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Peter Acs, Csilla Filo

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# A CYBERNETIC PERSPECTIVE ON GOVERNANCE. CONSEQUENCES ON THE EVALUATION OF TERRITORIAL ACTION

*MIHAI PASCARU*

Senior Lecturer,  
“1 Decembrie 1918” University, Alba Iulia, Romania

**Abstract:** *The study is based on the determination of some relationships between the social fact and the governance institution, as a specific type of organization. The following definition is proposed for the social fact: the social fact is a social action transformed at the individual level into individual information that has the role of stage function for the operating social system and is based on a social information transformed at the individual level into individual information that has the role of stage function for the emitting social system (Pascaru, 1987). The organizations are defined as: human ensembles formalized and organized as hierarchies in view of assuring the cooperation and coordination of their members for the realization of some given goals. In the multitude of organizations that can be identified in the social field, the author has in view the territorial organizations (administrations especially). At this level (administration) some investigations on information and participation of the inhabitants of a commune (Horea, Alba County, Romania) were conducted. Some of the results of these investigations are also displayed. Then it is taken into consideration the social fact at the governance level and the consequences of the cybernetic perspective on the evaluation of territorial actions as a key moment in the act of governing itself.*

## **1. Theoretical Bases: Social Fact, Organization And Their Transformation**

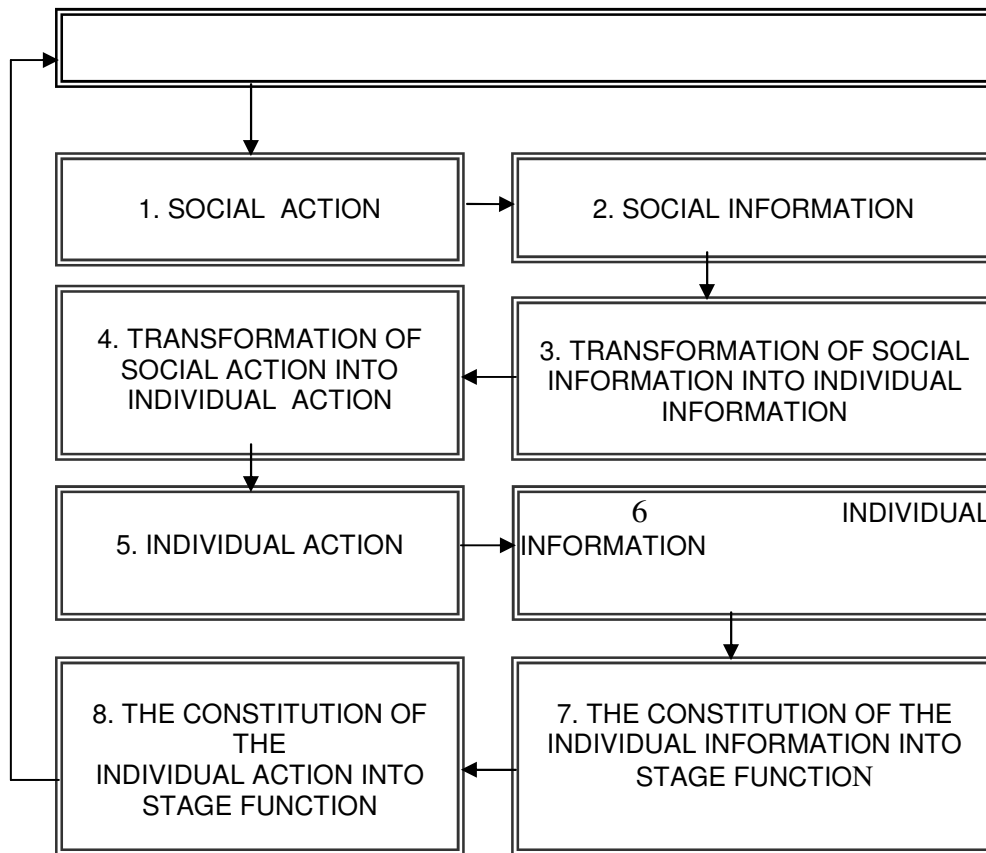
By analyzing some definitions proposed for the social fact as object of sociology (E. Durkheim (1974 [1895], R. Worms (1913), P. Andrei (1941), A. Miha (1971), we deduced some aspects that, explicitly or implicitly, will be valorized in the definition proposed: □ the existence of a relative **coercion of the individual** by social system for its determination to some actions □ origination of the social fact in the **social institutions and environment** □ the capacity of the social **act to interest the society**, to pursue the realization of a social purpose; □ the concurrent interiority and exteriority in comparison to the individual conscience, and □ the existence of the social fact as interaction phenomenon. These elements could constitute a complex point of view that, utilized in the approach of the social reality, will bring us closer to a certain way of defining the social fact.

When trying a redefinition of the social fact, we started from the consideration that the definition proposed should respond to the following requirements: □ to reflect what is definitive for the society as an ensemble, i.e. the specific of the social in comparison to the natural and the individual; □ to reflect a systemic reality because the society could be considered such a reality; □ to reflect also the informational dimension of social reality, as long as this is one of its fundamental dimensions; □ to reflect the specific elements of adjustment and re-adjustment based on feed-back, because the social system owns such elements; □ to reflect a reality of cybernetic type (unit of systemic, informational and reverse

connexion) because the society could be considered such a reality and, □ the exigencies mentioned above be satisfied, as much as possible, in an explicit formulation. Taking into account these determinations, we proposed the following definition mode: *the social fact is a social action transformed at the individual level into individual information that has the role of function of step for the operating social system and is based on a social information transformed at the individual level into individual information that has the role of stage function for the emitting social system* (Pascaru, 1987). The notion “stage function” was taken over from Morton A. Kaplan who, after W. Ross Ashby (1949), specified: “the entries that produce a change in the organization and the characteristic behavior of the system are called stage function” (M. A. Kaplan, 1972, p. 331). Figure 1 displays a graphic representation of this definition.

Social facts could be classified from the perspective of social action origin with which their structure and dynamics starts. This origin could be the status of social system as a whole, in the decision of an organization or in the decision of a community. We will say then that we deal with social facts when the social action originates in the social system as a whole. We consider that there is social fact when social action is the action of an organization. We refer to the organizational fact when the social action originates in the life of a community. A law opens the way for the constitution of a social fact, putting it into effect presupposes a series of *organizational facts* and the particularization of the application norms as well as the observing of norms at the community level could be analyzed as *community facts*.

**Figure 1. The structure a social fact**



The problems of organizations` transformation could also be approached from the perspective of the social fact and its types. C. Lafaye, when analyzing a series of approaches of transformation of organizations deduces the following: □ ***The change through crisis and adaptation:*** the organization is not a system formed of routine procedures only, as we usually imagine, but also short periods of crisis that, by the adjustments allowed, supply the long phases of stability; □ *Change through collective learning:* any changing action is conditioned by the discovery and appropriation of some new collective capacities, new modalities of rationing, new modalities of living together. So, the change means learning. It means especially the learning of another way of cooperation that is to say to invent and fix new models of „play”. The engagement in a collective process, in which the individuals and groups become actors of change, takes the place of the imposition from above or outside of a model; □ *The change as a form of development:* the development and the changes determined by organizations could result only from certain local initiatives based on progressive learning of other production and administration practices. This conception over change attributes a key role to cultural phenomena; they are the ones that will determine the learning processes. The understanding of change as development appears in many ways as a variant of change as effect of learning; □ *Change through modernization:* a diversity of actions whose compatibility is not necessarily taken for granted are taken into consideration: investments in sophisticated technical material, redefinition of the relations with clients or users, work reorganization, appeal to “quality circles” and other managerial techniques imported from Japan, Communication campaigns with the purpose to modify the internal and external image of enterprise, etc. The relationships of the organizations to the social environment play an important role in the transformation. The Anglo-Saxon sociology of organizations, as C.

Lafaye remarks, tends to question the relations between organizations and their environment. Some research show that in the conditions of a fertile ambiance, the organizations tend to develop a structure of mechanical type, characterized by an elaborated organization chart, a pronounced centralization of decision power and articulation on hierarchic line of internal communication. In return, in the conditions of a moving ambiance, a model of organic organization model in which the hierarchic structure is weak, the roles are not clearly defined, the decision power is divided and communication multi-directional is imposed upon. From the perspective of the structure and social fact dynamics we can notice the increase of moment 3 as an indicator of transformation (the transformation of social information into individual information, through the increasing of the role of debates between organizations` subjects) and the diminution of the costs necessary to sustain moment 6 (informing on the behavior of organizations` subjects). But the main objective of the present study is the proposition of some methodologies of informing and participation of the organizations` subjects to the structure and dynamics of facts that organizations propose to administrate.

## **2. Research at the territorial governance institution level**

The researches on a certain species of social fact, the administrative social fact and on territorial administration were carried out in Horea commune, Alba County, Romania (Pascaru, 2003).

During our investigations carried out in Horea we followed each stage in the structure and dynamics of the social fact, thus:

1) *Social Action*. The society and the individual meet each other through the mediation of social action but always on a certain reliability stage. As regards the trust of the individual in the social system, we believe it could be revealed also through the analysis of the changes promoted at a certain moment, in our case after 1989. For the question “How do you appreciate the changes appeared after 1989?”

2) *Social information*. We were interested firstly if the peoples know the decisional level to which the local taxes were established.

3) *Transformation of the social information into individual information*. Our hypothesis was that all that is social information (information on taxes or contributions` imposers, information on the sums to be collected and the information of this sums) would influence the contributor decisions. The process of social information transformation into individual information, process that will serve the decision and to the transformation of the social action into individual action (finalized with the payment or non- payment of taxes and contributions) depends a lot on the appreciations of the solicitations.

4) *Transformation of the social action into individual action*. Anyway, what determines these answers determines also the discussions around the subject. The hypothesis is that the frequency or the intensity of discussions increases along with “the pressure” exerted on the persons that bring into the discussion a subject such as taxes and contributions.

5) *Individual action*. The individual decision taken in the process of social action transformation into individual action is put it into practice already or it will be materialized during the fiscal year.

6) *Individual information*. Individual decision put into practice or in progress will be acknowledged in way or another by the organizations interested, i.e. City Hall. In this case, the individual information is not individual` s information but the local authorities` information on individual behavior in respect of his tasks as subject of the organization. In this sense, the extent to which the decision taken by the inhabitants was brought to the knowledge of the city hall or church, firstly from contributor` s initiative interested us most.

7) *The constitution of the individual information according to the stage.* In the questioning specific to this stage we began with the hypothesis of the important role of the Local Council, including in the activities connected to taxes. That is why it was important for us to know to what extent the activity of these representative organisms is known by the contributors.

8) *The constitution of the individual action according to the stage.* The regeneration of the social action in the present case would presuppose the increase or decrease of taxes and contributions, and this will lead to resumption of the social fact cycle. In this case we also expect a new intervention of the two organizations – city hall and local council.

We have two fundamental results about all this data: 1) It looks like they faster the voluntary debts even though the sums are larger; 2) *The payment or non-payment depend on the relations of communication between territorial organizations and their subjects, in the sense that one pays faster there, where there is more communication.*

The second result is the one that interests us in particular. It may be detailed as follows:

- of those who said that they did not know how much they paid, most declared that they didn't pay anything.

- the ones that knew the exact destination of the money for the City Hall, mostly paid their taxes;

- the evaluation towards “too big” debts caused the inhibition the tax participation;

- the frequency of discussions stimulated participation, except the family talks regarding taxes; it is possible that these discussions were oriented in a direction favorable to the immediate interest of the family, the accent falling on a series of expenses more urgent than the taxes;

- none of the questioned ones who said was advised to pay the taxes as soon as possible was on the group of those that said that they paid nothing;

- the communication with the City Hall, after taking the decision on the promptitude and the level of participation, may also be stimulated for participation: most of the ones that did not communicated their decision on the payment of taxes, paid at least one part;

- being aware of the activity of the Local Council seems to be associated with intensive participation: most of the ones that said they were informed, had paid everything;

- out of those that said that they were searched for matters concerning taxes, just one taxpayer had not paid anything.

### **3. The evaluation of territorial action and some consequences of the cybernetic perspective**

In a speech delivered in September 2003, at REIT seminar in Besançon, trying a synthesis and to simplify a series of definitions given to the idea of action, I suggested the following definition: *Action represents the conduct of an actor who, by using specific means, aims to the alteration of a certain object.* The idea of object here has a broader meaning than that of thing, or material form. This will be shown in the following.

The suggested definition allows us to identify the main elements of the structure of the action: 1) the actor, that may be an individual, a group, an organization, a community, 2) the means, that may be human, material or financial, and 3) the object, that may be the nature, man or social structures.

We consider that any given action also has several dimensions. The following are mentioned: 1) the economic dimension of goods production or services, 2) the political dimension, of organising the macro or micro social structures 3) the cultural dimension, of



spreading and strengthening the values, including through education 4) the social dimension (social welfare, social assistance and so on). The prevalence of one dimension or another would render a certain type of action: economic, politic, cultural or social.

Several logical classifications are possible for the idea of action. One typology that interests us in particular in this context starts from the criteria of the extension and complexity of the object of the action. Thus we distinguish: 1) an individual action that regards changes in an individual's behavior and mentality, 2) the group activity that regards in the structure, organization and / or conduct of a group 3) the comunitary action that aims at the production of alterations in the relationships, mentalities, and conducts of a specific community and 4) the territorial action which by its complexity is multi-comunitary (takes into consideration several communities) or trans-comunitary (ignores the division of the population from a certain territory into several communities). Specific to territorial action is also the fact that it implies in a defined manner, an explicit ecological dimension.

Establishing the typologies is a process that is necessary to be continued in the case of territorial action as well, specifying that the established types of action in previous operations are valid for territorial action too. At this particular moment we are interested in introducing two new criteria: 1) the foundation of the territorial action and 2) the state of the socio-political background.

In reference to the first criterium we distinguish between 1) objective based actions and 2) project based actions. The actions from the second type are of a special interest to us due to the exigency of the management of territorial actions through projects, exigency imposed by EU.

Introducing the second criterium, we will take into discussion: 1) actions in dictatorship conditions, 2) actions in representative democracy conditions and 3) actions in participatory democracy conditions.

As for the first type of action is concerned, the idea of dictatorship may appear inopportune on European stage, but it is our belief that it is not impossible to discover on the extended area of European democracies a series of territorial administrative actions that might be labeled as "local despotism". But this subject deserves and needs a special analysis.

The third type is of a particular interest to us due to the objective of stimulating participatory democracy.

At the territorial action evaluation level we will distinguish between 1) internal evaluation (by the actors themselves) and 2) the external evaluation (by special designated experts).

Be it the actors or the experts we have to take into account on one hand A. Evaluation on the development of action and B. The final evaluation.

In the framework of the evaluation of the territorial action, we believe that several aspects may be taken into consideration: 1) The legitimacy of the actors and of their decisions, 2) the partial effects of developing the territorial action and, compulsory, 3) the participation of the citizens in the development of the territorial action.

Naturally, when we proceed to the final evaluation, we will take into consideration, first of all, the final effects of the territorial action and compare them with the expected effects. We cannot neglect the value of the public satisfaction.

We may now resume to the scheme of the social fact from a government perspective (Figure 2, in ANNEXE).

This scheme that is only apparently complicated, represents the levels and the moments at which an administrative fact, as a species of the social fact, is developed. The moments are marked M1, M2... M8.

The third moment (transformation of institutional action into individual information) represents the core of the administrative act in the conditions of a democratic society. The good functioning of this moment implies a new environment, defined as a *knowledge based society*.

The consequences of the cybernetic perspective on territorial action evaluation are on the whole, the following: □ an evaluation on multiple levels but centered on the core □ an internal evaluation centered on the stage function □ an evaluation during the development of action, centered on feedback (M8).

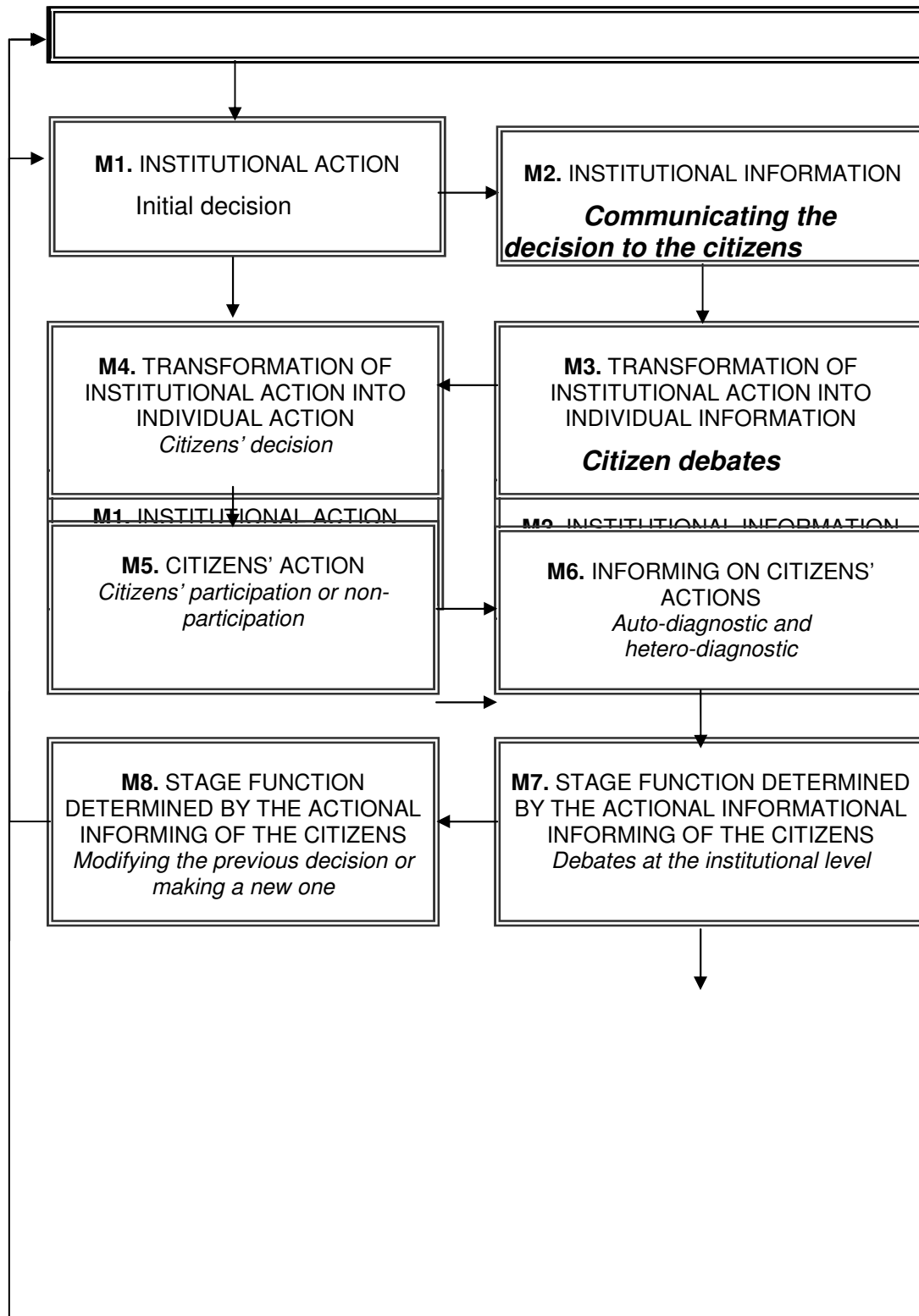
All of those are to be deepened in interdisciplinary and especially in external studies, based on comparative intercessions at a European level and not only.

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**ANNEXE**

Figure 2. *The structure of a social fact that implies governance institutions*



# Articuler logiques de service et logiques éditoriales : quels choix pour le développement du portail du REIT ?

**Anne PIPONNIER,**

Université de Bordeaux3, GRESIC

## Résumé

*Le programme de transfert prévoit le développement d'un portail destiné au service des partenaires du REIT mais également, et de façon plus large, aux acteurs du développement territorial. Conçu comme un laboratoire virtuel (J.J. Girardot, 8 mars 2001) pour les équipes de recherche fondamentale comme appliquée, le portail entend diffuser (ibidem) aux acteurs du développement territorial les méthodes et les services utiles à l'appropriation et à l'utilisation des résultats de la recherche. Sur la base de ces deux objectifs opérationnels, deux pistes de réflexion sont susceptibles d'interroger l'ensemble du projet dans son devenir :*

- *dans quelle mesure le dispositif de portail favorise-t-il la circulation de l'information entre les diverses communautés d'acteurs ? Autrement dit, comment dépasser l'agrégat de contenus, simple juxtaposition de paquets d'information, dispositif aujourd'hui généralisé dans la plupart des portails ?*
- *diffuser l'information générée, développée et capitalisée par le REIT ne suppose-t-il pas un travail éditorial, spécifique, diversifié, évolutif, susceptible de favoriser l'échange de savoirs, qui introduise notamment les indispensables pratiques d'intermédiation et d'échanges adaptées au projet ? (Ce dernier objectif - diffuser des contenus en ligne - peut éclairer en partie la première interrogation...).*

*Pour tenter de répondre à ces questions, dans le but d'éclairer les relations entre logiques de recherche et logiques de service, sans doute faut-il envisager de se saisir d'un certain nombre d'indicateurs propres à enrichir la réflexion préalable au développement du portail :*

- *ciblage de l'audience du site (analyse des attentes et des besoins)*
- *carte informationnelle (catégories de contenus et schéma relationnel)*
- *typologies des services susceptibles d'être mis en œuvre*
- *dispositifs techniques utilisables.*

## Mots clés

*Portail- Analyse des besoins- Ciblage des publics -Gestion de contenu- Stratégie éditoriale- Services en ligne*

Je tiens tout d'abord à remercier J.J. Girardot et son équipe de m'accueillir au sein du programme REIT et de me donner la parole aujourd'hui.

Je suis actuellement enseignante et chercheur à l'Université de Bordeaux 3 en information et documentation d'entreprise.

N'étant pas une spécialiste du territoire et de son développement, j'interviens ici dans la réflexion sur le portail au titre de ma spécialité, les Sciences de l'Information et de la Communication, et en particulier la recherche en systèmes d'information.

Dans ce contexte, mon intervention poursuit un double objectif :

- d'une part proposer une réflexion sur les éléments d'un processus qualité permettant d'accompagner la mise en œuvre du portail,
- d'autre part de contribuer, en donnant un point de vue extérieur, au processus d'élaboration du portail.

**J'aborderai successivement les points suivants : d'abord la place et la fonction du portail dans le programme REIT en m'appuyant sur les documents du projet de réseau ; puis je ferai un bref rappel des fonctions identifiées d'un portail web, ce qui permettra de dégager, en prenant appui sur les récents développements de la création de portail,**

**les stratégies éditoriales d'un portail de réseau. Enfin je donnerai quelques pistes de travail en forme de conclusion.**

## 1. Place et fonction du portail dans le programme REIT

### *Un dispositif inscrit dans le programme de transfert*

La place et la fonction du portail dans le programme REIT, c'est tout d'abord un dispositif inscrit dans le « programme de transfert »<sup>1</sup>: un dispositif, a fortiori un dispositif informationnel est un ensemble de moyens spécifiquement organisés au service des objectifs du programme : programme de recherche, carte de services, constitution et vie du réseau.

### *Un triangle opérationnel*

Trois grandes orientations guident la mise en œuvre du portail : la recherche -fondamentale et appliquée-, les services -outils, méthodes résultant de la recherche- et la constitution du réseau d'intelligence territoriale -communautés virtuelles, structuration des échanges et circulation des savoirs produits au sein du réseau-.

### *Une fonction hybride*

Le portail, selon les objectifs annoncés par le programme de recherche, a donc une fonction hybride : il est à la fois le levier d'action et de visibilité de la recherche en train de se faire - fonction de laboratoire- et l'outil de diffusion des résultats de la recherche à destination des publics concernés par la problématique de l'intelligence territoriale -fonction de l'extranet-. Nous allons voir maintenant comment et à quelles conditions le portail va pouvoir répondre à ces objectifs.

## 2. Fonction du portail : une définition en évolution

Tout d'abord pour contextualiser notre réflexion, nous allons faire un rapide état des lieux de la fonction du portail web, de son évolution à la lumière des dernières analyses données sur le sujet.

### *Un accès unique à l'information*

Un portail c'est d'abord une porte d'entrée dans l'information disponible sur le web qui permet un accès unique à l'information ou à un ensemble de services<sup>2</sup>. En facilitant l'agrégation de contenus et la mise à disposition de services dédiés à des communautés ciblées, le portail a pour objectif de fidéliser les acteurs et de fédérer les communautés en ligne autour de thématiques clairement identifiées.

### *Un outil de gestion de l'information*

Le portail est également un puissant outil de gestion de l'information collectée, agrégée et distribuée au sein de l'organisation : c'est en effet via le portail que l'information est rendue visible, tant au niveau de sa production –chaîne éditoriale- que de sa circulation –processus de diffusion et d'échanges-. Par les différents outils de programmation qu'il met en œuvre, le portail permet donc la création et la gestion de contenus.

Les modes de gestion de l'information qui sont étroitement liés à la segmentation des communautés permettent de distinguer plusieurs types de portail : le portail généraliste –type yahoo-, le portail d'entreprise, le portail gouvernemental – sites des ministères et organismes associés- et enfin le portail vertical appelé aussi spécialisé ou thématique qui peut fédérer autour d'une thématique des communautés d'intérêt –associations, sociétés savantes, ..- ou

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<sup>1</sup> Girardot J.J., *REIT Réseau Européen d'Intelligence Territoriale. Présentation au 3 mars 2003*, p. 6.

<sup>2</sup> *Journal Officiel*, 8/12/2002. *Le Grand Dictionnaire terminologique*[en ligne]. Page consultée le 25/04/2002. Disponible sur <[http://www.granddictionnaire.com/btml/fra/r\\_motclef/index800\\_1.asp](http://www.granddictionnaire.com/btml/fra/r_motclef/index800_1.asp)>

des communautés professionnelles –secteur professionnel, groupes de recherche,...-. C'est ce dernier type de portail qui nous intéresse plus précisément ici.

### *Un outil stratégique*

A la fois outil de production et de diffusion de l'information à une communauté d'acteurs ciblée, le portail constitue un outil stratégique pour l'organisation<sup>3</sup>. L'histoire récente du développement des intranets d'entreprise fournit à ce propos un exemple éclairant : elle permet de comprendre, à travers les expériences observées, l'évolution récente des besoins et d'identifier des critères de gestion adaptés.

Il y a tout d'abord l'importance croissante donnée à la gestion de contenus : devant l'accroissement de l'offre informationnelle sur les réseaux et la démultiplication des portails, il est désormais indispensable de clarifier l'offre en mobilisant les outils et les techniques qui facilitent l'organisation de contenu.

Deux démarches sont de plus en plus adoptées pour répondre à cet objectif : d'une part développer la cartographie des contenus -mapping<sup>4</sup>- et d'autre part augmenter la prévision et la programmation de ces contenus, à tel point que certains spécialistes des intranets et portails d'entreprise parlent désormais d'*urbanisation des contenus*<sup>5</sup>.

Le portail de réseau qui repose sur des logiques professionnelle, technique et de communication -tant interne qu'externe- s'inscrit précisément dans ce contexte d'observation : les démarches et les choix opérés font l'objet d'une réflexion spécifique destinés à mettre en œuvre une stratégie éditoriale adaptée à ses besoins.

Nous allons voir maintenant en quoi ces stratégies éditoriales nous intéressent pour l'élaboration du portail du REIT, un portail thématique de recherche et professionnel qui s'adresse à un réseau d'acteurs diversifié.

### **3. Stratégies éditoriales et portail de réseau**

Quatre axes d'observation peuvent être envisagés pour bâtir une réflexion stratégique sur la conception et le développement du portail que souhaite se donner le REIT :

#### **- *Le ciblage du public :***

Faire l'analyse des besoins des publics du portail constitue la première étape de cette réflexion. Le premier constat réside d'ailleurs sans doute dans le fait que, s'agissant d'un portail thématique réunissant chercheurs et professionnels autour d'une problématique commune *l'intelligence territoriale*, le portail ne s'adresse pas pour autant à un public supposé homogène, mais à des publics avec des attentes et des besoins divers et en constante évolution.

Dès lors se pose la question de la définition de ces publics, ce qui en terme de gestion de contenu ouvre deux pistes de travail : soit l'analyse des besoins débouche sur une catégorisation des publics cible, on sera alors dans le cas d'une logique de diffusion de

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<sup>3</sup> Cf. la définition donnée par P. Stockinger (2003) à propos des portails pour la recherche et l'enseignement : "Un site portail est une porte d'accès au patrimoine d'une institution, à ses productions intellectuelles et scientifiques, à ses activités et services, à son environnement social et culturel. Il permet d'organiser, de publier, de diffuser et de gérer ces ressources en tenant compte des exigences de leurs propriétaires. Fédérant d'autres sites ou simple outil de communication externe, il joue également le rôle d'outil de communication interne à l'institution".

<sup>4</sup> Représentation de la localisation d'ensembles de données dans une mémoire d'ordinateur, en vue d'en faciliter l'accès et la visualisation.

<sup>5</sup> Bernard Leroux, et al. *Urbanisation et modernisation du SI*, Paris : Hermès Lavoisier, 2004.

l'information élaborée au sein du réseau -communication externe-, soit l'analyse des besoins permet d'identifier des communautés virtuelles, on privilégiera dans ce cas une logique de partage de l'information source -communication interne et externe-.

Dans le premier cas la gestion des contenus s'effectuera de façon relativement centralisée alors que dans le second cas, la gestion est susceptible d'être partagée de façon horizontale entre les acteurs.

En tout état de cause l'analyse des publics et de leur horizon d'attente constitue l'*acte éditorial* de premier rang nécessaire à une gestion effective des contenus du portail.

- *Les choix informationnels :*

Cet acte éditorial induit un deuxième axe d'approche, celui de la question des choix informationnels : il s'agit là non seulement de décider des contenus mais également et simultanément des dispositifs permettant de gérer et d'accéder à l'information utile.

Cette question de la gestion des contenus, nous l'avons vu, est désormais assez largement partagée dans les différents types de portail. Elle consiste pour l'organisation qui s'en donne les moyens, à adopter une réflexion stratégique sur l'ensemble des choix informationnels. Elle est susceptible de favoriser une meilleure synergie entre les objectifs de l'organisation et les utilisateurs finaux de l'information.

**Dans le cadre précis qui nous occupe, il est à noter une particularité décisive pour la gestion des contenus : les utilisateurs du portail sont pour une grande part d'entre eux également contributeurs du portail. Dès lors, un double problème éditorial se pose : des attentes de nature hybride - comme récepteur et producteur d'information- et un risque de ligne éditoriale brouillée voire invisible dans le cas d'un trop grand nombre de contributeurs.**

Pour répondre à ces questions, nous pouvons, en nous appuyant sur l'expérience de gestion acquise dans les intranets d'entreprise, dégager des critères d'élaboration de contenus :

- favoriser le back office : il s'agit de la partie du site réservée à la rédaction et à l'administration de contenus. Cette activité, déjà en place dans la mise en œuvre du portail du Reit, constitue en quelque sorte l'assise éditoriale du portail
- prendre en compte les attentes des utilisateurs : les utilisateurs attendent aujourd'hui la qualité du front office (avec facilité de saisie) et un back office très structurant. Il est donc nécessaire de dégager des outils et dispositifs adaptés à leurs besoins et à leurs compétences
- sélectionner l'information : l'information disponible sur le portail est une information élaborée qui résulte d'un processus de recherche et de validation. Pour autant sa mise en ligne implique la mise en œuvre d'un certain nombre de critères de sélection pour satisfaire au cahier des charges éditorial du portail : qualité, pertinence, fraîcheur, exhaustivité
- hiérarchiser l'information : enfin de même qu'il est indispensable de sélectionner l'information utile, il est nécessaire de hiérarchiser l'information afin de dégager les priorités de lecture, faciliter l'accès aux ressources et la navigation dans le site.

L'observation de ces différents critères doit permettre de bâtir un programme éditorial susceptible d'accompagner le développement du portail et d'en faire un outil d'intégration au service du programme de recherche.

- *Typologie des services :*

**La particularité éditoriale des portails, a fortiori celle du REIT, est d'associer au contenu informationnel un ensemble de services utiles à l'utilisateur. C'est précisément cette contiguïté qui fait l'identité et la valeur ajoutée du portail dans son domaine, d'où la nécessité d'une réflexion soutenue sur leur articulation.**

Un certain nombre d'interrogations peuvent guider la mise en œuvre de cette articulation, notamment :

- quelle offre de service souhaite-t-on mettre en place ? :

Il s'agit là d'une réflexion sur la nature des services proposés en ligne -serveur de news, service questions-réponses, tutoriels, partages de bases de données,.. ?- et sur leur structuration -offre centralisée, atomisée, dispositifs synchones, asynchrones,.. ?-.

- quelle valeur ajoutée recherche-t-on ?

Les services offerts aux utilisateurs du portail ne peuvent exister et trouver leur légitimité que dans leur distinction : dans un contexte de forte compétitivité sur les réseaux, les portails doivent désormais dégager la spécificité de leur domaine d'action, diversifier leur offre de service et être capable de la faire évoluer en fonction des besoins, de l'avancée des connaissances et du marché de l'information.

- *Dispositifs techniques :*

Enfin la mise en œuvre du portail repose également sur le choix de dispositifs techniques permettant l'articulation entre logiques éditoriales et logiques de service.

Sur ce dernier point, l'expérience des intranets est également éclairant. Elle montre la nécessité de mettre en place un certain nombre de dispositifs facilitant la structuration de l'information et son échange au sein du portail :

- l'utilisation de workflows<sup>6</sup> simplifiés incluant uniquement un contributeur et une personne qui valide
- la mise en œuvre d'accès partagés permettant le travail collaboratif
- l'utilisation de documents structurés permettant la production et l'échanges de documents via le format XML<sup>7</sup> notamment
- la gestion de l'accessibilité prenant en compte la lisibilité des documents et l'ergonomie des interfaces.

#### **4. Pistes en forme de conclusion**

Proposer une réflexion stratégique sur la conception et la gestion d'un portail thématique de réseau peut donner le sentiment de poser beaucoup de questions qui attendent encore leurs réponses.

Le contexte et les critères d'élaboration du portail que nous avons observés permettent de dégager les éléments d'un processus éditorial susceptible de répondre aux objectifs que s'est fixé le programme du REIT et auxquels les acteurs du réseau souhaitent adhérer.

Au terme de notre intervention, nous souhaitons en forme de conclusion mettre l'accent sur la nécessité d'inscrire le processus de mise en œuvre du portail dans le travail de structuration du réseau. Celle-ci nous paraît en effet relever d'un *double bind* positif :

- d'une part relier une activité à ses conditions de production pour en optimiser les résultats et favoriser ainsi la valeur intégrative du réseau et sa performance

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<sup>6</sup> Workflow : flux de données dans un système d'information

<sup>7</sup> Extended Markup Language : langage de programmation servant à créer du contenu pour le WEB et le WAP



- d'autre part relier la réflexion sur une production -le portail REIT- à d'autres recherches du même type dans d'autres champs pour favoriser les échanges de pratiques et le décloisonnement des champs d'activité.

Une double contrainte permettant de développer l'inscription sociale du REIT et la valeur ajoutée de son programme.

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Stockinger Peter (dir). *Portails et collaboratoires pour la recherche et l'enseignement*, Paris : Lavoisier, 2003.

### ***Quelques exemples de portail à titre illustratif :***

Vie publique : un portail pour le citoyen

<http://www.viepublique.fr/>

Portail des maisons des sciences de l'homme (France)

<http://www.msh-reseau.prd.fr/>

Intelligence innovation KM : portail francophone du management par les connaissances [http://www.i-km.com/intelligence\\_territoriale.htm](http://www.i-km.com/intelligence_territoriale.htm)

# ATTEMPS OF DESCRIBING THE PROBLEMS LINKED TO THE LIAISON BETWEEN SCHOOL AND TERRITORY

*Pierre Champollion*

IUFM de l'académie de Grenoble / Observatoire de l'Ecole Rurale<sup>8</sup>

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### 1/ Simplified theoretical approach of the link school and territory

2/ Rapid analysis of the case of the Valley of Sérino (Campania / Italy )

### 3/ Brief presentation of the Observatory of the Rural School (ORS) and its European partners

## *Introduction*

The object of this essay is first of all to sketch the theoretical outlines of the problem uniting school and territory, notably by illustrating it with the analysis of the experiment carried out in this matter by the local actors in the Italian valley of Sérino, secondly to present the Observatory of the Rural School (ORS), whose research concerns the school specificities of the rural and mountain environment as well as to present its European partners who are going to integrate the REIT<sup>9</sup>.

### 1/ Simplified theoretical approach of the link school and territory

#### 1.1. Two basic concepts

The connection school - territory is based on a certain number of fundamental notions of which school and territory are naturally the most important.

##### 1.1.1. The territory.

According to Gumuchian (1997), " the term territory has a double meaning: either it refers to a juridical-administrative reality, as it is the case in the expression " regional development " ,

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<sup>8</sup> Observatoire de l'Ecole Rurale – OER - Observatory of Rural school is abbreviated in French to ORS and in English to ORS; for further information see the website: <http://www.grenoble.iufm.fr/rural/default.htm>

<sup>9</sup> REIT = Réseau Européen d'Intelligence Territoriale or European Network of Territorial Intelligence ; see web site : <http://mti.univ-fcomte.fr/reit/>

or it refers the concept of territoriality as it has been widely accepted in the social sciences for about twenty years. As much a natural as a social reality, the territory is not easily disintegrated. The environment, the practices, the representations and the socio-political organizations constitute a system of which the different elements are interdependent from one another".

The territory we are relating to here corresponds de facto to places, not necessarily adjoining, linked by networks, fitting together to different degrees, generators of sense and identity. The crucial question thus is to know from "when", that is from which type and which level of organization onwards a natural or "anthropised space" becomes a "territory". The criterion that was preliminarily withheld by the team of the ORS, which includes geographers, sociologists, representatives of world of the sciences and of education as well as educational actors, is that there is no territory without a collective "projection" of its agents or actors towards a common future having obviously a function in relation with their identity.

#### 1.1.2. The school.

The school is seen here as educational system (primary schools, lower secondary schools – colleges in France, upper secondary schools – lycées in France- , services and administration) organized on a territory within the framework of interdependent networks. As far as the educational plan is concerned , for example, the notion of area of recruitment of a school viz. the "perimeter" for the primary or school "card" for the secondary school do not automatically refer to an educational territory. To be able to speak of territory in terms of education it is therefore necessary to pass onto a higher degree of school organization, for example to a training and education area called ' un bassin' which develops a collective response to the major education and training needs defined for that particular area.

#### **1.2. A means of action: the partnership.**

This is of course the main element that supports the social, economic, cultural and educational processes of territorialisation. The partnership supposes obviously autonomy of management and autonomy of the financial capacity of the partners. This is an element which create a lot of difficulties for primary schools to be involved in partnerships, as unlike secondary schools and higher education institutions they have (at the moment?) no financial autonomy and no moral personality .

#### **1.3. A process which is under way : the integration of the school in the broad sense, as an agent, in the development of the territory.**

In spite of the difficulties mentioned above, the school gets involved more and more, also in the primary school, in the territorial development (via cultural and educational partnerships, via school outings and via transplanted classes, via orientation and professional integration activities, via the map of the vocational training and via the continuous training of the employees, etc.).

#### **1.4.A keyword: contractualisation.**

It develops according to modalities and different formalizations according to the level of implementation.

1.4.1. Mutual Support (1st level / for example in the financial negotiation with the trusteeship councils).

1.4.2. Putting in common of the resources (2nd level / for example by sharing the documentary resources available or by developing a policy of joint acquisition).

1.4.3. Common Projects (3rd level / for example in the help given to facilitate the professional insertion of the pupils or in the training of the development agents).

### **1.5. Fast zoom on the main current characteristics of the rural school and of the French mountain school and its essential adaptations to the needs of the rural and mountain communities.**

1.5.1. Specific forms of schooling: small size of the educational units, multilevel classes with one teacher (or single classes<sup>10</sup>), fragmented or centralized inter-municipal pedagogical regroupings.

1.5.2. Offer of limited non-specialized training, both technological and professional: less diversification of the options in lower secondary schools (Collège) and less diversification of the series<sup>11</sup> of upper secondary higher education diplomas (Lycées) or baccalaureates. .

1.5.3. Progressive emergence of an offer of specific rural and mountain vocational training : “additional” agricultural trainings or “complementary” national education with the objective” to lead to multiple employment.

1.5.4. No real curricula adapted to the rural and mountain areas except in a few special cases.

1.5.5. School results: relatively successful in the single classes of the 1st degree (cf. studies of DEP / MEN in 1990), weaker results in the in the 2nd degree (cf. annual national statistics), uneven results in mountain areas (cf. study of the Rectorat<sup>12</sup> of Grenoble 1989-1990), etc.

1.5.6. School and professional guidance: the school and professional guidance projects are more modest projects than in an urban environment (cf. national statistics DEP / MEN), there is less geographic mobility (cf. study of the department of AIN 1991 and works ORS on 2002), etc.

1.5.7. Teaching staff too much or too little mobile (cf. annual national statistics DEP / MEN).

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<sup>10</sup> Single classes are classes with one teachers and pupils of different age levels in the same class.

<sup>11</sup> Séries or series is used in the upper secondary schools or lycées to indicate the options which pupils can chose!

In the general branch, there are three series: literary (L), based mainly on French, philosophy and modern languages; economic and social sciences (ES), based mainly on economics and social sciences; science (S) based mainly on mathematics, physics and natural sciences. In the technological branch there are four series: Tertiary sciences and technology (STT); Industrial sciences and technology (STD); Laboratory sciences and technology (STL), Medical and social sciences (SMS). In addition to these four series which were redefined in 1993, there are three series preparing pupils for specific technological Baccalauréats: hotel and catering, applied arts, and techniques of music and dance.

<sup>12</sup> Rectorat: France is subdivided as far as education is concerned into ‘Académies’ which are each under the responsibility of ‘un recteur’. The rectorat is the totality of the services of one Académie. France has 28 académies or rectorats which correspond roughly to the regions of France.

1.5.8. Development of strategies to break out of the isolation: constitution of school networks between schools of the same territory (example: " réseaux buissonniers du Vercors or Hedgehog Networks of the Vercors Region "), regular use of ICT (cf. works ORS of 2002 / example: " inforoutes of Ardèche "), establishment of sustainable partnerships with the local community (example: links with regional natural parks or reserves in the departments of Alpes de Haute Provence , Ardèche and the Drôme).

1.5.9. Setting up of a real " didactics of the territory ": take as a starting point the knowledge linked to the identity and the cultural roots of the pupils to make them build the disciplinary and transversal knowledge of the curriculum (cf. experience of Sérino).

## **2. Rapid analysis of the "case" of the valley of Sérino (Campania / Italy).**

### 2.1 Framework of the social experiment.

The experiment took place at the end of 1990s in Italy, in the region of Campania, near Naples, in Sérino more exactly, in a context of a very disadvantaged starting point: an economic, social and cultural poor environment, a valley without real collective project and pupils without a local future. The experiment enabled the elaboration, then the application of a vast multi-annual educational project (five years) linked to the problem of " school and territory ". It has illustrated the various functional and institutional links which can be weaved and developed between the school environment and the university environment(primary schools, lower and upper secondary schools, universities) and the territory in which the experiment is set up and is implemented.

### 2.2 Investigated tracks.

Three main tracks of cooperation between the school and the territory, three openings of the school on its "environment", were investigated successively and quite rapidly in Sérino:

- the school, as tool for the cultural, social, ecological and economic development (use of the premises for training purposes, use of the documentary educational resources and of the pedagogical resources of the school in favour of the employees and the development agents of the surrounding territory).
- the school, as place of memory and tool of valorisation for heritage and territory (adoption of monuments and sites by the pupils, the classes, the schools, restoration, the development and the promotion the aforementioned sites and monuments, etc.).
- the school, as agent of the sustainable economic development (participation in construction sites, elaboration and dissemination of documents with cultural, social or economic objectives, the creation within partnerships of cultural, social, ecological and economic activities).

### 2.3 First balance

All these educational activities have of course as a primary result to give a lot of meaning to didactics and learning, and they are susceptible to be used within the framework of the psycho-

pedagogical support as part of the educational and professional guidance which is intended to facilitate later on the social and professional integration of the pupils. All those pedagogical activities also facilitate learning of the pupils with major learning disabilities by finalizing in a clear way the efforts made to learn. All activities, finally, suppose obviously a strong will to open the school to "its" territory, as well as a willingness to use active pedagogies which enable pupils and teachers to go out of their schools to integrate them better and more strongly into the environment which they want to protect, to promote and to develop. Those pedagogical activities suppose as well that first contacts are established and that exchanges are developed between school and territory so as to open up the school. It is hoped that; later on these activities will lead to stable and sustainable partnerships. Although these partnerships will be subject to change in their modalities and contents, they will finalise pedagogical and educational activities in co-operation with the social, environmental, economic and institutional associations and organisations.

In brief, the tracks illustrated by Sérino design a school with a project , which next to the practice of an active pedagogy that gives responsibilities to pupils and to teachers, also makes them cooperate – on a contractual basis - directly with all the lively forces of their territory; a school trying to insert indeed into "its" territorial environment; a school avid to open itself others and to the outside world; a school which, by its impact on the development of "its" territory, wants to favour the future social and professional integration and insertion of its pupils who wish this in "their" country, while , of course, taking care "not to lock" the pupils who do not wish it in a local collective fate.

Obviously, all similar projects do not have the scope of the one of Sérino: multi-annual duration, a grouping in the action of a big number of primary and secondary schools, a pluri-disciplinary dimension, etc. And do not necessarily have to have the same large scope! Furthermore, it is not the objective of importing somewhere else a "recipe" which gave satisfaction in another context but it is much more the objective, from the point of view of the school, to facilitate the involvement of the school agents in an educational engineering process susceptible of giving to the pupils of the rural and mountain schools chances of success and insertion equivalent to those which pupils in less culturally, socially and economically isolated contexts benefit from and this by making use of the richness of the local rural and mountain environment within the framework of true didactic of the environment."

3/Brief presentation of the Observatory of the Rural School (ORS) and its European partners

To obtain more information, consult the Web site of the ORS at the following address:

<http://www.grenoble.iufm.fr/rural/default.htm>

### **3.1 Implemented research**

#### 3.1.1 Field of investigation.

Rural and mountain spaces and successes at school: forms of schooling, activities to overcome isolation, links territory- school, pedagogical approaches, didactical tools etc.

#### 3.1.2 Methodology.

Analysis and interpretation of the follow-up of a sample group of 2.400 pupils originating from 6 representative departments of three rural zones recently identified by INRA<sup>13</sup> / INSEE<sup>14</sup> (1998). They were subject to questioning or interviews four times: CM2<sup>15</sup> = year n, year n+2, year n+4, year n+5.

Parents and institutions were also questioned or interviewed at the same deadlines. A crossing of the data base of ORS was carried out, according to the French and European plans, with evaluations DPD 6-th and 2nde

### 3.1.3 Schedule.

- 1999-2000: constitution of the sample CM2, queries or interviews " CM2 "; inputting of the results and first analyses
- 2000-2001: constitution of the sample for the "fifth class"<sup>16</sup> and the publication of the first results
- 2002-2003: query of the "fifth class; inputting and analysis of the results
- 2003-2004: preparation of the query of the "third class "; transfer (spring, 2004), inputting (the end of 2004 ); analyses of the query of the "third class"<sup>17</sup> and the publication of the results of the query of the "fifth class"
- 2004-2005: preparation of the "Second class"<sup>18</sup> query and transfer (spring, 2005), inputted ( the end of 2005 )
- 2005-2006: analysis of the "query of the second class" and the publication of the last results
- 2006-2007: final synthesis and final colloquium.

### 3.1.4 Objectives

Identification of the main parameters having an influence on the success at school and the orientation in rural and mountain areas and study of the possible impact of three strategies of how to break of the isolation as they are implemented by the rural and mountain schools: regular use of ICT, work in networks and constitution of sustainable durable partnerships with organisation and bodies outside the national education system.

### 3.2 European Partners.

Linking up, beyond schools, ten institutions of higher education or universities of ten different European countries partners of the ORS; two European seminars on the rural and mountain schools were already held at the initiative of the Observatory in 2000 (Aix-en-Provence, IUFM) and in 2001 (Barcelona, UAB). The third should take place in 2005 (Salerno University). The ORS and its nine European partners created links in 2004 with the European Network of Territorial Intelligence ( REIT) within the framework of which a team of autonomous research was created within the framework of the European 6th CPRD<sup>19</sup>.

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<sup>13</sup> INRA = Institut National de la Recherche Agronomique; see web site: <http://www.inra.fr/>

<sup>14</sup> Institut National de la Statistique et des Etudes Economiques : see web site : [http://www.insee.fr/fr/home/home\\_page.asp](http://www.insee.fr/fr/home/home_page.asp)

<sup>15</sup> CM2 (Cours Moyen 2)= last year of primary school; see Eurybase:

<http://www.eurydice.org/Eurybase/Application/frameset.asp?country=FR&language=VO>

<sup>16</sup> Fifth class = second class of lower secondary school or Collège

<sup>17</sup> Third class = 1<sup>st</sup> year of upper secondary education of the Lycée

<sup>18</sup> La seconde or the second class is the second class of the upper secondary school or Lycée ; it is followed by two more years "la première" and "la terminale" during which they take the "baccalauréat".

<sup>19</sup> 6<sup>th</sup> CPRD= 6<sup>th</sup> Community Programme for Research and Development

Six partners out of the ten have already decided to integrate, within a team of autonomous research working on the contribution of the rural school to the territorial intelligence: the REIT, the universities of Barcelona (UAB / ARE), of Bucharest ( RO) and of Salerno ( IT), and the primary schools and secondary schools of ( FI) and Avellino (2 / IT).

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# Automate Monitoring System for the Dynamics of Lands Based on Aerial Photos Assessed by Artificial Neural Techniques

*Ioan Ileană*

Department of Computer Science  
“1Decembrie 1918” University Alba Iulia  
Romania

**Abstract:** *This paper shortly presents a project lanced by the Computer Science Department of the “1 Decembrie 1918” University of Alba Iulia. The project is based on the increasing amount and complexity of the earth science data collected by remote sensors. This huge amount of information underscores the need for research into strategies and techniques to facilitate its analysis and understanding. In this project an application of artificial neural networks to human-centered earth science information processing is described.*

**Keywords:** *remote sensor, image processing, artificial neural networks.*

## 1. Introduction

The Information Society offers great potential in promoting sustainable development, democracy, transparency, accountability and good governance. There is also a need for a people-centered approach, one that emphasizes social, cultural, economic and governance goals. This approach must ensure that the knowledge and experience of citizens is integrated into this process as the driving force behind the new information society.

Individuals and organizations should benefit from access to information, knowledge and ideas. Notably information in the public domain should be easily accessible [1].

One of the domains of great interest in this direction is the surveillance and monitoring of lands evolution, in which GIS and Artificial Intelligence are basic keywords. The purpose of a GIS is to provide both the individual and organization with increased knowledge and understanding of spatial data. Often GIS users overlook the ‘decision making’ capability these systems can provide, instead, focusing on the presentation. GIS information can become increasingly more valuable for decision making when coupled to artificial intelligence (AI). When linked to GIS, artificial intelligence can be useful for evaluating, monitoring and decision-making. Neural networks, fuzzy logic, nano-technology and evolutionary computation and others are directed toward decision-making functionality. It is anticipated that many future spatial applications will incorporate elements of artificial intelligence. The neural networks have many potential applications in GIS including; land use, oceanography, forestry, consumer movement, transportation, bio-sphere studies, image analysis, environmental, entertainment, anti-terrorism, pattern analysis and health [5].

## 2. Project presentation

The project is based on the preoccupations of the specialists belonging to several sciences concerning sustainable development and environment. These are integrated into the concepts of sustainable development, ecologic systems, global modifications assessing and control. By its objectives and results the project has an important impact concerning food security and quality.

The core of the project is represented by **image processing achieved by an automate interpreting system** (independent software), which returns data to the specialists from the above mentioned fields of interest (e.g. modification of vegetation, soil, waters, prognosis, land survey etc.)

The main directions of the project are:

### A. Design and implementation of the acquisition system and the image pre-processing.

This means the establishment of data sources depending on the given situations (aerial photographs ordered by the land surveyors, various satellite images provided through Internet and the images obtained by our own acquisition system), fig. 1.

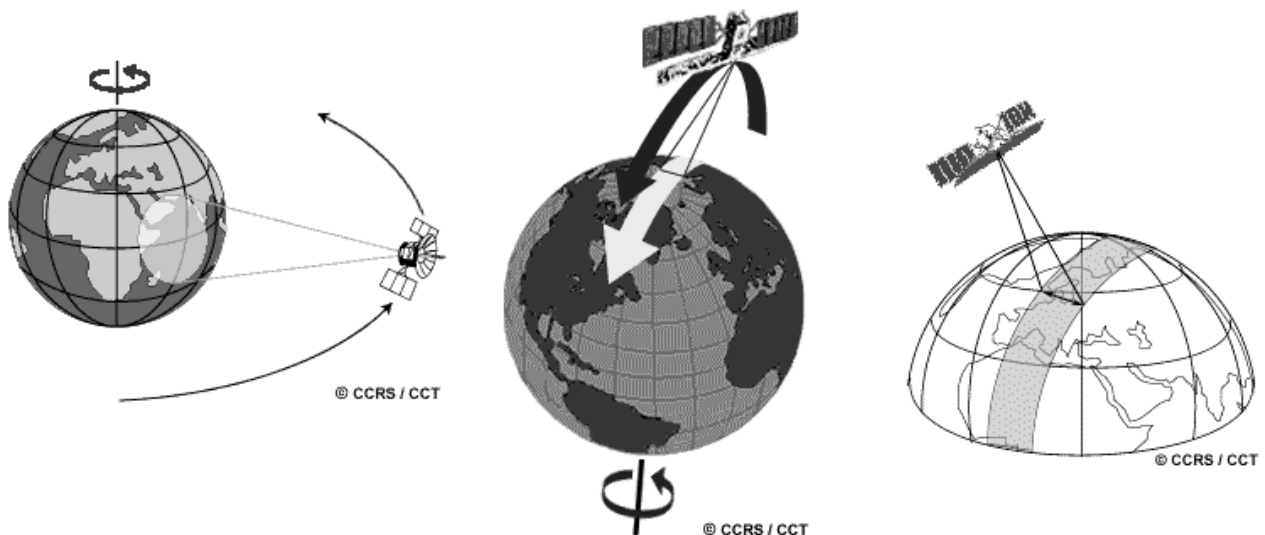


Fig. 1. Different remote sensing situations

The relational database will be designed as background for the GIS which will be offered to the specialists (pedologists, farmers, land surveyors etc).

The team's main target is to achieve: **pre-processing** and **classification** of the obtained data by using specialized software (IMAQVision, Matlab-Simulink) or software designed in our Computer Science Department.

This is required both for the further processing in the framework of the automate interpreting system and for the data standardization taking into consideration GIS standards and Internet technologies (SVG- GML).

### B. Design of an automate image processing system based on artificial neural networks.

ANN have been successfully used in the modeling of phenomena and processes for which a mathematical description does not exist (black box model).

Artificial neural networks have several advantages when used as classifiers of complex geographic and remotely-sensed datasets. They normally require no assumptions on the data distribution and can be trained with relatively small sample sets. Further, they are robust classifiers that require little data preparation prior to use; however, the selection of a suitable architecture and the subsequent lengthy training time of the network have often been perceived as a disadvantage to the acceptability of such classifiers [3].

There are a great number of of ANN types but in this area the most used were the multilayered Perceptron (MLP), fig. 2. The MLP classifier's operation is covered in detail in German & Gahegan (1996). In brief, an input vector is placed on the input nodes and is propagated to the output layer via the weight connections and the hidden-layer. This is done for each vector in the training set (one *iteration*). Each node in the hidden and output layers transforms the sum of its inputs via an activation function, normally a sigmoid one [3].

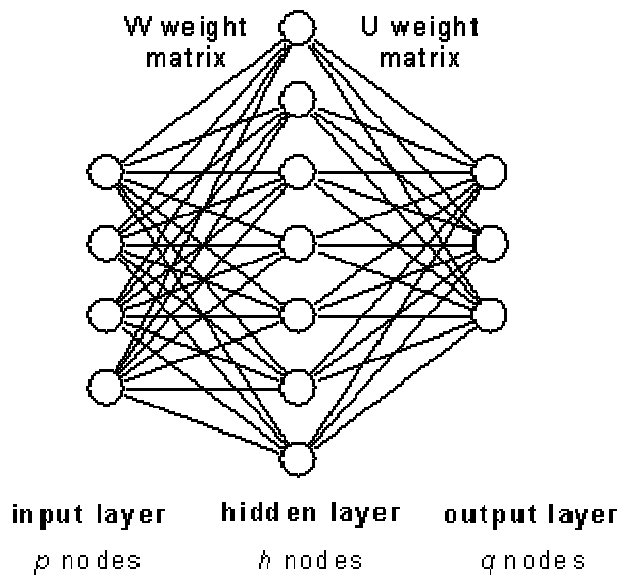


Fig. 2. A simplified MLP network architecture. Source [3].

In the study of geo - morpho - climatic phenomena the classical mathematic model (statistical approach) gives poor results therefore there is an intense worldwide preoccupation for finding means and approaches which use Artificial Intelligence (AI). The authors of the project have realized several ANN's to model geo-morpho-climatic phenomena [2], [4].

The automate interpretation system accomplished by neural networks will be trained and tested with the existing data recorded in the database and with other GIS (ESRI which provides powerful tool by ArchView).

For system validation we will use data referring to Alba Department, provided by The Romanian Water Department Alba, The Districtual Agricultural Department, The Forestry Department, The Environment Protection Agency etc.

The automate interpreting system is designed for:

- generating classification (land management),

- assessing modifications in land management, color and nuances modifications (state of vegetation, water evolution in soil, presence of pests, erosion, natural disasters).

The ANN will be trained for the rejection of erroneous input data (with big deviations) which have not been selected in the pre-processing phase in order to avoid misinterpretation of data and false diagnosis.

Once the automated system will be tested it will be used for solving existing problems in several geographical areas.

The system will have an upgrading component which will allow it to learn new sets of data.

Our goal is to implement this type of system with **emphasize on image interpretation** by means of neural networks and possibly of other AI tools.

The team has specialists in following areas: Cadastre, Pedology, Image processing, AI (neural networks, evolutionary computation, expert systems)

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# Education Strategies for Taiwanese's Family

*Sue-Wen Lean*<sup>20</sup> *Lang-Wen Huang*<sup>21</sup>

## Abstract

To explore the significance of education strategies for Taiwanese's families, this study took up the idea of social capital to examine whether various forms of social capital exerted predictability on two commonly noted education arrangements or choices parents made for children during the early part of their student careers. Education strategy was conceptualized as the undertaken of a deliberate, aggressive educational effort in accord with parental education aspirations for a child by a parent and for the purpose of enhancement in academic performance of a child. Two types of education strategies were investigated: cross-district school attendance and parental school participation. Based on a reduced sample of 255 households with at least one child in a grade or middle school, a part of the 2002 Survey of Family Change and Development in Shihlin by LHSS at Soochow University, our findings indicated that the employment of cross-district school attendance strategy is highly correlated with educational resources and choices at disposal for a given community. Moreover, forms of social capital have differential influences on education strategies used by families. Higher income families opted less for local schools. Families with higher rate of community participation on the other hand went for local schools more. Finally, for parental school participation strategy, families that invested in children on cram schools or extra-curriculum activities were less likely to get involved in school affairs. High parental participation in community affairs further extended to greater involvement in school by parents.

Keywords: Education Strategy, Social Capital, Economic Capital, Cultural Capital, Cross-District School Attendance, and School Participation

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<sup>20</sup> Associate Professor and Chair, Department of Sociology, Soochow University, Taipei, Taiwan.  
E-mail: swlean@webmail.scu.edu.tw

<sup>21</sup> Associate Professor, Department of Sociology, Soochow University, Taipei, Taiwan.  
E-mail: huang@webmail.scu.edu.tw

## **El Plan Integral del Distrito V de la Ciudad de Huelva: una experiencia de movilización de actores para la Inclusión social**

***María Isabel Franco Ligenfert (Fundación Valdocco)-Manuela A. de Paz Báñez-M<sup>a</sup> José Asensio Coto (Observatorio Local de Empleo Universidad de Huelva)***

En el período 2000-2006, el FSE ha tomado como uno de sus objetivos básicos la acción local. Después de más de treinta años de estudios, acciones y reivindicaciones, está generalmente asumido en la Unión Europea que, si bien podemos pensar en global, la actuación para que sea efectiva a largo plazo, de forma estructural, debe realizarse en el ámbito local, con los actores locales, con la ayuda y participación de otros niveles de responsabilidad (regional, nacional, europeos), pero con el protagonismo inexcusable de los actores públicos y sociales en el ámbito local.

No obstante, para que estas convicciones no se queden en el ámbito de las intenciones, es necesario realizar un análisis, una evaluación con la respectiva reflexión y modificación de actuaciones, de cómo las orientaciones y los fondos europeos están realmente influyendo y ayudando a esas actuaciones locales. Por esta razón, el trabajo de este Workshop se hace relevante, especialmente en el marco de los NAP 2003-2005.

En concreto, esta ponencia tiene como objetivo la reflexión que, después de varias décadas de trabajo, se realiza en el *Distrito V de la Ciudad de Huelva*, para poner en marcha un *Plan Integral* que *saque* a esta zona de la situación de pobreza y exclusión social, a través del *diagnóstico* o reformulación del mismo desde una perspectiva global/integral de la situación, contando con la *participación* de todos los actores que trabajan en la zona, tanto públicos (administraciones con competencia en los temas que se tratan) como sociales (asociaciones o entidades que trabajan con la población en problemáticas concretas, así como la propia ciudadanía, directamente o a través de las asociaciones de vecinos). Y, en una segunda fase, elaborar un Plan de actuación a corto, medio y largo plazo que permita coordinar esfuerzos, priorizar actuaciones y, en definitiva, provocar las sinergias necesarias para la mejor utilización de los recursos tanto humanos como financieros que están a disposición de la resolución de los problemas de la zona (públicos a todos los niveles, sociales, e incluso directos de la población, bien en forma de donativos o de trabajo voluntario).

Este Plan nos sirve, además, como documento reivindicativo consensuado para negociar las actuaciones de las administraciones implicadas que contarán así con una guía clara de actuación en la zona, evitando el desconocimiento de las necesidades y reivindicaciones de la población de la zona, haciendo que ellos mismos se coordinen entre sí y aporten los recursos de una forma coherente y con ello más eficaces en la resolución de la problemática detestada.

Así, a continuación intentaremos dar unas claves mínimas de nuestra actuación y sobre todo de nuestra reflexión sobre esta problemática de exclusión social en lo local, que implica grandes retos y limitaciones en la actuación cuando se pretende hacer de una forma integral, participativa, con la coordinación de diferentes niveles de la administración pública, asociaciones y ciudadanía. Todo ello en tres apartados básicos: La situación de contexto y una breve explicación de en qué consiste y cómo se ha elaborado el Plan Integral del Distrito V de Huelva; el proceso de implicación financiera a diferentes niveles; y, por último, las

limitaciones y retos con los que nos hemos enfrentado y cómo hemos ido intentando dar respuesta a ellos.

## 1. SITUACIÓN DE CONTEXTO Y BREVE DESCRIPCIÓN DEL PLAN INTEGRAL DEL DISTRITO V DE LA CIUDAD DE HUELVA.

El Distrito V de la Ciudad de Huelva se encuentra situado en la periferia de una ciudad periférica de Andalucía y de España y, por tanto, de la Unión Europea; que, sin embargo, se encuentra en el centro de la Economía Mundial.

Tiene una población de unos 20.000 habitantes en seis barrios de diferentes características, aunque todos se encuentran inmersos en problemas de exclusión social, o en riesgo o procesos de caer en ella, en una parte importante de su población.

La presente zona cuenta desde los años ochenta<sup>22</sup> con indicadores que la señalizaban suficientemente, como necesaria de intervención a efecto de evitación en la aparición de conductas disociales y lo que posteriormente se ha denominado *zona de pobreza y exclusión social*<sup>23</sup>.

La pobreza y la exclusión social se manifiestan en este territorio, como no podía ser de otra forma, multidimensionalmente, de forma compleja, interrelacionada y cronificada. A excepción de una de las barriadas que lo integra, la intervención sectorial llevada a efecto por diversos actores ha evitado una situación extrema de aislamiento y *guetto* social. El Distrito presenta las características propias de una zona de exclusión social con un cinturón de población en riesgo o en proceso de exclusión; con una población que presenta en una proporción elevada, un conjunto de problemas que se entrelazan haciendo de la situación multidimensional, compleja, multiproblemática en muchos de los casos en las dimensiones siguientes:

- Seguridad Ciudadana: se localizan en la zona varios puntos de venta de estupefacientes ilegales con la consiguiente conexión a “mafias” organizadas y la problemática consiguiente para la población normalizada de la zona.
- Nivel muy elevado de desempleo y muy baja tasa de empleo en la zona (no llega al 40%).
- Niveles alto de pobreza en cuanto a los recursos económicos para sobrevivir.
- Baja protección de los derechos fundamentales de la población excluida que no accede a los servicios públicos con suficiencia (educación, sanidad, protección social, vivienda...) en la mayoría de los casos porque estos no disponen de los medios suficientes para adaptarse a las necesidades de este tipo de población.
- Etc.

En cuanto a la estructura administrativa de la zona, en España los niveles de descentralización administrativa son muy importantes. Prácticamente, en la problemática que nos ocupa, el Estado Nacional no tiene competencia, aunque en todo caso debería velar por la garantía de los derechos fundamentales (recogidos en nuestra Constitución) de todos los ciudadanos.

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<sup>22</sup> Informe de Zonas de Alto Riesgo para la Prevención de Conductas Disociales, Consejería de Gobernación de la Junta de Andalucía. 1983. Mimeo.

<sup>23</sup> Pobreza y Exclusión Social en Andalucía. Instituto de Estudios Sociales, CSIC, Córdoba, 2002. Mapa Social de la Ciudad de Huelva. 1993. Diagnóstico y coordinación de la elaboración del Plan Integral del Distrito V de la Ciudad de Huelva. Universidad de Huelva. 2001. Mimeo.

Así, las competencias en materia de exclusión están repartidas entre la Comunidad Autónoma y el Ayuntamiento. Estas dos instituciones, a su vez, tienen su sistema de descentralización. La Comunidad Autónoma de Andalucía en las Delegaciones Provinciales para cada una de las materias. Así, existen delegaciones provinciales con más capacidad de decisión o menos según la materia: asuntos sociales, empleo y desarrollo tecnológico, educación, obras públicas y urbanismo, turismo y deporte, cultura... El interés es alto, participando en las comisiones de trabajo en algunos casos los propios delegados provinciales y en otros técnicos de alto nivel. El problema en esta administración es la dispersión de las competencias en los temas relacionados con el Plan.

Por su parte, el Ayuntamiento de Huelva también ha comenzado un proceso de descentralización, en este caso sería mejor decir de desconcentración (no hay delegación de decisiones ni de funciones) en lo que se ha llamado Distrito de Participación Ciudadana. El primer distrito que se organizó y se puso en marcha por la propia iniciativa de los actores sociales que trabajaban en la zona, fue el Distrito V, es decir, el que nos ocupa. No obstante, parece que el Ayuntamiento de Huelva ha dado marcha atrás y pretende dismantelar estas estructuras. Así, en la actualidad sólo el Distrito V permanece como tal, pero de una manera formal (la Junta Municipal del Distrito no se reúne desde hace más de un año y solo lo hizo después de la presión que se hizo desde la estructura del Plan Integral que considera básica esta estructura administrativa. A pesar de esta situación, los diferentes departamentos de la administración local participan en las comisiones de trabajo del Plan, reciben las reivindicaciones de los vecinos y actores de las zonas y los atienden con mayor o menos fortuna. Además, a instancia de las entidades que trabajan en la zona, el Plan Integral del Distrito V fue aprobado por unanimidad en el Pleno del Ayuntamiento de Huelva, es decir, cuenta con toda la legitimidad pública y política necesaria.

Por su parte, el entramado social de colectivos y entidades es de gran riqueza y potencialidad, de tal manera que ha permitido contar con estructuras novedosas de participación, caso de la única Junta Municipal de Distrito antes señalada y experiencias de partenariado -público y privado- en la acción social, como es el caso de la Fundación Valdocco, con acción social de colectivos en riesgo y comunitaria, presente en la zona desde los años ochenta.

Existe una amplia participación de este entramado asociativo en el Plan. Un gran número de asociaciones y entidades tienen presencia y actúan en las diferentes comisiones de trabajo. Prácticamente la totalidad de las entidades de la zona están adheridas al Plan, lo han aprobado y trabajan en las diferentes comisiones. Aquí la problemática está más relacionada con su escasa fuerza para influir en los temas y la coordinación entre ellas. El Plan tiene precisamente la misión de dotarlas de fuerza e instrumentos para la coordinación y la reivindicación.

Uno de los objetivos fundamentales del Plan fue y es la coordinación de todos estos actores, tanto en relación con sus actuaciones como de las financiaciones que manejan o pueden conseguir directamente o con la ayuda de la propia realidad del Plan y su pequeña oficina técnica. Efectivamente, desde el principio se trabajó duro para que se produjera la participación de todas las administraciones públicas implicadas, todas las asociaciones que trabajan en la zona y los ciudadanos directa o indirectamente a través de las asociaciones de vecinos, su consenso en relación con las prioridades de actuación y su adhesión al Plan. Un total de 75 entidades se encuentran hoy adheridas y trabajando en ello.



## **Breve descripción del Plan Integral del Distrito V de la Ciudad de Huelva.**

Es en este contexto donde por parte de la Junta Municipal de Distrito V se solicita a la Fundación Valdocco una propuesta de intervención en la zona que dé respuesta a las múltiples carencias fácilmente observables que alteran de forma intensa la positiva convivencia, impide el desarrollo y vulnera los derechos de una ciudadanía no propia de un Estado de Derecho, democrático y de la sociedad del bienestar.

La complejidad de esta situación vivida y experimentada aconsejó recoger este testigo partiendo de los siguientes presupuestos:

- Incorporar y solicitar la cooperación de la Universidad de Huelva, Observatorio Local de Empleo, como centro especializado en Diagnóstico y Planificación Estratégica que permitiría contar con un análisis de la situación con un rigor y fundamentación de mayor calidad y cantidad que la detección de la situación hecha por los actores territoriales. Así mismo, se contaría con una metodología de trabajo oportuna proporcionada por una estructura centrada en el conocimiento frente a otras más periféricas y marginadas, aunque no ausente de veracidad. Por otra parte, su condición de actor externo al territorio, ofrece unas mayores garantías de objetivación y oportunidad de nuevas perspectivas en contraposición con el agotamiento y abatimiento que otras estructuras vivencian.
- Partir de un conjunto de ejes o ámbitos que permitan la interrelación de los mismos y en donde el empleo y la actividad económica constituyan ejes esenciales combinables con la acción social.
- Desarrollar un proceso de participación del conjunto de actores de la zona y de los competentes en las materias de intervención, a efecto de lograr: una visión global y consensuada del diagnóstico, una mayor coordinación de acción, una optimización de los recursos existentes, un mayor compromiso con las necesidades detectadas y un efecto sinérgico consecuencia de la multiacción.
- Desde el conocimiento lograr una mayor conciencia de la ciudadanía y poderes públicos, comprometiéndolos desde la participación y establecimiento de metas deseables a partir de la movilización.

Es desde estos planteamientos como confluye la acción y movilización desde tres estructuras diversas: Junta Municipal Distrito V, Fundación Valdocco y Observatorio Local de Empleo quienes disponen de los iniciales medios para emprender un camino que dura ya tres años.

Cronológicamente se inicia la acción en el año 2000 con la constitución del equipo técnico dispuesto por la Fundación Valdocco y Observatorio Local de Empleo quienes elaboran un *Borrador de Diagnóstico* desde una disposición de datos cuantitativos y cualitativos de diversas fuentes y la participación de informadores claves, actores del territorio que participan ya en esta fase de investigación en materias como: salud e higiene, seguridad, educación, empleo, actividad económica, infraestructura y vivienda y ocio y esparcimiento. Este documento, sintético y preciso, permite una organización de la información pertinente puesta a disposición de la Junta Municipal del Distrito V que asume la oportunidad de una intervención desde un Plan Integral basado en la participación y el consenso.

En el 2001, con la colaboración a través de un Convenio del Ayuntamiento de Huelva, la Fundación Valdocco y el Observatorio Local de Empleo de la Universidad de Huelva, se pone en marcha la fase de Diagnóstico desde la constitución de una Asamblea con la presencia

inicial de todos los actores de la zona. Es a partir de aquí como se constituyen comisiones de trabajo por ejes o ámbitos que trabajan a partir del documento *Borrador del Diagnóstico*, profundizando y ampliando la problemática, potencialidades y recomendaciones que este mismo documento sugiere. Es desde esta visión global y común y a partir de unas Jornadas de Prospectiva, como se embarcan actores y entidades no específicas del territorio, pero con competencias en las materias objeto de acción. Se amplía pues el proceso participativo, se mantiene el trabajo de las comisiones de trabajo y se cuenta finalmente con un exhaustivo diagnóstico consensuado y enriquecido con el trabajo de dichas comisiones. Por último, se crea la estructura de organización necesaria para su puesta en marcha respetando este espíritu de máxima participación.

En el 2002, contando con la Matriz DAFO, se inicia la Fase de Diseño del Plan Integral en donde quedan recogidas acciones que se están desarrollando, acciones de cooperación y coordinación entre actores disponiendo de los recursos ya disponibles y nuevas acciones a implementar en el territorio con su posible financiación. A partir de este momento donde la Consejería de Asuntos Sociales de la Junta de Andalucía presta un oportuno apoyo financiero que permite constituir la Oficina Técnica del Plan Integral y diversos Proyectos recogidos en la fase de diseño.

En el 2003, año en ejercicio y auténtica fase de implementación, se consolida la Oficina Técnica, se mantiene el Equipo Técnico y se constituye el Comité Director. Se siguen adhiriendo Entidades (75 en la actualidad) que lejos de participar formalmente lo hacen de forma activa a través de nueve Comisiones de Trabajo que siguen la evolución y desarrollan dinámicamente los nueve Planes: Seguridad Ciudadana; Educación; Empleo; Formación e Inserción; Desarrollo Económico y Creación de Empleo; Salud y Hábitos Saludables; Vivienda, Urbanismo y Hábitat sostenible; Desarrollo Cultural, Ocio y Tiempo Libre, Coordinación y Movilización Ciudadana; y, finalmente, Protección y Servicios Sociales.

En este periodo se han puesto en funcionamiento o ratificado los órganos de gobierno y participación del Plan: Asamblea, Comisiones de Trabajo, Equipo Técnico y Comité Director. Se sigue trabajando en el contacto directo con las diversas Administraciones Públicas competentes, captación de nuevos recursos y generación de sinergias entre las diversas acciones desarrolladas en el territorio, en la difusión de actividades y contenidos del Plan a efecto de fomentar la participación ciudadana y la transferencia de tecnologías y aprendizajes.

En definitiva, podemos afirmar la existencia de un proceso dinámico que ha ido superando múltiples escollos, que parte de una voluntad esencialmente ciudadana, apoyada por las estructuras técnicas del territorio y que progresivamente va implicando a los poderes públicos y los recursos existentes de nueva generación. Se ha generado pues una Red de intervención haciendo camino hacia la solidaridad, la cooperación, la cogestión, la coordinación, la complicidad y el deseo de luchar de forma común contra la exclusión social desde un efecto multiplicador.

## **2. PROCESO EN LA IMPLICACIÓN FINANCIERA.**

Partimos del hecho real de que cualquier intervención social y más aún la de carácter multidimensional, requieren contar con los recursos oportunos que doten de capacidad transformadora a la realidad. Sin embargo, nuestra experiencia viene a demostrar la oportunidad de apoyarnos en lo existente, detectarlo, optimizarlo, de tal manera, que como proceso permita no sólo la captación de nuevos recursos fundamentados, sino también y con la misma importancia evaluar los existentes y convertirlos en una sinergia que generen una

unidad de esfuerzos y probablemente de mejores rendimientos y eficacia por la confluencia de metas.

El Plan Integral del Distrito V, no nace como una actuación nueva que viene dotada con sus propios recursos, sino como un intento de coordinar y poner en valor las actuaciones diversas que desde diferentes entidades sociales y administraciones públicas se vienen realizando en un Distrito, en donde confluyen indicadores de exclusión social, de la Ciudad de Huelva.

El convencimiento de que la actuación puntual o desde un aspecto concreto del problema de la exclusión normalmente no lleva a la solución del problema, nos llevó a realizar, con el apoyo de la Universidad de Huelva, un estudio serio basado en la metodología participativa. Ello ha permitido sacar a la luz muchas actuaciones que se venían realizando y que convenía coordinar para aprovechar las sinergias que permitiera sacar el máximo rendimiento a los recursos escasos y dispersos entre las diferentes administraciones.

Creímos que quizás no se trataba tanto de inventar nuevos instrumentos de financiación como de aprovechar adecuadamente los que en la actualidad existen.

Así, el Plan se concibió sin financiación propia, o con una mínima financiación específica que permitiera el mantenimiento de su Oficina Técnica –con funciones de liderazgo, coordinación, movilización y gestión- y la existencia de una Asistencia Técnica –con funciones de dinamización, apoyo técnico y metodológico, evaluación y seguimiento- formada por la Universidad de Huelva, concretamente por el Centro de Investigación Observatorio Local de Empleo y la Fundación Valdocco. Estas dos instancias se han complementado eficazmente desde sus respectivas misiones institucionales y respectivas experiencia acumulada avalada en relación con los procesos de exclusión *versus* inclusión social. De tal forma que han aportado su aval institucional multidisciplinar frente a la acción técnica individualizada con beneficios muy superiores a los bajos costes. Estas dos instituciones iniciaron y han financiado los estudios de Diagnóstico y elaboración del Plan disponiendo los recursos humanos, materiales y económicos. A este proceso se suma el Centro de Servicios Sociales de la zona dependiente del Ayuntamiento de Huelva quién firma un Convenio para la fase participativa de Diagnóstico en el 2001 aún sin materializar. Destacar así mismo, que la existencia del Plan Integral y su desarrollo, en estos cerca de cuatro años, no hubiese sido posible sin la buena disposición del conjunto de actores participantes.

El Plan Integral como tal es un instrumento de cooperación y coordinación de las distintas entidades sociales y públicas que trabajan en el territorio y de sus fuentes de financiación que son realmente diversas. En el cuadro adjunto se recogen los planes y proyectos que constituyen el Plan Integral, donde se ha especificado la Administración Pública que en principio es competente para la puesta en marcha del mismo. Desde este cuadro consensuado por dichas administraciones se intenta que cada una de ellas se hagan cargo de los proyectos que entendemos le corresponde financiar.

Las Administraciones más representadas, como no podía ser de otra forma son la local (Ayuntamiento) y la regional (Comunidad Autónoma). En España, como hemos indicado más arriba, la Administración Nacional casi no tiene competencia en las materias tratadas, a excepción de la seguridad ciudadana y todo lo referente a políticas pasivas de empleo (prestaciones sociales, jubilación...). Por último, el apoyo de la Unión Europea es realmente inestimable, tanto directamente como a través de otras administraciones.

La financiación más importante proviene de la *Junta de Andalucía*, a través de sus diferentes consejerías:

- *Consejería de Educación y Ciencia.* Financia todo lo que es la enseñanza reglada. En la zona hay emplazado 2 colegios públicos y 3 privados concertados de enseñanza primaria y secundaria, además de un Instituto de Bachillerato y Formación profesional. Todos ellos adheridos al Plan Integral y trabajando de forma sinérgica. Además, esta Consejería financia programas especiales para zonas de especial transformación como la nuestra y los diferentes centros públicos acceden a dichos programas apoyados y fomentados desde este Plan y en colaboración con el Centro de Servicios Sociales del Ayuntamiento de Huelva emplazado en la zona.
- *Consejería de Empleo y Desarrollo Tecnológico.* Financia un gran número de proyectos relacionados con su materia. El Plan de Empleo: formación e inserción, y el de Desarrollo Económico y Creación de Empleo se financian en gran parte gracias a esta Consejería, apoyado en parte por la Consejería de Asuntos Sociales y con fondos que provienen de la Comisión Europea.
- *Consejería de Salud.* Tiene a su cargo la mayor parte de la financiación del Plan de Salud, desde el Centro de Salud de la zona y del Centro Provincial de Drogodependencia que también colabora con el Plan.
- *Consejería de Obras Públicas y Transporte.* Financia algunas de las actuaciones del Plan de Vivienda, Urbanismo y Hábitat Saludable, aunque aquí gran parte de la responsabilidad está encomendada al Ayuntamiento.
- *Consejería de Asuntos Sociales.* Su colaboración en el Plan es decidida y aceptando la integralidad del mismo. La financiación de esta Consejería se centra en el Plan de Protección y Servicios Sociales en Convenio con el Ayuntamiento de Huelva y acciones desde la Convocatoria de Zona de Intervención Preferente, pública y privada. Actualmente se está a la espera del Decreto de Inclusión Social. Esta nueva legislación va en la línea del desarrollo de Planes Estratégicos multidimensionales y participativos. Actualmente financia la Oficina Técnica del Plan y diversos proyectos en convenio con entidades sociales relacionados con: familia, juventud, mujeres, inserción social, minorías étnicas...
- *Consejería de Turismo y Deporte.* Se negocia con ellos la participación en la financiación de las diferentes actuaciones que se pretenden realizar en el Plan de Desarrollo Cultural, Ocio y Tiempo Libre en relación con el Deporte como medio de integración social. Además, ayudará en la financiación de algunos proyectos de Hábitat Saludable y de Desarrollo Económico de la Zona desde su área de Turismo.
- *Consejería de Cultura.* Hasta el momento su participación es escasa, pero esperamos que su implicación sea cada vez mayor en la financiación de proyectos relacionado con el Desarrollo Cultural, Ocio y Tiempo Libre.
- *Instituto Andaluz de la Juventud.* Apoya los proyectos relacionados con los jóvenes, tanto desde la vertiente del ocio y tiempo libre como del empleo. En el próximo ejercicio esperamos su decidida participación que en el presente año por diversas razones no se ha materializado de forma explícita.
- *Instituto Andaluz de la Mujer.* Su colaboración aún no es lo extensa que nos gustaría pero tenemos grandes esperanzas en que ayude en todo el eje transversal de género tan implicado en los temas de exclusión.
- *Universidad de Huelva.* Como organismo autónomo de enseñanza superior e investigación apoya en la asistencia técnica en diversos ámbitos desde sus diferentes centros y grupos de investigación.

El *Ayuntamiento de Huelva*, por su parte, apoya con la financiación de algunos servicios imprescindibles, pero su participación es manifiestamente mejorable. En concreto contamos con el apoyo de:

- *Policía Local*. Participa en los trabajos del Plan de Seguridad Ciudadana, aunque no hemos conseguido aún una implicación realmente relevante.
- *Delegación de Participación Ciudadana*. Aunque sería el responsable natural del Plan Integral, aún no hemos conseguido que se implique realmente, más allá de las palabras y la aprobación unánime conseguida en el Pleno Municipal del Ayuntamiento de este Plan.
- *Delegación de Asuntos Sociales*. Es la responsable del Centro de Servicios Sociales de la Zona, que está en una situación realmente inaceptable en relación con la disposición de recursos. Sin embargo, destacamos la implicación de su equipo técnico.
- *Gerencia Municipal de Urbanismo*. Tiene a su cargo competencias en relación con el Plan de Vivienda, Urbanismo y Hábitat Saludable, su colaboración es fluida aunque cuesta que se atienda esta zona como el resto de la Ciudad, mantenimiento de jardines, limpieza y reparación de mobiliario urbano... Así como la reserva de espacio para servicios e infraestructuras básicas que faltan en la zona: polideportivo, mercado, espacios culturales, plazas, etc.

El apoyo que recibe el Plan de la *Comisión Europea* se traduce en proyectos concretos del Plan Integral. Así, se cuenta con financiación de los siguientes programas:

- *Programa Equal* que financia en la zona proyectos concretos de acciones con mujeres gitanas entre otros, con la colaboración de la Consejería de Asuntos Sociales y la de Empleo y Desarrollo Tecnológico.
- *Fondo Social Europeo* en la financiación de cursos de formación y talleres para población muy desfavorecidas, con la colaboración de la Consejería de Empleo y Desarrollo Tecnológico.
- *Programa Urban* que permitió la creación de diversas iniciativas o su consolidación con instalaciones más apropiadas.
- *III Programa de Lucha contra la Pobreza* que tuvo una traducción en Huelva muy significativa, aunque ya alejada en el tiempo y de escasa incidencia en este territorio. Su valor es esencialmente de aprendizajes metodológicos.
- Por último, estamos pendientes de la posible financiación del *Programa Interreg*.

La Administración Nacional, como hemos dicho, no tiene una financiación muy destacada en este Plan debido a que considera que no es de su competencia, ni siquiera como experiencia piloto. Su colaboración en los aspectos en que sí tiene competencia también es escasa. Ejemplo de ello es el apoyo recibido por la Policía Nacional en materia de Seguridad Ciudadana. Hay que tener en cuenta que sin un apoyo en este nivel es muy difícil por no decir imposible lograr que esta zona se normalice. El apoyo del Instituto Nacional de Empleo, por su parte, es también casi testimonial.

Los fondos en su gran mayoría se reciben directamente por las entidades que trabajan en la zona según su especialización. Se trata de apoyar las actuaciones que las diferentes iniciativas están realizando, ayudando a la coordinación entre ellas, siendo respetuosos con la idiosincrasia y autonomía de cada una de ellas.

Los fondos que consigue la estructura del Plan Integral suelen ser asignados a varias entidades que se coordinan para poner en marcha el proyecto correspondiente y gestionan los fondos directamente. La coordinación se produce a través de la comisión de trabajo correspondiente que en su reunión mensual supervisa la actuación y la coordinación con otros proyectos. La coordinación general se garantiza a través de la participación del coordinador de cada una de las Comisiones de Trabajo en el Comité Director, órgano máximo de gestión y dirección del Plan.

Otra línea de actuación del Plan es la exigencia a las distintas administraciones para que cumplan con sus responsabilidades en esta zona con la máxima diligencia. Este control es básico porque implica actuaciones que no se traducen en financiación concreta, pero sí en actuación. Recordemos que el Plan tiene como máximo objetivo garantizar los Derechos Fundamentales en el Distrito recogidos en la Constitución Española y en la Carta de los Derechos Humanos de las Naciones Unidas, que en esta zona está lejos de ser una realidad.

### 3. LIMITACIONES Y RETOS.

No podemos terminar esta ponencia sin hacer referencia breve a las muchas dificultades/limitaciones y retos a los que nos hemos tenido que enfrentar a lo largo de esta experiencia; algunas las hemos podido resolver y otras quedan planteadas aún. Creemos que de la reflexión de estas limitaciones se puede extraer quizás más enseñanzas para el futuro y para otras experiencias que de los logros brevemente reseñados con anterioridad, donde también se han deslizado ya algunas dificultades.

Sistematizamos a continuación estas limitaciones o dificultades con un breve comentario que podrá ser ampliado en el debate posterior:

- a. *La dificultad de trabajar con distintos niveles administrativos, con diferentes competencias, con gobiernos de diferentes partidos políticos.*

Es quizás uno de los primeros escollos que nos hemos encontrado en la elaboración y puesta en marcha del Plan Integral. El complejo entramado de administraciones con sus respectivas competencias, como se ha puesto de manifiesto más arriba. A este tema nos hemos enfrentado con mucho *diálogo* por parte del Equipo Técnico con cada una de las Administraciones y responsables, con desigual resultado.

Una de las *armas* utilizadas ha sido la referencia a los Derechos Humanos y a la Constitución Española y las leyes de desarrollo correspondiente, unido a la responsabilidad que a cada Administración le corresponde por sus competencias atribuidas en las normas correspondientes. La otra gran *arma* ha sido el hacer ver la importancia de no estar en un tema en el que las demás Administraciones sí están presentes. La palabra clave ha sido "*consenso*" (acuerdos por unanimidad en las diferentes instancias que luego son utilizados para pedir las actuaciones correspondientes). El trabajo con la dirección de los partidos políticos correspondientes, la participación desde el principio en la elaboración del Plan, la ausencia de solicitud de recursos económicos en un primer momento, el trabajo desde instituciones no significadas políticamente con prestigio en la Ciudad (Fundación Valdocco y Universidad de Huelva o cualquier otra de las adheridas al Plan que nos pudiera facilitar el diálogo) y la reivindicación con apoyo de los medios de comunicación, han ayudado también. Últimamente, empieza a ser de utilidad las directrices que emanan de la UE a través de los Planes de Inclusión. De

todas formas estamos lejos de la situación ideal de Administraciones que asumen sus competencias y financian los proyectos correspondientes.

¿Debería considerarse una “Cuestión de Estado”? Problemáticas de competencias y de financiación.

*b. Dificultades de hacer trabajar juntos a diferentes departamentos del mismo nivel de gobierno.*

Este problema está presente en los diferentes niveles de la Administración Pública. En nuestro caso especialmente en la Administración Regional y en la Local. Un *Plan Integral* por definición implica temas muy diversos que no pueden ser competencia de un mismo departamento. Cada departamento tiene su propia cultura o forma de hacer, sus prioridades, sus políticas y sus normas de procedimiento, a pesar de tener unas directrices generales comunes y un mismo gobierno. La solución aquí ha ido encaminada a tratar de conseguir *comisiones interdepartamentales*, diálogos dos a dos de diferentes departamentos y tiempo y dotes de persuasión. Las armas del punto anterior también han sido utilizadas, además de argumentos como la eficacia para conseguir los logros que tiene planteado el gobierno correspondiente en el ámbito global (ha sido de utilidad recurrir a los programas de gobierno).

Problema de actuación integral para resolver problemas multidimensionales. ¿Comisión interdepartamental?

*c. Dificultades para trabajar entre entes públicos y sociales.*

Aunque en un primer momento los intereses y prioridades de unos y otros son los mismos y coinciden con lo recogido en el Plan aprobado por todos ellos de forma unánime, la realidad es que cuando se trabaja juntos en la concreción y la puesta en marcha de las acciones las diferencias comienza a hacerse evidentes. Los niveles de implicación son muy diversos: mientras que las asociaciones suelen tener como única implicación los problemas de la zona, la administración se enfrenta a diferentes problemáticas que afectan a otras zonas y que compiten por los recursos y la atención de los técnicos que trabajan en estas administraciones. Las culturas y los modos de actuar son muy diferentes y también el grado de conocimiento de los diferentes temas: mientras que las asociaciones conocen bien la zona y su problemática, las administraciones públicas conocen mejor los procedimientos administrativos y las prioridades de sus gobiernos respectivos. Aquí las armas han sido fundamentalmente el hacer ver a unos y a otros lo complementario de sus conocimientos y reducir las suspicacias a través del conocimiento mutuo, la comprensión y la confianza de que realmente “estamos en el mismo barco”, que el interés de ambas partes es el bienestar y la calidad de vida para todos en el Distrito.

Intereses y prioridades diferentes, culturas y modos de actuar diferentes, niveles diferentes de implicación...

*d. Dificultades de trabajar entre diferentes entes sociales que compiten por los mismos recursos.*

También entre las propias entidades sociales hay diferencias en sus modos de hacer, en sus prioridades y posibilidades de actuación... y, por qué no decirlo, desconfianza y competencia por los mismos recursos. Las dificultades fundamentales con las que se enfrentan las asociaciones es la falta de financiación para trabajar; financiación que proviene fundamentalmente de las administraciones públicas a través de subvenciones con poca estabilidad a largo plazo, normalmente anuales. Las aportaciones económicas de los socios y de otros benefactores son realmente escasas. El Plan tiene como uno de sus objetivos el

conseguir fondos para que estas entidades puedan hacer su trabajo, siempre que los proyectos estén al servicio de toda la población necesitada y que estén dispuesta a consensuar en la comisión correspondiente con los demás socios del Plan, las formas y prioridades, así como la evaluación y la búsqueda de la eficacia y sinergia de los recursos conseguidos.

e. *Problemas de información, liderazgo e implicación ciudadana.*

Éste es un tema difícil. Se ha conseguido llegar a las administraciones públicas, a sus técnicos, a las entidades sociales que actúan en la zona; pero lo que se nos resiste todavía es la llegada directa a la ciudadanía. Es cierto que a través de las asociaciones se consigue llegar y trabajar con el colectivo objeto de actuación, pero el Plan Integral no es todavía una realidad suficientemente conocida para el público en general. Las actuaciones que se están realizando aquí van encaminadas, en primer lugar, al conocimiento del Plan a través fundamentalmente de los medios de comunicación. Destacamos un programa de radio semanal de una hora de duración, las notas de prensa que se remiten cada vez que se producen noticias que deseamos que tengan difusión, o las intervenciones en las televisiones locales; las relaciones con los medios de comunicación locales son en general buenas. Por otro lado, se editan folletos de divulgación, boletines informativos, página web en la actualidad en construcción... Además, las propias actuaciones del Plan, con la dificultad de que el Plan siempre actúa a través de sus socios y difícilmente directamente dada la escasa estructura propia del mismo.

El hacer aflorar líderes de la propia zona también está siendo un tema difícil de conseguir. La participación continuada de ciudadanos con interés hace que ellos mismos vayan convirtiéndose en líderes casi sin tenerlo proyectado. La participación cada vez más extensa es lo único que de momento hemos puesto en valor en este tema.

Existe un grupo de trabajo específico para este tema, pero los resultados aún no son muy satisfactorios.

f. *Dificultad de entender y compartir la metodología procesual, participativa y de consenso.*

Aquí nos encontramos con la juventud de la democracia en España y lo poco que aún ha calado en zonas periféricas. La preocupación por la difusión de los valores democráticos creemos que es algo compartido por todos los países europeos. El término *democracia participativa*, que es redundante en sí, nos ayuda a hacer ver la conexión necesaria entre democracia y participación. Éste también es un tema conseguido solo en parte. Todo el proceso, la metodología, intenta ser participativa y, con ello mostrar a los participantes, tanto públicos como sociales, cómo la participación es una herramienta realmente eficaz para conseguir los resultados esperados, aunque ello requiera tiempo, comprensión y saber que existen logros que sólo se podrán conseguir a largo plazo e, incluso, nunca.



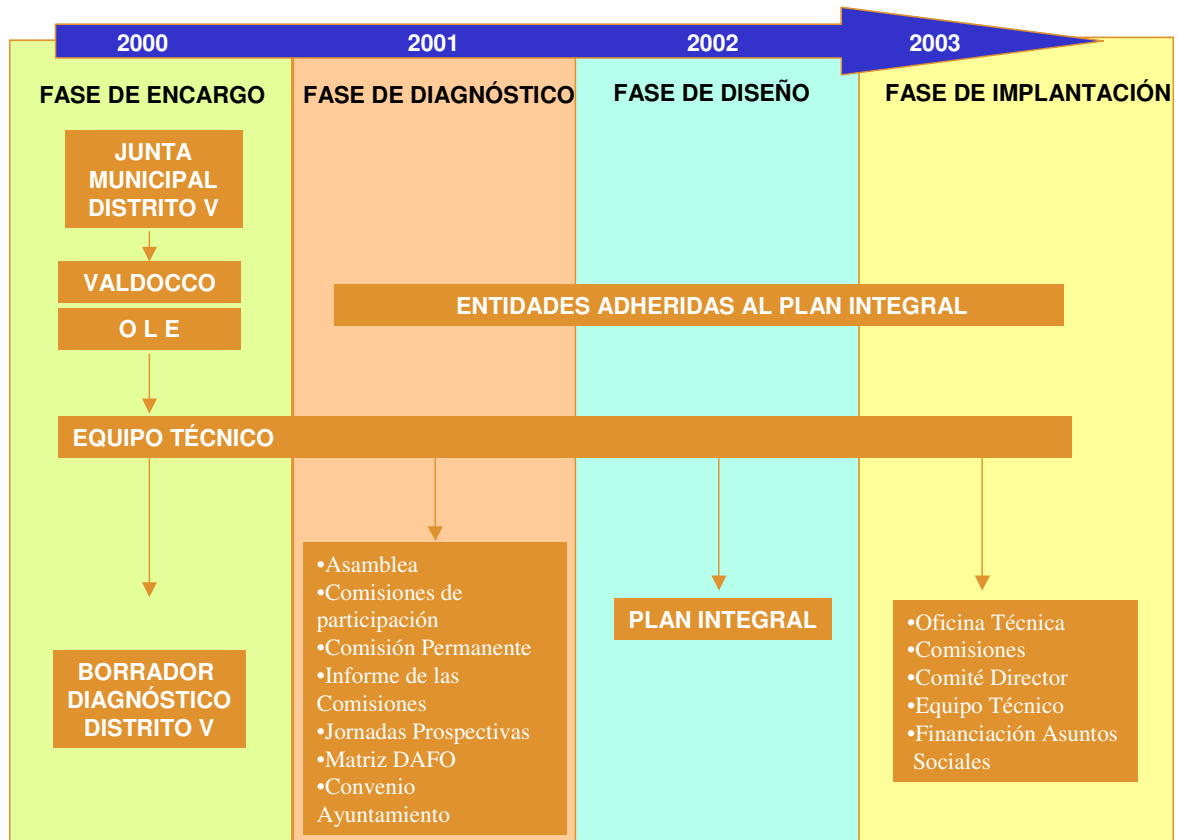
**ANEXOS:**

1. Cuadro de Planes y Proyectos con las administraciones competentes.
2. Esquema del proceso de creación del Plan Integral.
3. Esquema del Plan Integral y sus planes.
4. Organigrama del Plan.
5. Lista de entidades adheridas al Plan Integral del Distrito V.

## Cuadro de Planes y Proyectos con las administraciones competentes

PLANES	Nº	PROYECTOS	ADMINISTRACIÓN COMPETENTE
Plan de Seguridad Ciudadana	1.1.1.	Creación de la Junta de Seguridad Ciudadana del Distrito V	Policía Local y Policía Nacional
	1.1.2.	Oficina de Denuncia y Movilización	Policía Local y Policía Nacional
	1.1.3.	Plan Anual de Seguridad Ciudadana	Policía Local y Policía Nacional
Plan de Educación	2.1.1.	Análisis del papel a jugar por los centros de adultos adaptados a las necesidades de la población	Consejería de Educación y Ciencia
	2.1.2.	Programa de escuelas abiertas	Cj. de Educ. y Ayuntamiento A.S.
	2.1.3.	Plan de motivación y mejora de la calidad de los centros educativos incidiendo en los recursos humanos	Cj. de Educ. y Ayuntamiento A.S.
	2.1.4.	Respuestas concretas a la problemática de absentismo y baja tasa de escolarización en niveles no obligatorio	Cj. de Educ. y Ayuntamiento A.S.
	2.1.5.	"Jabato 15". Respuesta socioeducativa en casos específicos "menores 14-15 años"	Cjs. de Educ. y A.S. / Ayuntamiento A.S.
	2.1.6.	Actuación para motivar y ayudar a la escolarización a niveles superiores	Consejería de Educación y Ciencia
	2.1.7.	Dar a los alumnos que no han obtenido el Graduado Escolar en E.S.O. una alternativa orientándolos hacia un F.P. P.G.S.	Consejería de Educación y Ciencia
	2.1.8.	Dirigir a los alumnos con graves problemas curriculares hacia una F.P. Diversificación en 4º de E.S.O.	Consejería de Educación y Ciencia
Plan de Empleo: Formación e Inserción	3.1.1.	Guía de Recursos de Formación	Consejería de Empleo y D. T.
	3.1.2.	Centro de F.P.O.	Consejería de Empleo y D. T.
	3.1.3.	F.P.O. en Administración e Informática	Cj. de Empleo y D. T. / ¿Cj. de Educación?
	3.2.1.	Servicio de mediación	Cj. de Empleo y D. T. / ¿Cj. de A. Sociales?
	3.2.2.	Formación-Inserción	Consejería de Empleo y D. T.
	3.2.3.	Prácticas de empresas	Consejería de Empleo y D. T.
	3.2.4.	Escuela Taller "Onuba de Residuos Sólidos Urbanos"	Consejería de Empleo y D. T. / INEM / Ayt.
	3.2.5.	Acercamiento entre desempleados, mediadores y empleadores. Jornadas Técnicas Empresariales	Consejería de Empleo y D. T.
	3.2.6.	Atender a la especial dificultad de los universitarios para encontrar empleo. Universitarios al empleo	Consejería de Empleo y D. T.
	3.2.7.	Acciones formativas para la ocupación de mujeres y acciones específicas de fomento de empleo. Mujer-Empleo	Cj. de Empleo y D. T. / Cj. A. S. / Inst. Mujer
	3.2.8.	Elevar la tasa de actividad femenina en el intervalo de edad de 25-54 años	Cj. de Empleo y D. T. / Cj. A. S. / Inst. Mujer
Plan de Desarrollo Económico y Creación de Empleo	4.1.1.	Guía de Recursos para el Empleo y el Autoempleo	Consejería de Empleo y D. T.
	4.1.2.	Servicio de Mediación para el Fomento y Apoyo al Autoempleo. SURGE-AUTOEMPLEO	Consejería de Empleo y D. T.
	4.1.3.	Apertura del Mercado Municipal	Cj. de Empleo y D. T. y Ayuntamiento
	4.1.4.	Apoyo a las Empresas de Inserción existentes y promoción de nuevas	Cj. de Empleo y D. T. y Ayuntamiento
	4.1.5.	Apoyo a los Centros Especiales de Empleo existentes y promoción de nuevos	Consejería de Empleo y D. T. / A. Sociales
	4.1.6.	Estudio, análisis y viabilidad del potencial de negocio que puede ofrecer la zona colindante al Hospital, Parque Moret y Campus del Carmen	Consejería de Empleo y D. T. / A. Soc. Ayt.
	4.1.7.	Impulsar la creación de un Centro Comercial y de Ocio en torno a la circunvalación	Consejería de Empleo y D. T. y Ayt.
	4.1.8.	Proyecto de Microcrédito para el Autoempleo	Consejería de Empleo y D. T. / A. Soc.
Plan de Salud y Hábitos Saludables	5.1.1.	Construcción de un Centro de Salud	Cj. de Salud / Ayuntamiento
	5.1.2.	Educación de Enfermería en prevención, promoción y problemas de salud	Consejería de Salud
	5.1.3.	Potenciar la participación y en su caso creación de asociaciones de familiares y formación de los mismos en diferentes problemas de salud	Consejería de Salud y Ayuntamiento
	5.1.4.	Servicio de voluntariado de acompañamiento a colectivos de la Tercera Edad con dificultades de autonomía	Consejería de Salud y Ayuntamiento
	5.1.5.	Desarrollo de la atención domiciliar para colectivos con déficit de autonomía	Consejería de Salud
	5.2.1.	Educación en Hábitos Saludables	Cjs. de Salud y Educación
	5.3.1.	Desarrollo de un Programa Preventivo sobre drogodependencias	Consejería de Salud y C.P.D.
	5.3.2.	Desarrollo de un Programa de Rehabilitación e Integración Social de personas drogodependientes	Consejería de Salud y C.P.D.
	5.3.3.	Desarrollo de un Programa de Atención Integral a las personas drogodependientes	Consejería de Salud y C.P.D.
Plan de Vivienda. Urbanismo y Hábitat Sostenible	6.1.1.	Creación de una línea de transporte urbano circular que conecte el Distrito con los barrios periféricos	Ayuntamiento GMU y EMTUSA
	6.2.1.	Proyecto de Mejora del Mantenimiento y Conservación de la zona ajardinada y parque Juan Duque. Ampliación de zonas verdes de recreo	Cj. de Obras Públicas y Transp. y Ayt. GMU
	6.2.2.	Programa de Mejora y Mantenimiento para la óptima utilización de las instalaciones existentes de la amplia red viaria y del acerado	Cj. de Obras Públicas y Transp. y Ayt. GMU
	6.3.1.	Programa de Arreglo de Cubiertas, Abastecimiento de Agua y Desagües	Cj. de Obras Públicas y Transp. y Ayt. GMU
	6.3.2.	No más viviendas sociales, ubicaciones alternativas	Cj. de Obras Públicas y Transp. y Ayt. GMU
	6.3.3.	Resolución de problemas de escrituración de viviendas en el Torrejón. Solicitar la coordinación necesaria a las distintas Administraciones	Cj. de Obras Públicas y Transp. y Ayt. GMU
	6.4.1.	Propuesta de Revisión del P.G.O.U. para liberalizar suelo para actividad económica, zonas verdes y esparcimiento	Cj. de Obras Públicas y Transp. y Ayt. GMU
	6.4.2.	Proyecto de construcción del Mercado Municipal en el Distrito	Cj. de Obras Públicas y Transp. y Ayt. GMU
6.4.3.	Construcción de Polideportivo	Cj. de Obras Públicas y Transp. y Ayt. GMU	
Plan de Desarrollo Cultural, Ocio y Tiempo Libre	7.1.1.	Conocer y difundir los recursos de cultura, ocio y tiempo libre del Distrito V: Guía de Ocio y Tiempo Libre de los Jóvenes	Cjs. de Cultura y A.S. / Ayt. D. A.S. y J. I.A.J
	7.1.2.	Federación Asociativa Juvenil	Cjs. de Cultura y A.S. / Ayt. D. A.S. y J. I.A.J
	7.1.3.	Jueves Joven	Cjs. de Cultura y A.S. / Ayt. D. A.S. y J. I.A.J
	7.1.4.	Taller para construir y gestionar Asociaciones Juveniles	Cjs. de Cultura y A.S. / Ayt. D. A.S. y J. I.A.J
	7.1.5.	Ludoteca para población juvenil	Cjs. de Cultura y A.S. / Ayt. D. A.S. y J. I.A.J
	7.2.1.	Creación de una Escuela de Animación y Tiempo Libre	Cjs. de Cultura y A.S. / Ayt. D. A.S. y J. I.A.J
	7.2.2.	Formación de dinamizadores deportivos	Cjs. de Cultura y A.S. / Ayt. D. A.S. y J. I.A.J
Plan de Coordinación y Movilización Ciudadana	8.1.1.	Programa de concienciación de la necesidad de movilización ciudadana para la resolución de problemas como elemento de presión...	Consejería de A. Sociales y Ayuntamiento
	8.1.2.	Establecimiento de redes permanentes de diversa funcionalidad con diversos organismos y entidades externas...	Consejería de A. Sociales y Ayuntamiento
	8.1.3.	Identificación de líderes internos actuales y reclutamiento de líderes externos potenciales realmente comprometidos con el proceso	Consejería de A. Sociales y Ayuntamiento
	8.1.4.	Consolidación y eficacia de la estructura municipal del Distrito V	Consejería de A. Sociales y Ayuntamiento
	8.1.5.	Gestión social en general y con relación a actores específicos	Consejería de A. Sociales y Ayuntamiento
	8.2.1.	Gestión y dirección del Plan Integral, constitución de estructura técnica y participativa, optimización de recursos y evaluación de acciones	Consejería de A. Sociales y Ayuntamiento
Plan de Protección y Servicios Sociales	9.1.1.	Programa de integración de familias. Conexión escuela-familia	Cjs. de Educación y A. Sociales / Ayt. A.S.
	9.1.2.	Trabajo desde la perspectiva de género	Cjs. de Educación y A. Sociales / Ayt. A.S.

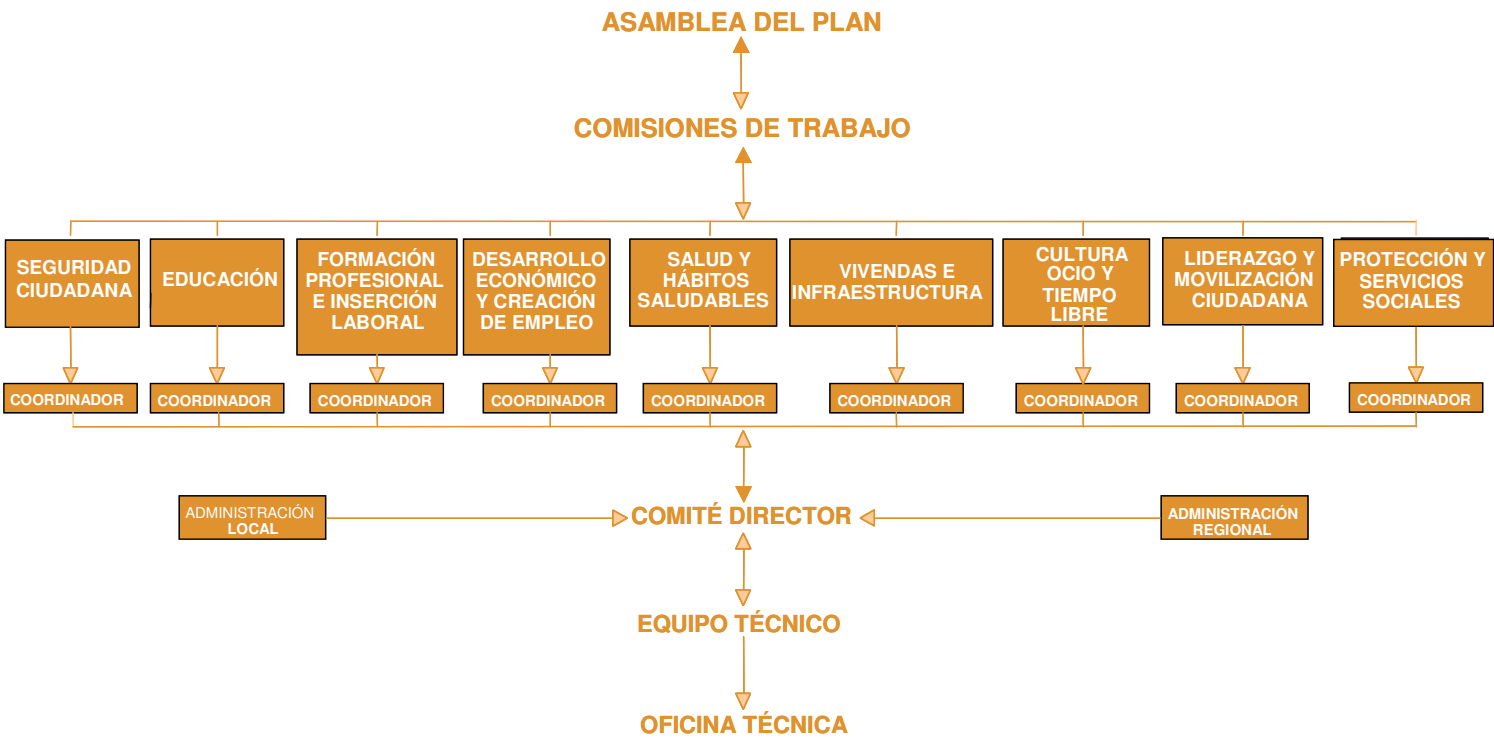
## Esquema del proceso de creación del Plan Integral



## Esquema del Plan Integral y sus planes



# Organigrama del Plan



## **Lista de entidades adheridas al Plan Integral del Distrito V**

- ❑ ASOCIACIÓN “TIERRA NUEVA”.
- ❑ ASOCIACIÓN “UNIÓN ROMANÍ ANDALUCÍA”.
- ❑ ASOCIACIÓN DE EMPRESAS DE INSERCIÓN DE ANDALUCÍA (EIDA).
- ❑ ASOCIACIÓN DE MADRES Y PADRES DE ALUMNOS DEL COLEGIO LA HISPANIDAD (AMYPA).
- ❑ ASOCIACIÓN DE MUJERES “ZENOBIA”.
- ❑ ASOCIACIÓN DE MUJERES GITANAS “ROMANI CHAYA”.
- ❑ ASOCIACIÓN DE VECINOS “AMAPOLAS”.
- ❑ ASOCIACIÓN DE VECINOS “MES DE MAYO”.
- ❑ ASOCIACIÓN DE VECINOS “NUEVA HUELVA”.
- ❑ ASOCIACIÓN DE VECINOS “PASAJE EL GRECO”.
- ❑ ASOCIACIÓN DE VECINOS “NUESTRA SEÑORA DEL PILAR”.
- ❑ ASOCIACIÓN JUVENIL “CARABELA”.
- ❑ ASOCIACIÓN SOCIOCULTURAL GITANA “ROMANO DROM”.
- ❑ CÁMARA OFICIAL DE COMERCIO, INDUSTRIA Y NAVEGACIÓN DE HUELVA.
- ❑ CÁRITAS PARROQUIAL DE LA SAGRADA FAMILIA.
- ❑ CENTRO DE EDUCACIÓN DE ADULTOS “EL TORREJÓN”.
- ❑ CENTRO DE INFORMACIÓN JUVENIL VALDOCCO. FUNDACIÓN VALDOCCO.
- ❑ CENTRO DE INFORMACIÓN JUVENIL. AYUNTAMIENTO DE HUELVA.
- ❑ CENTRO DE SALUD “EL TORREJÓN”. CONSEJERÍA DE SALUD JUNTA DE ANDALUCÍA.
- ❑ CENTRO PERMANENTE EDUCACIÓN DE ADULTOS “LA HISPANIDAD”.
- ❑ CENTRO SERVICIOS SOCIALES COMUNITARIOS “EL TORREJÓN”. AYUNTAMIENTO DE HUELVA.
- ❑ CLUB DE MAYORES “LA HISPANIDAD”.
- ❑ CLUB DE PENSIONISTAS “LAS FLORES”.
- ❑ COLEGIO DIOCESANO “SAGRADO CORAZÓN DE JESÚS”.
- ❑ COLEGIO PUBLICO DE ENSEÑANZA INFANTIL Y PRIMARIA “ANDALUCÍA”.
- ❑ COLEGIO PUBLICO DE ENSEÑANZA INFANTIL Y PRIMARIA “ONUBA”.
- ❑ COLEGIO SALESIANOS “CRISTO SACERDOTE”.
- ❑ COMISIÓN EJECUTIVA MUNICIPAL DEL PARTIDO SOCIALISTA OBRERO ESPAÑOL. AGRUPACIÓN MUNICIPAL DE HUELVA.
- ❑ CONSEJO ECONÓMICO Y SOCIAL. CIUDAD DE HUELVA.
- ❑ COORDINACIÓN DE ADULTOS. DELEGACIÓN DE EDUCACIÓN Y CIENCIA. JUNTA DE ANDALUCÍA.
- ❑ DELEGACIÓN DE FOMENTO, EMPLEO Y PARTICIPACIÓN CIUDADANA. AYUNTAMIENTO DE HUELVA.
- ❑ DELEGACIÓN DE SEGURIDAD Y TRÁFICO. AYUNTAMIENTO DE HUELVA.
- ❑ DELEGACIÓN DEL GOBIERNO. JUNTA DE ANDALUCIA.
- ❑ DELEGACIÓN PROVINCIAL DE ASUNTOS SOCIALES. JUNTA DE ANDALUCÍA.
- ❑ DELEGACIÓN PROVINCIAL DE EDUCACIÓN Y CIENCIA. JUNTA DE ANDALUCÍA.

- ❑ DELEGACIÓN PROVINCIAL DE EMPLEO Y DESARROLLO TECNOLÓGICO. JUNTA DE ANDALUCÍA.
- ❑ DELEGACIÓN PROVINCIAL DE OBRAS PÚBLICAS Y TRANSPORTES. JUNTA DE ANDALUCÍA.
- ❑ DELEGACIÓN PROVINCIAL DE SALUD. JUNTA DE ANDALUCÍA.
- ❑ DELEGACIÓN PROVINCIAL DE TURISMO Y DEPORTE. JUNTA DE ANDALUCIA.
- ❑ EQUIPO DE ORIENTACIÓN EDUCATIVA SECTOR 3 DE HUELVA. CONSEJERÍA DE EDUCACIÓN Y CIENCIA JUNTA DE ANDALUCÍA.
- ❑ ESCUELA UNIVERSITARIA DE ENFERMERÍA, UNIVERSIDAD DE HUELVA.
- ❑ ESCUELA UNIVERSITARIA DE TRABAJO SOCIAL, UNIVERSIDAD DE HUELVA.
- ❑ FACULTAD DE CIENCIAS DE LA EDUCACIÓN, UNIVERSIDAD DE HUELVA.
- ❑ FEDERACIÓN DE ASOCIACIÓN DE PADRES DE ALUMNOS “JUAN RAMÓN JIMÉNEZ”.
- ❑ FEDERACIÓN DE MUJERES PROGRESISTAS DE ANDALUCÍA.
- ❑ FEDERACIÓN LOCAL DE ASOCIACIONES DE VECINOS “TARTESSOS”.
- ❑ FEDERACIÓN ONUBENSE DE EMPRESARIOS.
- ❑ FUNDACIÓN ANDALUZA DE ESCUELAS DE EMPRESAS.
- ❑ FUNDACIÓN RED ANDALUZA PARA EL FOMENTO DE EMPRESAS DE ECONOMÍA SOCIAL (REDEES).
- ❑ FUNDACIÓN VALDOCCO.
- ❑ GRUPO ESCOLAR “LA HISPANIDAD”
- ❑ INSTITUTO ANDALUZ DE LA JUVENTUD. CONSEJERÍA DE LA PRESIDENCIA JUNTA DE ANDALUCÍA.
- ❑ INSTITUTO ANDALUZ DE LA MUJER. JUNTA DE ANDALUCÍA.
- ❑ INSTITUTO DE ENSEÑANZA SECUNDARIA “LA MARISMA”. CONSEJERÍA DE EDUCACIÓN Y CIENCIA JUNTA DE ANDALUCÍA.
- ❑ INSTITUTO NACIONAL DE EMPLEO. DIRECCIÓN PROVINCIAL. MINISTERIO DE TRABAJO Y ASUNTOS SOCIALES.
- ❑ JUNTA MUNICIPAL DEL DISTRITO V. AYUNTAMIENTO DE HUELVA.
- ❑ MOVIMIENTO SCOUT CATÓLICO. GRUPO SAGRADA FAMILIA.
- ❑ OBSERVATORIO LOCAL DE EMPLEO. UNIVERSIDAD DE HUELVA.
- ❑ PARROQUIA DE LA SAGRADA FAMILIA.
- ❑ PARTIDO ANDALUCISTA DE HUELVA.
- ❑ PATRONATO DE DESARROLLO LOCAL Y TURISMO. AYUNTAMIENTO DE HUELVA.
- ❑ PROGRAMA DE DESARROLLO GITANO. AYUNTAMIENTO DE HUELVA.
- ❑ SERVICIO PROVINCIAL DE DROGODEPENDENCIA. DIPUTACIÓN DE HUELVA.
- ❑ SERVICIOS SOCIALES Y JUVENTUD. ÁREA DEL AYUNTAMIENTO DE HUELVA.
- ❑ URBANISMO, VIVIENDA Y MEDIO AMBIENTE. ÁREA DEL AYUNTAMIENTO DE HUELVA.
- ❑ SERVICIO DE MEDIACIÓN PARA EL EMPLEO. ASOCIACIÓN TIERRA NUEVA.
- ❑ SERVICIO DE INSERCIÓN SOCIAL. ASOCIACIÓN TIERRA NUEVA.
- ❑ CENTRO DE INTERVENCIÓN EN MEDIO ABIERTO. ASOCIACIÓN TIERRA NUEVA.

# GIS-based monitoring systems

*Béres Csaba Zoltán*

Nowadays GIS (Geographical Information System) is more and more becoming a part of everyday life, it appears as a well applicable, concrete tool in the hands of researchers and participants of economic life. Due to this fact GIS applications are becoming more and more specific, and with the help of the wide-ranging applications of these tools independent fields of research and application are being outlined. However, GIS results and tools that can be available in a wider and wider range can be adopted in different ways in different subfields. One of these special applications is GIS-based monitoring systems used in recultivation.

The primary task of monitoring is to describe and monitor the current state according to the monitored points of views, and GIS gives the latest information about the spatial relations of these states. The other important feature of monitoring is to measure, collect and process information of time relations. According to these pieces of information GIS makes it possible to create models and analyze empiric relations effectively not only in space but in time as well. The expectations with these are that they could be used in the monitored fields and processes as much as in solving similar tasks.

Monitoring can touch different fields. The following figure shows a special time-space scale connected to monitoring systems.

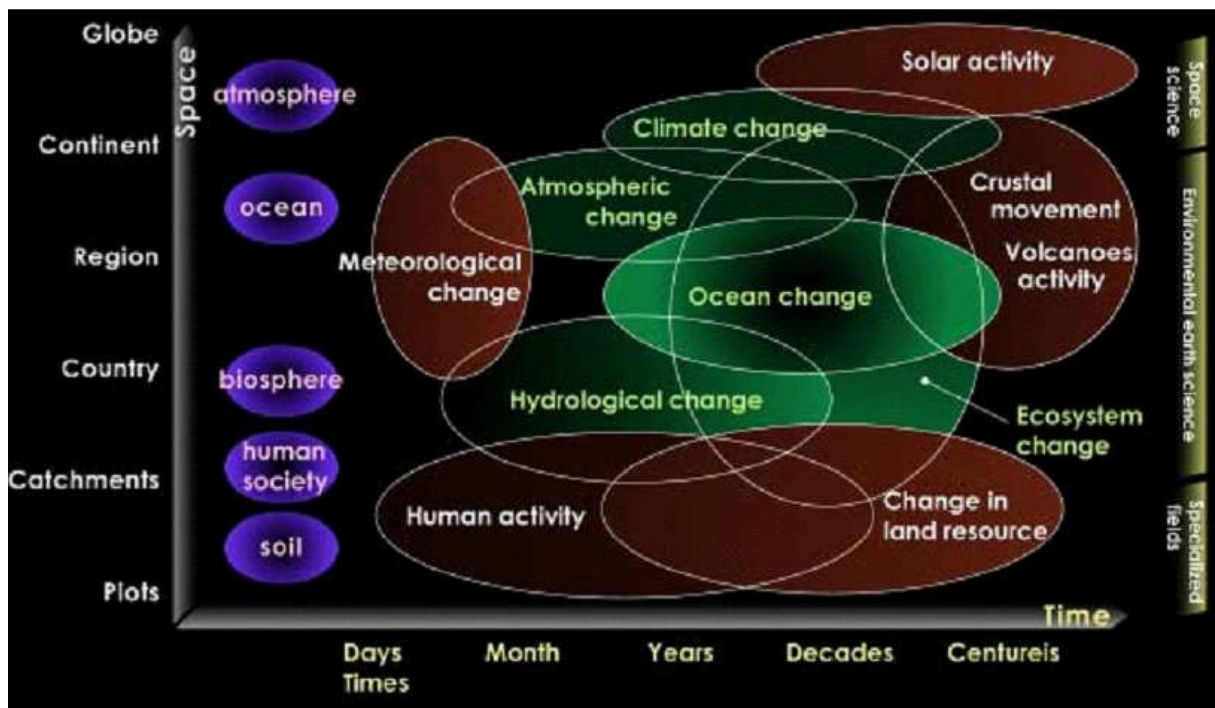


Figure 1 (based on Center for Global Environmental Research National Institute for Environmental Studies, Japan)

Both GIS and monitoring systems work with huge data base, so one of the primary tasks is to store data in the most optimal form in order to satisfy forthcoming needs. Since data come



from different scientific fields we have to integrate professional knowledge from wider scale to provide efficient solution and to provide the cooperation of different subfields. Besides the quality features of data, such as logical consistence, coverage, attribute accuracy, up-to-date data have to be provided.

Planning the system we have to plan on the life-cycle of the monitoring, therefore we especially have to take into consideration further technology-followings, the possibilities of building in new technologies. A flexible system that is capable of integrating further demands has to be built (scalability). It is true for developing both the hardware and the software architecture. A portable system has to be built because of technology-following and changing. Required availability and appropriate response time have to be provided. It means that the time between measuring data and evaluating has to be within the required time interval. An adaptable system has to be built. We have to seek for applications of regular solution that make it possible that the given system without essential or only with minor changes (e.g. client change, software component or version change) can be adapted anywhere else.

#### Case study

Project no. NKFP-3/050/2001 about 'Complex waste disposal and recultivational technology and developing and applying monitoring system'

The main scope of activity is focused now on the recultivation of slurry reservoirs and the spoil-banks, which are the biggest and most expensive part of the programme. One of the main scopes was to develop an integrated solution of biotic and abiotic monitoring system. During the project a new methodology of biotic monitoring had to be developed and a new recultivational technology had to be formed.

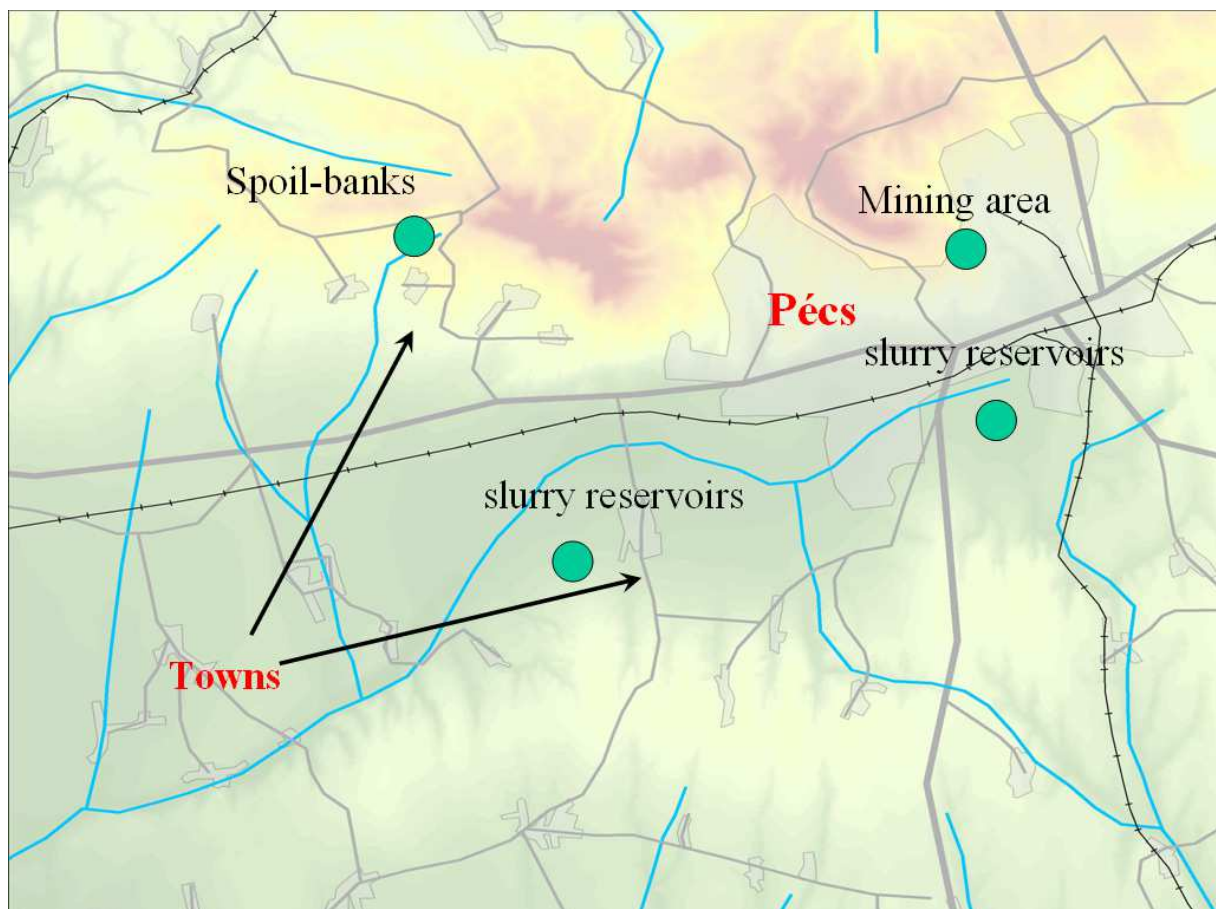


Figure 2 (Spoil-banks and slurry reservoirs near Pécs, Hungary)

Problems emerged as in the South Hungarian region, Pécs area, mining (coal-mining) intensely appeared since the 19<sup>th</sup> century, and it had a history of uranium mining for more than 40 years. The major mining company employed more than 7,000 people in the 1980s. Nowadays only some hundreds are employed and it will disappear soon. The other main problem is that there are settlements in the immediate neighbourhood of the recultivated area. Therefore giving accurate, measured information about radiation levels and pollution, etc. is very important for the people living in the area. People must be informed about the plans and the alternatives of the solutions and future perspectives of economic and social utilization. Some of the results are the following: we could do the measuring, process data, evaluate them and develop a new recultivational technology. We have developed a GIS-based monitoring system (biotic and abiotic) and we have given ideas of further utilization (e.g. industrial park, leisure park, forestation, reforestation, partly use as building material). This project is still going on and it is expected to finish in a few months.

# Regional Development in Hungary

**Prof. Dr. József TÓTH<sup>24</sup> DSc – Dr. Zoltán WILHELM<sup>25</sup> PhD**

*The professional and political debate on the superficial or in-depth reorganization and reform of Hungary's administrative regions – which has been a constant feature on the agenda, albeit with varying levels of importance since the regime change of 1990 – has today been revived. The reforms carried out in Hungary during the past decade, although affecting area organization at many levels, have failed within the modified conditional system to provide a viable and comprehensive system.*

The internal structure of a state is determined by the state boundaries. To speak of state borders with regard to a uniting Europe is no easy task, since the import of the expression is changing within the framework of this integration. The outer borders of the EU lie along natural boundaries, and therefore may be clearly defined, while serving as protective enclosures for achievements which present inhabitants reached over many decades. In recent decades this produced a predominantly isolating tendency, and its liberalization in relation to penetrability may be mainly interpreted as a result of the expansion process. It seems appropriate to emphasise this notion, since after enlargement in 2004, today's Schengen border will partly become an internal one, and in parallel will be gradually pushed eastwards, creating a wall or barrier in regions where it was traditionally desirable to maintain penetrability.

## BORDERS WITHIN THE EU

The internal borders within the EU, from a legal point of view, are almost equal in status, notwithstanding the fact that they reveal significant variations. The zones defining the legitimate areas of the Benelux states, which have enjoyed completely free penetrability for almost one hundred years, cannot be compared with the German-Austrian, Swedish-Finnish, or for that matter Italian-French borders. In addition to many other factors, the internal borders of the EU differ in their historical roles, in the development of international relations, in their physical existence, policies and time frames, thus reflecting the multiple varieties which the member states represent. Notwithstanding this colorful structure, one international tendency may be noted: *the community which we intend to join aims to derogate its internal borders continuously*. In place of the former isolation, the community intends to accord a unifying role to these areas. These points of juncture, notwithstanding good intentions and democratic fixtures, are not without problems: we need only mention the line that divides the Irish island, or that at the southern end of the continent between the British and the Spanish (Gibraltar). Ethnic and religious segregation, and the numerous conflicts arising from these within states and even settlements, indicate that such problems face countries besides those waiting to join the EU.

The majority of these conflicts arise from the fact that the division of areas – the establishment of borders – has not been satisfactory from any standpoint (*Table 1*). Where regional divisions evolved spontaneously in the course of socio-economic development, and do not or only partly coincide with the area structure desired by power interests, the areas may be administered only with great difficulty, even given the most democratic institutions, and often face serious problems. Below we will counterbalance the system of organically

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<sup>24</sup> Rector Emeritus, Director of the Institute of Geography, Faculty of Sciences, University of Pécs

<sup>25</sup> Associate Professor, Deputy Director of the Institute of Geography, Faculty of Sciences, University of Pécs

developing area units based on a functional basis (from the bottom up) with the area structure serving administrative purposes (from the top down). The overlap between the two views is significant the world over; at the same time, not even the most optimistic can count on complete conformity.

Table 1: Possible area splitting systems

Functional system	Settlement	Jurisdictional area	Region	Country
Administrative system	Village/city	District	County	State

The functional region incorporates the settlement, the surrounding related areas established over centuries, and the region built thereon, which together constitute the country itself. These concepts together constitute a whole. While their internal borders are flexible and may be modified periodically to suit the demands of different ages, viewed from a greater distance, they constitute permanent borders. The contrary structure, which exists alongside the previous, is developed by administrative means, and is an accumulative system. The legal system, administration and power functions are all valid solely within the boundaries of the given state, thus for their exercising and operation multi-level units of similar size are created. The government represents its legal rights through county legislatures, subordinately, through districts whose jurisdiction extends to the villages and cities of the given region. The denomination of the various levels and the distribution of power among them reveal a wide variety of structures throughout Europe; however, a system similar in its essentials can be found everywhere. Below, using the forming map of Europe, we will draw attention to the theoretical and practical differences between these two notions.

The first line of argument is based on secular development. With the development of settlements came the need for some level of insurance that people could work, live and perform some activity within their own habitat. These activities acquired shape and were concentrated in specific institutions whose jurisdiction varied. This occurred because their existence, given the geographical circumstances and scope for utilization thereof, was based on the size of the habitation and the needs of the inhabitants, therefore on the functional construction. *The settlement organizes itself into jurisdictional regions, the definition of which is quite broad within the given related literature.* One thing is certain: long-term coexistence, traditions and a developed scale of shared values unite the people living therein; it also seems correct to say that a region is built up of jurisdictional regions, similar to building blocks. From these regions, between which belt-like areas of lower density may be found, a country is constructed, meaning the coexistence of many regions and their mutual cooperation.

Switching to the other line of argument (the administrative system), we encounter the idea of building from the top downwards; that is, a state is created as a single administrative territory. In establishing area units, we divide the country area; the background to this notion is thus rather different. The other significant difference from the previous concept is that the constituent parts are surrounded by linear borders; that is, there is no single point of space which does not fall under some jurisdiction. The village is declared such by the competent agency, or by legal jurisdiction. This means that one settlement may be designated a village, another simply a populated outer region: if it is declared that this other is more developed, on the basis of some numerically defined aspect, then the settlement may be declared a town or city. The villages group together into a district, whose center, through an administrative system serving specified functions, will administer the settlements under its jurisdiction. We are able to provide similar examples in relation to both districts and counties. We should however

be wary of doing so, at least for the moment. We may see from the above that each of the notions even in this manner produces pairs, *but the question of the county and the region constitutes a lively point of debate in today's administrative reforms, and represents the issue between differing interests*. Many who would not wish to recognize the differences between these two notions attempt to establish regions built up of counties. These units, in our opinion, do not cover the regions actually established through economic processes, whose establishment would not be worth expending energy on. *The real regions already exist: through our everyday use of our surroundings we have already brought them about. We should expose them and on them construct the municipal system*. This may be achieved in parallel with the counties, but it would be more appropriate to replace the counties with the newly developed regions. However, their development is a serious problem, since our electoral system is based on the counties, and would never permit a situation whereby the victorious political power destroyed the basis of its own victory, on which its legitimacy is founded. In order to create the optimal situation, most probably the present four-year cycle stipulated by the present legal system is insufficient for the effective operation of the government. A longer time-span is required to deal with the problem of how we may move forward, and by what method we can establish and shape a new (geo-)political background.

The state is made up of counties, or more precisely, the state area is administratively divided into counties. The country is the outcome of an objective evolutionary process, while the state is the product of a general principle operating in the world, and not an area which is the natural outcome of social and economic processes. *A state border is established by permanent or temporary force and power relations*; the question of forms created by socio-economic arrangements does not arise.

In a broader interpretation of the above as regards our whole continent, we may assert that despite the possibility of lower hierarchy level categorizations, Europe can be divided into states and countries. We are able to do this once we have defined the continent. This in itself is not a simple task, since its political (country-based) and geographical boundaries significantly differ. From a state point of view Europe is present in Africa (e.g. Keota), America (e.g. French Guyana) and Asia (e.g. Turkey). The phrase "Europe of Nations" has appeared periodically in the presentational materials of the integration process; whether actually nation-states or not, the materials certainly refer to the states of Europe. It is sufficient to refer simply to the "nation of Belgium", which as a state is one, though its citizens are strongly attached to more than one nation along linguistic, cultural and other lines. Considered thus, and including even the smallest, there are at least 50 nations in our continent, all significantly different. One need to think only of the 0.44 km<sup>2</sup> Vatican, or of Russia stretching far beyond the confines of Europe.

## EUROPE OF REGIONS

In reference to the "Europe of regions", accepting the assertion that regions are the building units of countries, which may be divided and joined with regions with whom they do not belong, we may see a completely different divisional system. Considered within the limits of this system, only 17 countries may be drawn up, with a divisional system quite different from the customary one. No concrete line border may be drawn, since belt-like less densely textured areas separate the central denser regions of the country.

According to *Diagram 1*, Iberia (as a country) includes the state areas of Spain, Portugal, and Andorra and Gibraltar. France, besides its core area, extends to Belgium and a section of Switzerland, which on a state level would be categorized in different positions. Germany also extends outside its state borders to incorporate the German lowlands, a slice of Switzerland

and Austria; viewed thus it is a country bigger than the state we know. Italy also extends beyond its borders, taking a slice out of Switzerland, which thus as a state has been completely divided between other countries. Switzerland exists as a state but not as a country. Continuing through Europe, Britain and Scandinavia come next. However, in certain regions of Russia similar state boundaries must be drawn, since the Asian region's borders are rather hard to define. The separation of the Ukraine is also only possible with the establishment of rather broad and temporary belts. It is quite a difficult task to draw the correct borders in the densely textured mining and industrial region of the Don valley, and this question is a cause of much dispute. Moving in a southern direction we encounter the Caucasian Peninsula, then Turkey, which extends beyond its borders to the north-eastern regions of Cyprus. Returning to the core regions of Europe, we have the Balkans and the Carpathian region. This latter we intentionally do not refer to as historical Hungary, which would be a false designation, since there have always been "co-tenants" in the region. Poland is hardly larger than the state of the same name; the changes in its state boundaries have had significant effects on its historical development.

The map raises a number of problems. Firstly, the names used could be further refined, since more than once the name used for the state and the country is the same, and those who do not completely understand this perspective would find these categories limited and even offensive. To avoid such misunderstanding it would be more appropriate to use names with historical reference (e.g. Gallia, Germania, Polonia, Bohemia, etc.), with their associations of a common part, language and culture rather than of states engendered by modern power struggles.

Using the map as a draft, we can see that most of the regions within the area of Europe may be clearly separated, and that the resulting regions do not cut across country borders. With the introduction of artificial constructions, however, this takes place, since omnipresent background power struggles have shifted the lines of force and pushed the borders hither and thither. With the building of the "Europe of regions", we must be aware that these regions have since the very beginning constituted international regions, in the political, geographical and state-geological meaning of the term. In reality, confrontation occurred in quite the opposite way, but since the power structure is built upon territory units surrounded by country borders, the viewpoint may be interpreted in this manner. Natural regional cooperation, which can also be international, means cooperation built on an original organic economic and territorial placement basis. At the same time, this also means that state power continues its influence through state institutions.

We can say only theoretically that we should reorganize Europe into a Europe of countries, if in fact we are speaking of a Europe of regions. We are aware of the fact that such regional cooperation must be coordinated at state level. Where the state is sovereign, in the original meaning of the word, it does not actually allow its interests to be infringed, therefore in regional interaction dispute tends to replace cooperation. In favorable situations the state is willing to renounce a portion of its sovereignty when obliged to do so, since the other side offers favorable advantages, which are the regular attributions of regional cooperation, despite the fact that these entail a number of inter-state agreements and compromises.

In an examination of the internal borders and arrangements of states, one of the most critical areas is the Balkans, where a high level of differentiation may be seen in the appearance of the given countries. *Diagram 1* refers to the critical point of splitting, and has a scientific importance, which merits further attention. The drawing of borders is not clear-cut even within the most peaceful regions of Europe. We are unable to decide for instance what should be done with the Czech Republic: all experiments which attempted Polish-Czech construction, including the state-level implemented Czechoslovakia, were built on weak foundations. According to Gyula Prinz, whose state-country dichotomy is used as a starting

point for present-day study, Czechoslovakia is the greatest absurdity in state geography. The situation is similar in the region of the Baltic states, some of which are too small to be considered separate countries; however, to arrive at a decision on the issue we should conduct in-depth research into area organization of state constitutions. Circumstances are similar in Slovenia, a country which probably owes its good fortune to its switch-plate role. We may apply this expression to all regions of Europe whose affiliation is unclear. In previous constellations this could be considered a disadvantage, but in the integrating Europe a switch-plate position has acquired much greater importance as a potentially exploitable bridge; thus accession of these regions to the EU within the near future may be understood in this manner.

In presenting these ideas we aim solely to shed light on the problem raised by borders within Europe, the frequently strange, complex and very complicated appearance of the much-used idea which we must take into account on the eve of our accession to the European Union. Our place of residence may be interpreted within a certain area (Europe), one half of which possesses more developed democratic traditions and institutional systems which we must soon officially adopt. While we will not separate from or leave the area which constitutes the Carpathian Basin, the new circumstances imply several types of border. Our Schengen border is the result of natural surroundings, historical events and conjoining rights. This must be handled in such a way that we are able to ensure the greatest possible level of advantage created by regional cooperation, for not only ourselves but on a reciprocal basis, for our partners as well, while respecting every state and EU border. We will have to maintain, develop and coordinate our relational systems in such a way that we derive advantage from the whole process, from the temporary system to be established and hopefully in the longer term from the system of a united Europe.

## JUSTIFICATION OF REGIONAL EXAMINATIONS

Regional examinations are determined in time. They may only be interpreted from the point when the development process of productive power has reached a phase whereby – in accordance with the viewpoint of workforce area-based distribution – such regions separate from one another as have a particular developmental curve, structure, and future, and which therefore also have developmental problems. Viewed thus these area regions possess a certain cohesion: their texture at the core territory is denser, lessening towards the periphery; they exist in the minds of the population as entities, and have certain complexities. In examining Hungary's regional structure, we will be obliged to open on both a time and space level in comparison to the present situation, since today's state area is an artificial area unit whose historical and economic roots may be found in the part, and lead us back to the historical Hungary. Eastern Central Europe started to approach this phase of regional development in the second half of the 19th century.

The relationship between separate regions is based on whether, as a result of specialization due to division, product and activity exchange occurs not only between the separate branches but between areas embodying territorial allocations (regions). The relationship between independent zones occurs during the preceding phase of the development of productive forces, but we can also speak of definitive inter-regional relations. This can only be considered a reality in Eastern Central Europe since the end of the nineteenth century. In our opinion the regions of a country may be interpreted according to the configuration of the secular socio-economic development of the regions, their area structure, and the changes in the texture thereof, the peripheral borders being also the borders of the country itself. Their existence is not influenced by the fact that the international power setup at times cuts across their fixative borders, therefore even unintentionally they drive together regional

portions with different development timeframes, i.e. different territorial organizational systems. At the same time we consider it natural that the operation areas which may be called international regions existing in such a situation are influenced mainly by the social and economic circumstances of the given state, and furthermore by how the political intention as to cooperation develops between them. The objective cooperation which comes about due to the development of intra- and inter-regional productive forces is therefore a question loaded with political issues, which political instruments may for a time have hindered, but which may also effectively help. Today, based on analysis of the experience of the western part of our continent, encouragement of intra- and inter-regional cooperation independent of state borders is becoming ever more timely within the Eastern Central European region. The fact that all of the states within this region wish to become members of the European Union, and must therefore follow its system of norms, including hierarchical and cooperative order, cannot be said to influence positively the intentions, which may hardly be called unified, existing in each of the states.

### HISTORICAL BASIS OF DEVELOPMENT

When examining the history of the Carpathian Basin, we find many instances of segregation between its entities, which were effective for longer and shorter periods. Interestingly, none of these was built on obvious natural area differences: their occurrence was merely exceptional, occasional, and in most cases partial and temporary. From a purely superficial examination of these periods characterized by segregation, it is clear that in almost all cases military-political reasons lay behind them, thus they cannot be considered as forerunners of regional developments or the development of the regional process.

The secular development processes which split the Carpathian Basin into regions were not felt, and its unity was beyond question. The strongest basis for this, based also on natural circumstance, was the state unity of the historical Hungary, which was reestablished for the modern age within the framework of the Austro-Hungarian Empire, with the 1867 Hungarian-Austrian Agreement. Despite the fact that Croatia possessed political autonomy from 1868 and that Transylvania also enjoyed a degree of autonomy, Hungary could be considered an entity. A clear consequence of this, from another viewpoint, was that the basis for further development was an integrated railway system. The density of this decreased towards the outer regions; it was only in the direction of Austria that a transition showing unified development could be seen through a dense network system.

A similarly unified picture can be seen in the settlement system of the Carpathian Basin. This unity should be emphasized despite the fact that in many cases it was achieved through not insignificant deviations (farms, small villages, mining cities, agricultural cities). With the commencement and reinforcement of the urbanization process, this unity was increasingly the trend, hierarchical relations began to stabilize, as did the typical configuration of the settlement system. Within this system the centers with the highest hierarchy system were the integrated centers encircling Budapest, which had become a metropolis.

In the capitalized historical Hungary at the end of the 19th century and the beginning of the 20th, the outlines of core regions of regional development emerged, and certain regional points may be isolated from which, in the event of undisturbed development, definitive regions could have developed. Among these could be found broader and narrower zones, many-sided and with less intensive relation-systems and lower density, whose "jurisdiction" would be decided on subsequently. In our opinion there were nine such region developments within the territory of Hungary after the turn of the century.



To summarize: the Hungary which existed prior to the First World War, filling the entire Carpathian Basin, could be divided into regional developments with varying levels of maturity; however, these could not yet be deemed definitive regions.

## THE INTER-WAR PERIOD

Following the political reorganization after the First World War, the Carpathian Basin contained many state borders. In certain cases these split regional developments (sometimes into many pieces), while making inter-regional relations impossible. The fact that the Central European region, incorporating the Carpathian region, was “fragmented” became a further hindrance to regional development: a number of new states were formed, and widespread rivalries did not benefit international cross-border regional cooperation. The numerous borders significantly slowed down transportation, made the “execution” of the cooperation system more expensive, and restricted movements which wished to respect state borders but were forced to move around previous relations.

The political borders across the Carpathian Basin made regional relations within the country international. This circumstance does not inevitably hinder social and economic development, since it is possible for neighboring countries with peaceful relations and penetrable – almost virtual – borders to share regional relationships which follow the developed social and economic structure of the area, as in the case of areas free of political borders. Within the Carpathian Basin, however, the borders now found between opposed countries destroyed certain elements of the cooperation systems, and in this way hindered the social and economic development of the regions on either side of the border. This unfortunate and long-term situation only changed where border crossing points were in operation and territorial relations concentrated, bringing the energy necessary for development to the given region (*Diagram 2*).

Political rivalries between the two world wars specifically hindered regional development of the now international Carpathian Basin and continuation of its regional formational processes. This situation remained unchanged by the border modifications, referred to in Hungary as “country-increasing”, during the Second World War.

## AFTER THE SECOND WORLD WAR

The peace treaties which ended the Second World War restored the original situation within the Carpathian Basin, with two exceptions: the lesser being the widening of the abutment of Bratislava, the larger the absorption of the lower Carpathian region into the Soviet Union. The presence of the Soviet Union within the Carpathian Basin, along with the imposition of a single political direction onto the entire Eastern-Central European region, had serious consequences for the regional development of the Carpathian Basin region. The states of Eastern Central Europe, directed by the Soviet Union, officially enjoyed friendly, even brotherly relations. However, with the overstressing of non-interference in territorial integrity and internal issues, and the sweeping of ethnic issues under the carpet, the long-term operation of the centralized organizational and operational model created a situation in which borders were fetishized and made difficult to cross. Two regions located on either side of the border, which had for centuries developed in unity, were able to continue cooperation only with the acknowledgement and permission of their state capitals.

The fact that within the framework of the Comecon the smaller member countries had stronger ties to the Soviet Union than to each other increased isolation along the state borders, and thus the effects of branch interrelations could not prevail within the territorial

allocations.

Thus behind the borders, the area structures of individual states were able to develop only within the framework of political barriers, the intensity and texture of the internal relational system becoming greater than in territories located along the border. This also had the consequence that political borders came to resemble and function as regional borders.

## THE PRESENT SITUATION AND OUR POSSIBILITIES

The political turning point in the eastern half of Europe during the 1980s and early 1990s created a new situation within the Carpathian Basin. In place of the Soviet Union which has since collapsed, Ukraine is today present in the region. Slovakia's independence has created another state whose territory is located within the Carpathian Basin, while the Czech Republic has been squeezed out. Furthermore, with the disintegration of Yugoslavia, Hungary now shares borders with three countries which do not always enjoy particularly friendly relations. All these countries' political systems have undergone changes. The removal of the Iron Curtain influenced circumstances, as did Austria's accession in 1995, which brought the EU into the Carpathian Basin. Enlargement processes in the near future may produce new constellations, with the majority of the Carpathian Basin conjoined with the EU, and the majority of the surrounding areas separated by (Schengen-type) borders.

The system change as a whole is beneficial for regional cooperation within the Carpathian Basin, even while our weaknesses – old conflicts, fears and suspicions – have resurfaced; but the realistic and realizable value of secure promises has become evident. While few today would dispute that there is no real alternative to the united European model, the fact remains that the accession process will be quite difficult and long, therefore anything which can assist and accelerate accession is important for all concerned. This is why the issue of regional cooperation has gained significance within the region of Eastern Central Europe.

Hungary, as the centrally located and economically open country of the Carpathian Basin, is concerned at all possible levels of cooperation: small-region cooperation based on central jurisdictional relations spanning regions split by country borders, as much as international regional cooperation, or the synchronized development of the states of the region reaching beyond the Carpathian Basin.

Cross-border attraction is mutual and essentially counterbalancing. This point should be stressed since it reassures those anxious that revitalization of these relations would endanger the status quo. Dynamising central jurisdictional relations, irrespective of country borders, would mean arriving at easier and socially less costly solutions to a number of small-regional problems (undersupply, unemployment, transportation). Good intentions, trust and pursuit of common benefits are sufficient, the rest coming with realistic area processes (*Diagram 3*).

As regards larger-scale regional-type development (which may also be marked by the four points of the compass), four principal strategically important directions may be taken into account, within which may be found 2-3 overlapping regions. These touch all the states of the Carpathian Basin and all possess a number of specifics. It is appropriate to consider them through the example of the centrally-located Hungary (*Diagram 4*).

The most important cooperation direction – the western – functions through two international regional cooperation systems. The first of these is Vienna's, the greatest innovational gate of the entire Basin, with indirect effects beyond the borders of the Carpathian Basin. The other western strategic cooperation direction is the Austrian-Hungarian-Slovenian-Croatian border region, which is today less frequented, but will quickly become an area of increasing importance.

The most important of the regional cooperation systems within the northern strategic coop-

eration direction – through Bratislava – is shared with Vienna. The second is the cross attraction of the Hungarian capital with the central Slovakian region, while the third is that of the region characterized by the centers of Miskolc and Kosice.

The most important of the regional cooperation systems within the eastern strategic cooperation direction is the border region of Slovakia-Ukraine-Romania-Hungary, with its junction of Záhony-Csap-Ágcsernyő. This region already features in the Euro Region document on the Carpathians, but its development is likely to be slowed by border controls. The other international regional cooperation system in the east is taking shape in the Great Plain area of Hungary, along the Romanian-Hungarian border.

The first of the cooperation systems of the southern strategic region coincides with the last, while the second – Hungarian-Romanian-Serb – and third – the Hungarian-Croatian-Serb triple border region – mean cooperation with a significant Balkan system of relations.

These international regional cooperation systems, besides their advantages at regional level, play a very beneficial role in activating the social and economic potential of the given small regions, and enhancing the life-quality of the inhabitants. The continentally interpreted regional cooperation systems spanning all the individual states (CEFTA, the Visegrad countries) may also lend a great level of development energy to the regional cooperation located on the border regions, including those within the Carpathian Basin. Existing cooperation levels help in the accomplishment of greater cooperation and the establishment of an ever higher degree of trust.

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DIAGRAMS:

*Diagram 1*

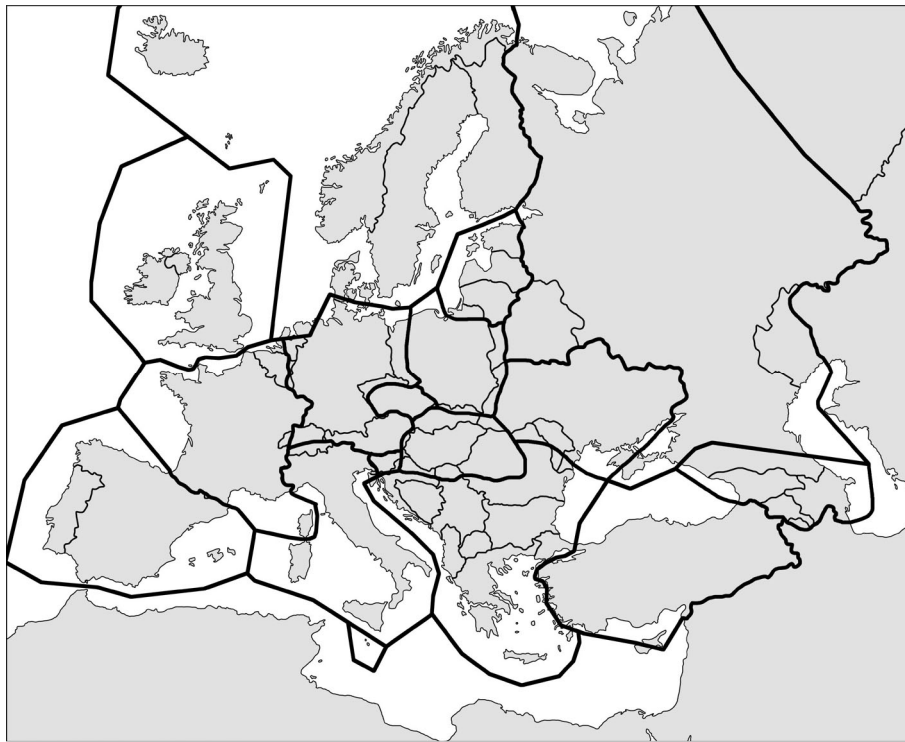


Diagram 1: Europe of countries and switch-plates (Design: J. Tóth – Z. Wilhelm)

Diagram 2

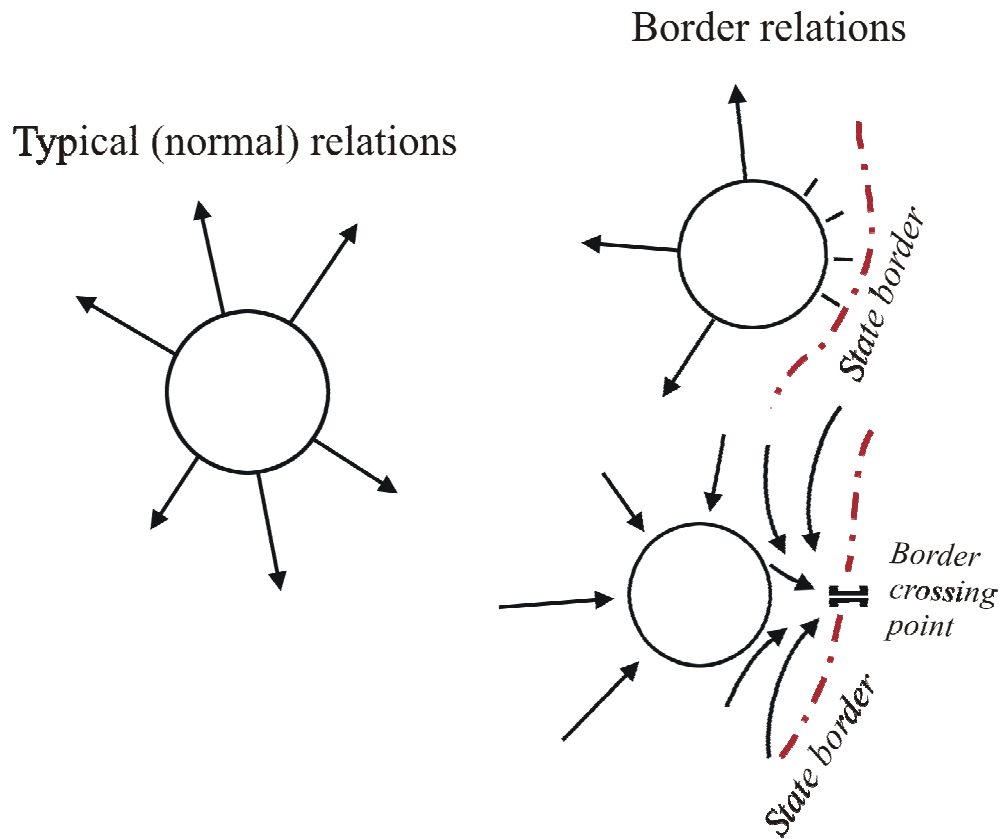


Diagram 2: Possible models of area cooperation (Design: J. Tóth – Z. Wilhelm – G. Kovács)

*Diagram 3*

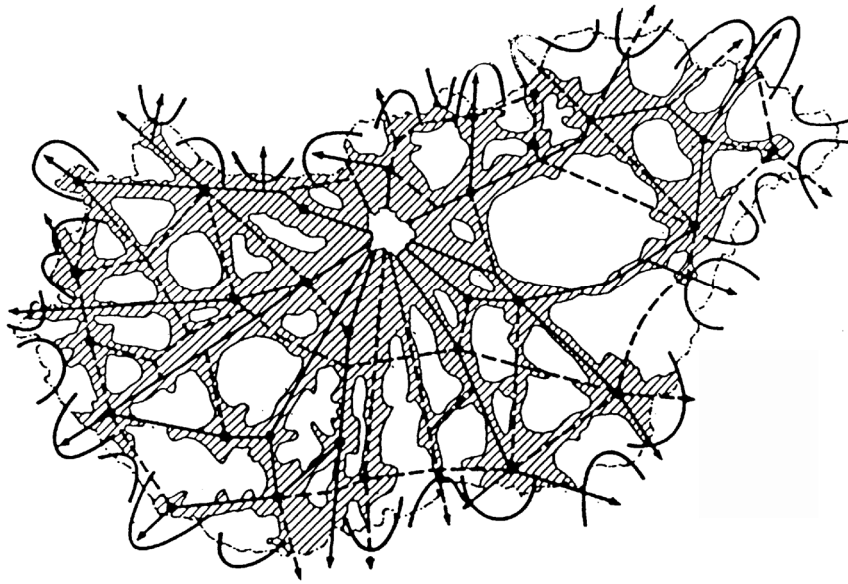


Diagram 3: Area structure of Hungary and cross border attractions (Design: J. Tóth)

Diagram 4

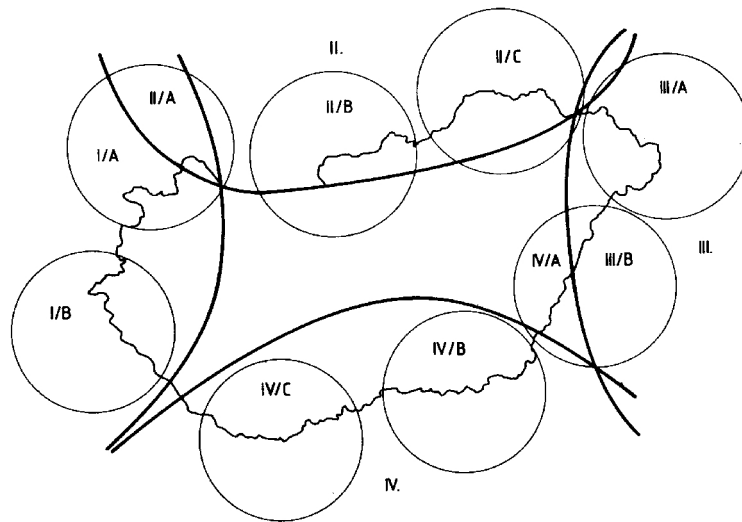


Diagram 4: The international regional cooperation systems of Hungary (Design: J. Tóth – A. Trócsányi – Z. Wilhelm)