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# **Indicators as dialogical and coordination tools for territorial intelligence and governance**

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Indicators, with guides, observatories became one of the most famous tools of sustainable development at different scales. Several initiatives at international as regional scales demonstrate this throughout the world. Mainly, these indicators are differently opened to environmental burdens, ecological stakes. They generally develop more qualitative approach, also to make sense with livings, feelings, attachments (see for instance the frequency of well-being or quality of life purposes in recent European initiatives on this field).

At the difference of other ones (agendas 21, charters, "eco-districts"), indicators have as particularity to connect more directly scientific, political and inhabitants' fields or worlds. So, they are more and more considered like dialogical tools, gathering several stakeholders in assessment making process, as decision support technique. But, this potential could even more relevant in controversial situations, involving disputes or conflicts between actors. Those controversies and disputes are, today, one of the main limits, but also understanding opportunity, to socio-ecological transition, to the application of sustainable development for new combinations. Questions addressed here are dedicated to the conditions required to make indicators as dialogical tools, even as territorial governance coordination, in urban planning dispute contexts.

We apply this questioning to specific cases, which have become more and more difficult to manage for cities and their public policies, for 30 years at minimum, throughout the world: airports planning or, just, their management (traffics increases). Environment topics and, so, articulation/combination perspectives tanks to sustainable development became central in these situations. We compared dialogs forum, governance structures and indicators boards

in 8 airports in Europe (London Heathrow, Amsterdam Schiphol, Francfort Rhin-Main), USA (Boston Logan, Chicago O'Hare, Los Angeles International Airports...) and Australia (Sydney Kingsford Smith). This research has been done first, in 2002-2003, during a research stay at M.I.T., then between 2005 and 2007 for the CNRS (Urban Sustainable Development program – PIDUD). It gathers geographers, sociologists and political scientist (Faburel, Lévy, Rui and Dérroubaix, 2007). More than 30 in depth interviews have been realized *in situ*, with main stakeholders, for the first one, and about 90 for the second one. Because of the common purpose, we decide here, lastly, to add other researches results, led in two French cases (Roissy Charles de Gaulle and Orly) at the same period (Faburel et Charre, 2008).

The main results concerning the conditions to make indicator as dialogical tools, even as territorial governance coordination, involve three main considerations, and not just type of airports (1<sup>st</sup> or 2<sup>d</sup> range at continental scale) as explanation category.

The first one concerns stakeholder system and governance approaches: history of the conflicts contexts (how disputes involve long past of non resolution conflict), type of leading actors in the project dedicated to new indicators (with focusing on the difference between classical operators as airports and local governments newly interested in the planning potential of the equipment), length of the approach for shaping new indicators (with a special focus on inhabitants empowerment).

The second consideration implies stakes and topics types. Here, indubitably, to consider larger territorial impacts of platform (crossing social, economical and environmental subjects) is mainly the tendency observed in the different cases : from noise nuisances, air pollution, climate change contribution, landscapes burden to residential choices, types of economical activities, or new local governances. For instance, quality of life became quickly in the last decade a central topic in several airport debates. Furthermore, classical and technical indicators (ex: on noise) give pace to new ones, centred on annoyance, property values depreciation, or health effects.

On these two bases, the third consideration, more conceptual, discusses the different actors' conceptions of place/territories on one part, and their conceptions of environment in the other. We use here for instance the "rational" and "referential" concepts, and also notions from social geography. We admit that, in several cases, conflicts are also due to impossibility of controversies between those conceptions. And, at the end, when (in the length, with specific leader and stake) indicators renewal gives opportunity to go through these controversies, they are seemingly built in other governance perspective, with other types of

dialog techniques and tools. So, they, lastly, become coordination instrument, at other territorial levels, for sustainable cities (Francfort Rhin-Main, Orly Airport).

Thématique : 3. Indicateurs, outils et méthodes pour l'intelligence territoriale

Thématique : 2. Intelligence territoriale et gouvernance

territorial intelligence, indicators, tools and methods, governance