—not only institutional decision makers, but also the actors most directly involved in the actions in the field—incorporate mechanisms in the course of their daily activities to facilitate interaction, promoting their individual and joint ability to manage information, to mutualise it and convert it into knowledge which allows them to assess, redirect or design new actions. In this sense, the design of tools and participatory work methodologies which allow the actors’ abilities to be developed is of vital importance.

3. *Science and Research for the Development of Governance*

Nowadays a large part of research topics relating to sustainable development such as biotechnology, nanosciences, human genetics, population genetics, research on urban life and territorial dynamics, sustainable management of resources, or climatic change, are extraordinarily complex and their analysis requires the cross-cutting intervention of multiple disciplines. In these cases, the uncertainty associated with the causations established by the models, often coming from the lack of information, causes scientific results to be subject to multiple interpretations. For this reason, today’s society demands, in the first place, participatory research, both from the point of view of intervention from different disciplines, and from the point of view of forming teams that include other professionals and actors from the public sector or civil society. The presence of the latter is indispensable, because although they are not specialised in research, their experience can contribute by supplying or producing information and different points of view to help establish working hypotheses and procedures for assessing the veracity of the results. Secondly, society is also demanding greater transparency as regards the dissemination of the results, especially in aspects which substantially affect human life and which have ethical implications, so that the best informed public debate possible can be produced.

¹⁰ Morin E., *Las ideas*, Cátedra, Madrid, 1992.

Obviously, this cooperative way of tackling research may not make any sense in the field of basic or fundamental research, where results are not immediately applicable, or in topics intended for critical reflection regarding nature and humanity, which try to produce theories with a high level of abstraction. However, this type of collaboration between research and actors directly involved in the subjects under investigation proves very advantageous for both parties in most applied fields. In this sense, the researchers will have more resources of information available to them and a greater variety of points of view to focus the problems. This affects the quality of the results in terms of membership, accurateness and veracity (as they say “a science that examines all arguments is always more and not less rigorous”). On the other hand, for non-scientific actors involved, participation in the research will have the advantage of training in scientific methods and values and the ability to establish greater critical distance in relation to the problems posed, enriching their knowledge of the topics which concern them most (experiments in which the ill consciously take part in research in the field of medicine, research in the field of company organisation which include clients or workers, studies into ecological agriculture which include farmers, and those in the field of engineering that work with companies, are some good examples of this type).

Consequently, if this participatory dynamic proves today to be enormously productive in very different fields of applied research, this becomes absolutely indispensable in relation to the development and promotion of territorial intelligence. And this is important in order to encourage sustainable development in the sense that we have defined it here, since, as we have argued in this work, the promotion of territorial intelligence is a *sine qua non* condition of territorial governance.

Territorial governance requires, first of all, knowledge of the territorial dynamic to generate comprehensive visions of the principal problems that affect lasting territorial development. However, scientific knowledge about territory is an uncertain form of knowledge. This is due to the fact that scarcity of information, errors in measurement and indetermination of results are often the norm. There is a lack of indicators on a territorial level, especially on a local scale, both owing to a shortage of data and because much of the data available about the territory does not represent relevant information. At the same time, what is important for action is not the comparative situation of local indicators in relation to other contexts (this, at most can justify the action), but the analysis of why those territorial indicators change and what the importance of global determinants is as well as of local ones (this allows the action to be planned). However, the study of this last point is a complex matter, in terms of difficulty of identifying and quantifying causal links among a multitude of potential factors; as a result of this, scientific knowledge of territory is usually ambiguous and different legitimate interpretations based on observations or assessments of identical data usually co-exist. In this case in particular, the values acquire special importance when it comes to interpreting the results. This is why, in order to produce relevant knowledge of the territory the participation of the territorial actors involved becomes particularly necessary, including the population itself whom the action is intended or who are directly affected by the problems under analysis, different types of knowledge are brought into play and different value systems are explicitly proposed, using which the scientific results can be interpreted.

But the principal value of participation is not only that the territorial actors produce in the course of carrying out their actions, very valuable information for producing theories and models relating to territorial dynamics, nor even that their knowledge is paramount for the interpretation of the results. The fundamental contribution of participatory dynamics is that, when it achieves the complete involvement of territorial actors in the process of converting information into knowledge, and even manages to incorporate research activity into its courses of action, there is a direct impact on the actors' capacity for learning from their own experience, and their possibility of adapting to change, stimulating their individual intelligence and improving their capacity for action on the territory.

Additionally, insofar as the territorial knowledge required is a comprehensive knowledge, the research must not only involve researchers from different disciplines, but actors from different sectors should also take part¹¹. However, this is a much more complex matter, as it requires the research to be developed within the framework of partnerships of territorial actors who should act on the same problems.

It is here that participatory research dynamics can produce a greater impact, since the fact of compiling, producing, analysing information and interpreting the results collectively, on the one hand increases the individual capacities of the actors, mobilising the potential ability to produce and process knowledge about their field of action, and on the other hand, can contribute to favouring consensus – as to diagnoses of the principal problems, or at least a common base of information and knowledge on which to discuss the discrepancies. All this makes possible the proposal for joint comprehensive solutions, which is the first step towards coherence and coordination of action on the territory. On this point, it is important to clarify that for this connection between research and action to be effective, the dynamic has to involve actors who really have more direct contact with the field, as it is their appropriation of systems of knowledge of the effects and determinants of their actions that can have a greater effect on territorial action in the long term (learning), regardless of whether the involvement of those in charge at an institutional level is indispensable for reaching agreements to establish the appropriate synergies.

In this way, participatory research proves to be a basic premise of territorial intelligence and hence of territorial governance.

To sum up, what is being proposed here is that the challenges of territorial governance require a type of applied research in the vein of research-action: an approach with a long-standing tradition in the social sciences and with less impact on other disciplines, which enhances the complementarity between the scientific world and the action of human groups. Applied to the field of territorial governance, research-action, which in this context can be nothing other than participatory, can be defined as that type of research in which researchers and territorial actors are involved and which is dual purpose: scientific, to improve knowledge of a specific aspect of the territorial structure and/or dynamic; and practical, to act on a specific problem in this territory.

¹¹ Girardot J.J., *Intelligence territoriale et participation*, 2005.
Available in [Http://labiso.be/ecolloque/forums/read.php?3,197,197](http://labiso.be/ecolloque/forums/read.php?3,197,197).

However, in spite of the fact that recent years have produced advances in this field from different perspectives and approaches¹², research-action of the type we are describing here continues to be marginal, even in the field of the social sciences, at least if publications on these matters in the principal journals from the different scientific areas are considered. There may be various reasons for this development. In the first place, it may be because the results of these research projects are normally observed in the very long term and are usually quite difficult to express in terms of what are normally considered conventional scientific results. However, perhaps the main reason that these projects are not extended further is due to the fact that the dynamic of carrying out research and action together (researchers and actors working multidisciplinary and multisectorially) is really very complicated, due essentially to the lack of tools to promote and facilitate cooperative learning.

Hence part of the effort that has to be carried out by specialist knowledge bodies is precisely the design and creation of tools which contribute to the development of these participatory processes. In this sense the potential of new information and communication technologies is huge. At the same time, it is also necessary for universities and research centres to work towards the goal of making available knowledge and tools that are accessible to territorial actors for analysis of the territory, thereby making the best use of currently underused systems for the treatment and analysis of information. Lastly, from the institutional point of view, new rules need to be written allowing protocols and precise standards to be established for the development of this systematic, participatory, long-term work, creating networks of confidence, guaranteeing transparency, critical distance and veracity in the results and establishing basic rules for the appropriation and exploitation of results. All these aspects have been worked with remarkable results by the eight European universities and seven territorial actors within the framework of the Coordination Action of the European Network of Territorial Intelligence (FP6 - 2004 - CITIZENS - 5 - 8.2.2 Coordination Action (CA) 029127 - CAENTI, CAENTI, 2009).

Conclusion: towards a new alliance sciences-society

The attempt to respond to the challenges that sustainable development and its governance in the sphere of territory pose for scientific activity today, both from the point of view of contents and methods, represents a unique opportunity for the sciences, especially the social and human sciences, reassessing their contribution to society, and for scientists, who renew their role as specialist professionals in the production, transmission and management of knowledge. This is not merely a technical transformation, but also a political one, since it is a question of placing research at the service of democratic governance in favour of sustainable develop-

¹² Dick B., *Action research literature. Themes and trends*, in «*Action Research*», Volume 2 (4), 2004, pp. 425–444, and *Action research literature. Themes and trends 2004–2006*, *Action Research*, Volume 4 (4), 2006, pp. 439–458

ment. In this sense research is explicitly involved in achieving human development.

Territorial development also needs a new science-society model. Territorial governance reveals that science's contribution to sustainable development, in addition to demanding close collaboration among research centres and companies, as a source of innovation and economic growth, also requires that knowledge bodies work closely together with territorial actors who create or produce social cohesion, in order to promote their capacity for action in this way. The latter is indispensable from the ethical point of view if we accept that human development is by definition an act of solidarity. But in the same way it is if we focus solely on reasons for economic growth through an increase in productivity and territorial competition. Working for social cohesion means, among many other things, extending education and professional training, promoting decent work, contributing to the development of territories' social capital and reducing conflicts and tensions, all of which are key aspects for maintaining productivity in the knowledge society. It is a question of admitting that the resources of social innovation, the creation of value through invention, are not the exclusive domain of companies but also of all the actors who participate in the processes of territorial governance.

This new relationship transcends the traditional role of science as adviser, a supposedly neutral counsel, whose reports and analyses are only considered by territorial actors when it suits them for reasons of mediation or for partisan purposes. The alliance that is proposed here is different in nature; it is one of shared knowledge, of co-responsibility in the generation of knowledge, one of a commitment to maintain confidentiality when this is agreed, but also to establish a clear policy to disseminate results to contribute transparency, critical distance and veracity to territorial governance, traditional scientific values which are perfectly functional in that field.

However, the creation of this alliance requires something more than determination; it requires coordination of scientific policies with territorial policies, and both of these with the lifelong learning policy. An institutional framework of this nature would definitely promote the development of territorial intelligence.

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