



UNIVERSITÀ DEGLI STUDI DI PALERMO

Dottorato in Analisi, rappresentazione e pianificazione delle risorse territoriali, urbane,
architettoniche e artistiche.

Dipartimento di Architettura (d'Arch)
ICAR/21

Ricerca in cotutela con la

Universidade Nova de Lisboa

Doutoramento em Ambiente e Sustentabilidade
Departamento de Ciências e Engenharia do Ambiente, DECEA

COGNITIVE MOBILIZATION IN PLANNING CONFLICT.

Values and democratic implications
in two southern-Europe insurgent practices.

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VASCONCELOS**

CICLO XXVI

ANNO CONSEGUIMENTO TITOLO 2016



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“Ogni posto è una miniera. Basta lasciarsi andare, darsi tempo, stare seduti in una casa da tè ad osservare la gente che passa, mettersi in un angolo del mercato, andare a farsi i capelli e poi seguire il bandolo di una matassa che può cominciare con una parola, con un incontro, con l'amico di un amico di una persona che si è appena incontrata e il posto più scialbo, più insignificante della terra diventa uno specchio del mondo, una finestra sulla vita, un teatro di umanità dinanzi al quale ci si potrebbe fermare senza più il bisogno di andare altrove. La miniera è esattamente là dove si è: basta scavare.”¹

¹ Tiziano Terzani, Un indovino mi disse, 1995

Dedicated to my family:
without you nothing would have been possible

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Introduction, assumptions and reasons

The research work addressing the issue of the cognitive dilemmas within participatory planning processes, with particular reference to the Mediterranean contexts that are characterized by weak tradition of participatory practices and a high rate of latency in conflicts. The thesis investigates the theme chosen from a wide exploration of literature and theoretical frameworks, with a multidisciplinary approach. The thesis focuses on some unresolved issues inside the processes of communicative interaction: the deep misunderstanding bound to the cognitive aspects of conflicting rationalities, and the pervasive influence of implicit and / or latent conflict (and the related conflicts of interests and values).

These theoretical aspects, arising from an unconventional inductive research process based on the previous experiential paths of the author, are developed dividing the work in three parts.

The first part is dedicated to a wide reviewing of literature flows where the Bourdieu' theory about communication and its cognitive elements and his concept of *field* are the main references for the further reasoning. It is deepen, furthermore, a wider conversation among planners community on the utility of Participative Processes and their implication in terms of communication, conflict and power, highlighting different point of views as the Lindblom *Partisan Mutual Adjustment*, the Healey *Sensitive Planning* or the Galison theory about the *Trading Zone*.

In the second chapter the focus is centered on the democracy in planning and related paradigms which conduct through a specific methodological choice of two case studies: the case study of Marine Protected Park of Arrábida, in Portugal, and the Participatory Action Research in the Simeto River Valley, Italy. In this chapter the two cases are faced only from a physical, social and economical point of view to postpone the study in terms of the processes carried out here in the Part III.

The of the first and more general questions researches are: how communication takes place, and how power operates? Is communication characterized by consensus seeking and absence of power? Or is communication the exercise of power and rhetoric? How do consensus seeking and rhetoric, freedom from domination and the exercise of power, eventually come together in individual acts of communication? How are the possibilities through which manage the slip of 'meaning planes' in the interactions between subjects, in contexts where cultural tradition hides the dimension of conflict and antagonism, which remains latent, not manifest or inexplicit, and which undermines the process efficacy? May these opportunities can be found or develop in a democratic field within policies, shared values, practices and / or "creative" tools built collectively from the bottom? In urban processes developed from the bottom, the main role of the relational-communicative aspects and of the power relations between subjects and stakeholders, through which it is implemented and shaped, can determine its success? Choose tools and participative strategy can determine the achievement (or not) of the processes success? Then, what is the sense of the experience work in the Serra da Arrábida? Could it be useful to help the Simeto river valley? What is the boundary between insurgent practices, communities' mobilization and participation in politics? Can cognitive closure be exceed used a structured strategy to deal with institution in a more democratic way?

The Part II is dedicated to the key theme of the *Cognitive Mobilization* but analyzed from two different aspects: its implication in terms of empowerment of the mobilized insurgent communities and its impacts in terms of democracy and community engagement inside planning processes.

Is highlight as the Cognitive Mobilization is the natural form through which people, in this historical period and with our system of values, act politically in the society; moreover, this type of action could be a central feature inside a broader process of modernization of our political and social systems. It is the first step of different forms of action, including unconventional methods like insurgent practices or citizens independent movements. Some insurgent practices are the first starting point to construct a political community engagement lasting and conscious. Organizations and individuals build ongoing, permanent relationships for the purpose of applying a collective vision for the benefit of their community. While community organizing involves the process of building a grassroots movement involving communities, community engagement primarily deals with the practice of moving communities toward change, usually from a stalled or non democratic suspended situation. In this sense, insurgent practices and community mobilization deepen in this work could modify the situation and be the start of a durable and constructive discourse of inclusion and citizenship. Furthermore, the depth on Paulo Freire about *Conscientization* become fundamental in my research and in my personal passage from student to researcher. As he said: “the fundamental role of those committed to cultural action for Conscientization is not properly speaking to fabricate the liberating idea, but to invite the people to grasp with their minds the truth of their reality. Consistent with this spirit of knowing, scientific knowledge cannot be knowledge that is merely transmitted, for it would itself become ideological myth, even if it were transmitted with the intention of liberating men. The discrepancy between intention and practice would be resolved in favor of practice. The only authentic points of departure for the scientific knowledge of reality are the dialectical relationships between men and the world, and the critical comprehension of how these relationships are evolved and how they in turn condition men's perception of concrete reality”. So I found in Freire what I found in the field: critical action and perception of society is not only something related with intellectual effort alone (that is fundamental in any case), but through praxis too. In this sense I can see through my experience the authentic union between action and reflection.

Are here made explicit the research question: can cognitive mobilization used as structured strategy to deal with institution in a more democratic way, allowing a real understanding between subjects and transform communities efforts into a substantial and legitimated decision power?

The last part reviews under the theory and question research light the two cases chosen and, moreover, the participatory processes carried out. After a wider discourse about insurgent movement and their importance inside planning processes, the chapter 5 focused on the Simeto River Valley PAR aimed to the construction of a River Agreement as new system of governance and the chapter 6 is dedicated to the Arrábida Case Study and its “lessons” for the Simeto River: first of all that, participatory processes, both successful or not, needs of pre-conditions to put it into effect as underlined by Bonafede and Lo Piccolo (2010): “to create the ‘premises’ for the construction of a public space of democracy that can allow and nurture a real communicative turn in practice. The Habermasian (Habermas, 1981, 1989) substantive norm, which is associated with the idea of public interest, fails because of its ‘level of abstraction’ and because it represents a restrictive model that does

not apply to most collaborative decision-making processes (Hillier, 2003). [...]it also fails due to the absence of a basic level of access to citizenship rights and material needs (housing, water supply, work, education) that are the indispensable ingredients (or, as we say, pre-conditions) for Arendt's space of democracy, which is the (physical and metaphorical) arena where participative practices can really take place and flourish"; secondly, even if a genuine and productive participative arena took place, there is not the same certainty about the real and deep understanding between subjects.

In the last chapter deepen my personal work as *Participant Observer* in the Arrábida Case-Study and my *direct and personal involvement* inside the PAR in the Simeto River carried out through log-books, research homework, open interviews about five of principal questions: the environmental programs in Portugal-Italy; the community engagement; the water management and conflict; the participatory of communities inside planning processes, the sustainable development and future scenarios.

A final discussion underline that insurgent planning cultures dealing with top-down planning trying to solve conflict and to create new forms of tools and shared values could be the right answer to understand how it is possible to construct more sustainable forms of live. In this sense, this cases over light another aspect: the wishes of these practices to be part and to be recognized by institutions and the necessity to gain a sit into the decision making discourse.

What is sure is that the reduction of the explicit conflict reveals the hidden conflict behind every the participatory processes, and that the capability to be a strong link between community and institutions and the capacity to translate instances from community in real projects for institutions are not sufficient (individually) to impact the institutional decision making point of view.

Astratto/ Resumo

La tesi sostiene che, mentre molte teorie di pianificazione si sono concentrate sulle differenze, il multiculturalismo e risoluzione dei conflitti sociali, non c'è ancora sufficiente approfondimento su come queste differenze possano restare profondamente irrisolte e come questa debolezza possa essere fortemente legata a razionalità contrastanti e a una sorta di "slittamento dei livelli di senso" o "equivoci" cognitivi tra i soggetti coinvolti (Bourdieu e Wacquant, 1992). Soprattutto in termini di conflitti urbani espliciti, generati non da opposti interessi economici o differenti volontà politiche, ma semplicemente da differenti background culturali e comportamentali, il livello cognitivo di comprensione tra le persone coinvolte ha un ruolo fondamentale in termini di consapevolezza e di efficacia delle scelte.

Dunque il legame tra pianificazione, governance, contesti istituzionali e partecipazione delle comunità è, prima di tutto, una questione di reciproca, profonda e vera comprensione, piuttosto che la continua ricerca di nuovi strumenti e politiche.

Partendo dalla convinzione che i conflitti siano una fonte incredibile di soluzioni creative e inaspettate all'interno dei contesti urbani, dei sistemi di pianificazione e di condivisione di valori, questo lavoro si propone di sondare come la *Mobilizzazione Cognitiva* (Dalton, 1984), per la cura e la protezione di un bene comune, può essere in grado di guidare una comunità nella lotta per i propri diritti, permettendo l'acquisizione di conoscenze politiche e abilità specifiche per il raggiungimento di decisioni condivise collettivamente, la costruzione di nuove forme di azione politica dal basso, nuove processi di educazione (Dolci, 1974) e ampliamento culturale contro il prevaricare di *Egemonie* politiche e sociali (Gramsci, 2007).

Utilizzando metodi quantitativi e qualitativi, l'autore presenta due esperienze di pratiche insorgenti provenienti dall'Europa meridionale: (1) un tradizionale Caso-Studio nell'area marina protetta dell'Arrábida, in Portogallo, per illustrare come la mobilitazione cognitiva, volta alla genuina e profonda comprensione delle istanze portate avanti dalla collettività, può realizzare forme di partecipazione che, guardando ai problemi in termini di risorse, permettono alla comunità di collaborare democraticamente cercando soluzioni nuove e condivise in grado di modificare profondamente un piano istituzionale il quale, a causa di una profonda contrapposizione tra poteri gioco e valori espressi, ha generato forme di conflitto dichiarato, ma anche latente; (2) un caso di Participatory Action Research nella valle del fiume Simeto, in Italia, dove le comunità locali, attraverso una forte mobilitazione collettiva, sono state in grado di difendere e curare il fiume Simeto, il più grande in termini di bacino idrogeologico in un territorio caratterizzato da scarsità idrica come la Sicilia, minacciato dalla scelta istituzionale di collocare un inceneritore proprio in un'area fortemente incentrata sull'agricoltura, per il suo sostentamento economico, e profondamente legata al paesaggio circostante, in termini di riconoscimento e senso di appartenenza.

Questo lavoro può avere importanti implicazioni sia per la teoria, che per la pratica di pianificazione. La scelta di un approccio multi-disciplinare, inoltre, aiuta nella comprensione di come sia possibile trasformare l'antagonismo in spirito competitivo tra soggetti, diversi per natura e per cultura, concentrandosi principalmente sul rispetto e l'apprendimento reciproco, sulla costruzione di processi veramente inclusivi e sulla scelta di soluzioni davvero condivise.

A tese argumenta que, embora muitas teorias de planejamento focado vista sobre as diferenças, o multiculturalismo e resolução de conflitos sociais, não há confirmação ainda o suficiente como essas diferenças podem ser resolvidos e quão profundamente essa fraqueza poderia ser fortemente ligada à racionalidade contrastando com uma "derrapagem cognitiva" planeja significado (Bourdieu e Wacquant, 1992). Especialmente em termos de conflitos urbanos explícitos, gerados pela não oposição dos interesses económicos ou vontade política, mas simplesmente e diferenças naturais de, a nível cognitivo cultural e comportamental de entendimento entre as pessoas envolvidas têm um papel fundamental em termos de sensibilização e escolhas eficácia.

Então necessidades de trabalho enfatiza que a ligação entre o planejamento, governança, contextos institucionais e participação da comunidade é, antes de tudo, uma questão de entendimento mútuo profundo e genuíno, em vez de nova forma de ferramentas e políticas.

Com base na convicção de que os conflitos são uma fonte incrível de solução criativa inesperado para ambientes urbanos, sistemas de planejamento e partilha de valores, este trabalho tem como objetivo investigar como uma *Mobilização Cognitiva* (Dalton, 1984) de uma comunidade, para cuidado e proteção de um bem comum, pode ser capaz de "lutar por um direito" em termos de aquisição de recursos políticos e habilidades para atingir as suas decisões, e da construção de uma nova forma de poder em si, através da educação (Dolci, 1974) e da cultura contra um "discurso dominante" (Gramsci, 2007).

Usando métodos quantitativos e qualitativos, e apresenta duas experiências campo das práticas rebeldes no sul da Europa: (1) um estudo de caso tradicional de uma zona marinha protegida na Arrábida, Portugal, para ilustrar como a mobilização da comunidade, que tem como objetivo compreender verdadeiramente qualquer forma de aplicação e da procura, pode criar formas de participação que, antes de tudo, problemas de visão em termos de recursos, e depois deixou que as pessoas trabalhem em conjunto democraticamente criação de novas soluções e compartilhados capaz de mudar profundamente a nível institucional que, devido a uma mudança entre os poderes e valores, gerou formas de conflitos entre as partes, especialmente em termos de desenvolvimento económico e do ponto de tomada de decisão de vista; (2) um caso de Pesquisa Acção Participativa no vale do rio Simeto, Itália, onde as comunidades locais, através de uma mobilização forte foram capazes de defender e teve o cuidado de o rio, o maior em termos da bacia em um território a escassez de água, ameaçada pela escolha institucional para um incinerador localizado em um vale fortemente baseada na agricultura para a sua subsistência econômica, e profundamente conectada com a paisagem, para o seu reconhecimento e um sentimento de pertença.

Esse entendimento, sugere-se, tem importantes implicações para a teoria e prática do planejamento. A escolha de uma abordagem multi-disciplinar, este artigo tenta explorar se e como transformar o antagonismo entre inimigos em espírito competitivo entre os assuntos, diferentes em natureza e cultura, com foco no respeito e na aprendizagem mútua e construção processos verdadeiramente inclusivas e escolhas realmente compartilhada.

PART I

THEORETICAL FRAMEWORK STARTING FROM THE “FIELD”

“We have to take certain things as read. We have to fall back on routines in which previous thought and sentiment has been sedimented. It is here that the full importance of reflection-on-action becomes revealed. As we think and act, questions arise that cannot be answered in the present. The space afforded by recording, supervision and conversation with our peers allows us to approach these. Reflection requires space in the present and the promise of space in the future” (Smith 1994: 150).

1. Reviewing literature across experiential paths

The issues that I want to explore aroused through two different experiences into the field: first one, already closed, in the Librino affordable housing suburb where the failure of a participatory requalification process has given rise in me the need to understand, overcoming the obvious causes, the deep reasons why this failure, what the core questions, teachings learning (or not), and possible solutions; the second one, still in making, in the Simeto river valley where, through participatory processes sprung from the bottom, people are trying to frame and translate into concrete actions the Simeto River Agreement for the environmental protection and the economic sustainable development of the valley.

My research followed mainly inductive paths that lead me to explore the participatory planning processes and the participatory action research field, set particularly attention to the fundamental relational-cognitive feature, values and democratic implication of communities involved inside a hidden conflict context.

Furthermore, I analyze these themes also under the light of a research experience abroad. In particular, I took part to the ‘Grupo do Mar’ work, focused on the modification and systematization of the Marine Park Professor Luiz Saldanha regulation, in the Arrábida territory, Portugal.

Beside this experiential works into the field, I felt the necessity to search answers in a broader theoretical framework and literature review. I needed to have a strong structure to systematize my experience, give it coherence and boundaries; I desired to understand what was in the background, what was invisible to my eyes...what I was missing.

1.1 Exploring appropriate theory's flows

Only in the last twenty years experienced broader forms of people involvement inside planning processes were experienced. This happened because of two main increasing planning aspects: first of all, the reflection on urban planning as a policy, made by a multiplicity of actors and irreducible to a pure and simple technical rationality; second of all, the growing of conflicts and the raising of a lot of citizen movements, excluded from the decision making plays about plans and projects. This demonstrates the people necessity and the desire of a wider and stronger participation.

Starting from these previous assumptions and requests to achieve concrete results, and considering my interest and my personal experience, I started to explore the fields of participatory planning and participatory action research (PAR).

Processes and policies based on this type of instruments are long-reaching, increasingly fashionable in the discussion of that govern professional practice, and are increasingly at odds with the need to investigate, within them, the relational and communicative plan through which they are (or should be) implemented. These type of approaches to planning are, in fact, extremely communicative and based their sense in the dialogue with the entire subject involved in the decision making process. This character of planning was my theoretical depth starting point.

In a relational approach it's necessary to read participation as a process and then to assess every dimension. It's not a trivially involvement tout court of citizens to qualify the participation neither only its modality, quantity and quality, but also the political context in which this involvement took place, the social and cultural implications, the production of public and social space, the thinking about cohabitation forms etc...The real aim is the process itself: the protagonist of habitants, the possibilities and capacities to take part into their context, the collective production of ideas and projects, the mutual help and mutual learning. But it's also true that:

“consultation with ‘the community’ is thought to deliver improved policy or decision-making processes with many positive outcomes at the neighborhood level [...] While this perspective emphasizes the potential for positive change, it ignores the difficulties that many community members and practitioners experience in creating a collective voice; many communities are neither homogeneous, nor inclined to work together. It also does little to recognize the high levels of skill and determination that are often required to achieve such outcomes” (Beebejaun Y., Vanderhoven D., 2010: 289).

Therefore learning to participate is not automatically. Before every attempt to find solutions or agreements, people have to find their way to communicate and to understand each other.

According to Lo Piccolo, starting from the juxtaposition of the values system and its irreconcilability, emerges frequently the necessity of an accordance, even if partial, rather than the obtainment of a consensus, in any case deaf to the needs of minorities voices(e.g. Lo Piccolo F., 2013). Furthermore, when communication is directed to the production of beliefs aimed to the consensus against the established power rather than an effective construction of accordance between different subjects, this causes forms of meaning systematically distorted and forms of hidden conflicts.

So inside the communicative relationship, we have to try to find the general assumptions of rationality and truth that, if explained, allow us to distinguish the authentic communication from the distorted. Hence the habermasian ‘communicative action’ is more oriented to understanding rather than the pursuit of interests (Habermas, 1981).

This type of action, as Healey explain on her ‘sensitive planning theory’, is fundamental for a democratic planning. Besides, the role of planners is to empower people to persuade politicians, bureaucrats, and experts to 'listen' to their demands, and to criticize what the state is doing on their behalf.

“Planners need to develop the capability to enter into the 'assumptive worlds' of those with whom they interact, and to make their own 'world view' available to those with whom they relate. This means understanding not only what is said, but why it is said and what this means to the speaker. This requires 'getting behind' the position of 'the other and looking at the situation from his or her point of view” (Healey & Gilroy, 1990).

I believe that its more useful to think on the understanding plane and try to find the reasons of this failure. It is important to underline with this work that probably there was a sort of slipping of meaning plane and the communicative and relational aspects were deeply different between subjects involved. Policies and tools more often suffered of a sort of lack of common sense (in terms of deep comprehension) or shared values (Bourdieu & Wacquant, 1992).

One specific issue is the language used for communication and the meaning that it is given to single words (concepts, values etc...). Many scholars have addressed such an issue.

A major contribution is given by Wittgenstein in his *Tractatus Logico-Philosophicus* . Nowadays many scholars agree with him on the fact that there is not a unique relationship between words (form or “dress”) and the deep meaning that it is meant by the person using the words. We can read a fully explanation by the following quote:

“Man possesses the ability to construct languages capable of expressing every sense, without having any idea how each word has meaning or what its meaning is--just as people speak without knowing how the individual sounds are produced. Everyday language is a part of the human organism and is no less complicated than it. It is not humanly possible to gather immediately from it what the logic of language is. Language disguises thought. So much so, that from the outward form of the clothing it is impossible to infer the form of the thought beneath it, because the outward form of the clothing is not designed to reveal the form of the body, but for entirely different purposes. The tacit conventions on which the understanding of everyday language depends are enormously complicated” (Wittgenstein, 1922: preposition 4.022).

Having set that, the problem from a communicative prospective is: since dialogue always occurs between different subjects the problem is whether or not the use of the same words with the same deep meaning. This is central in Habermas and in his ‘Communicative Action’ theory.

He considers the linguistic communication as the basis of interaction rules that determine human actions. In particular, he is interested in the universal models of this act as a collection of saying and doing; thus he underlines the dual character of the communication.

Furthermore, when communication is directed to the production of beliefs aimed to the consensus against the established power rather than an effective construction of accordance between different subjects, this causes forms of meaning systematically distorted.

So inside the communicative relationship, according to Habermas, we have to try to find the general assumptions of rationality and truth that, if they are explained, allow us to distinguish the authentic

communication from the distorted. Hence the communicative action is oriented to understanding rather than the pursuit of interests.

As Habermas underline (1986), in the democratic formation of will, communication aims to the reciprocal understanding between free and equal citizens. When you declare social pathologies are intertwined strategic options mixed with a presupposed communicative and political awareness. In the philosopher's opinion, has been lost and torn a communicative context to be established by the parties concerned. Only if the parties involved, indeed, become conscious is possible to hope for strategic options able to repair the tearing producing concrete results.

Inside the discipline, these contributions have been recognized by many scholars, but especially Healey used these contributions as epistemological basis of his 'Sensitive planning' theory. She said that:

“meanwhile, the philosophical contributions of Wittgenstein on language and Habermas on 'communicative action' have filtered broadly across the intellectual spectrum to assist our understanding of the nature of communication and the relation between 'structure' and 'agency' in communicative acts. An important requirement for a democratic planning in the contemporary world is to 'empower' people to persuade politicians, bureaucrats, and experts to 'listen' to their demands, and to criticize what the state is doing on their behalf. The second overriding concern of this paper is to help to turn public service bureaucracy 'inside out'. A people-sensitive planning will be fostered where planners see themselves as providing a service to citizens, and the economy. This requires that planners need to learn to listen and to empathize with their various clients, without losing a critical attitude to the potential conflicts between what people want and value” (Healey and Gilroy R., 1990: 28).

An important issue is also the definition of what are the economic, social and political features and role inside the communication processes. I think also that intermediation is essential for the exchange of ideas, knowledge and values between people and interacting planning through communication is fundamental. So interaction between different subjects, according to Healey, reveals:

“(the) important dimension of the inter-relationship between the structure of society and the way people think, talk, and act within it [...] (planning) becomes interactive, using discursive communication as a key tool. Yet until very recently such communication was ignored within the planning discussion of method. It was assumed to be inevitable but unimportant. It was therefore effectively 'invisible'. Meaningful dialogue—learning the language of the client—is at the heart of effective counseling. To counsel is not to give advice or push the client down a particular path, but to let the client see himself or herself fully and through this discovery achieve personal growth” (ibidem: 21-22).

From a pedagogy point of view, an important Italian contribution comes from Danilo Dolci (1995) who linked communication with education and democracy discerning between 'transmit' and 'communicate'. From a Dolcian point of view, indeed, education is essential to the democratic

growth of the world and it is the cheapest work aimed to re-invent a new life in which everyone learns to communicate more than new learn techniques.

Thus learn each other to communicate is essential in planning processes, and in this mutual learning subjects establish different type of relationship. According to Pizziolo and Micarelli, relations are part of the events and, for this reason, they can take a broader meaning playing a fundamental role between logical thinking and invention. This "play" (in the Betesonian (1972) meaning: the "play" is free and full of creativity and it is deep different from the "game" that follows specific and strict rules) is no longer only a science, nor only an invention, but it is a way to be absorbed in the world in doing, in which can be accepted also different interpretations from the dominant one (see also the Gramsci vision in the paragraph 1.3). This is what Pizziolo and Micarelli mean by the "Art of relations" (2003). This art include and make in communication different thoughts, embracing the reason and the unreasonable in their contrasting dynamic tension, and it is the art in which the differences are transformed into an opportunity to move towards a mutual evolutionary dynamic.

The last important issue that I want raise up is the role of communication on the space. According to Lo Piccolo, meaningful participation thus not just imply maximizing the number of participants but also the establishment of a comfortable space meant to facilitate relationships to establish: a physical space that allows a relational exchange; and non-physical space which enhance inclusive dialogue. My interest is to deepen especially the second type of space, called by the author 'space of democracy' in which communication plays a decisive role for its determination.

"[...]according to Arendt (2005), the public space of democracy can be defined as the ambit where all the discursive issues can show up their many-sidedness and people can freely show up their own plurality by acting on and expressing their plural opinions. Thus, the public space of democracy coincides with the political space of freedom[...]therefore understanding a political situation means acknowledging a large framework of different viewpoints and positions from which the situation can be considered and judged [...] where the tangible space of the agora and the metaphorical space of democracy do not exist, there is no political space. Transferring this concept to debates on planning, there is no space for dialogue and, consequently for communicative (and inclusionary) planning practices, without these preconditions" (Bonafede and Lo Piccolo, 2010: 356).

I have developed these arguments, as already said, working in the field. Thus I want to take as core issues that: first, where there are no public spaces (physical and not) where people can exercise their rights as citizens and make their voices heard, there are not even practical possibilities of exchanging ideas and values democratically; second, is fundamental that exist starting conditions, regarding primary needs and rights, which allows people to act in concert in a common space.

Thus, in the 2006 some associations of Librino, a periphery affordable housing area of Catania, engaged the Department of Architecture and Planning of the University to try to build a participatory requalification project for the neighborhood.

Born as a "Newtown" organically linked to the Etna area, Librino is today a caricature of modern city where the building, dense and repetitive, is matched by a sense of urban void, resulting from the

complete failure of the green service and connectives. The morphology of the neighborhood remains, even today, marked by the boundary of the construction site, which shows the mechanisms of division implemented by the local entrepreneurship. Overall a peripheral area, often marginal as destination types then as the use, but strategically placed, in a context of strong relationships from the regional scale point of view (Faro, 1990).

DURATION OF THE PROCESS: 4 years (March 2007 - October 2010)

SUBJECTS:

- Private (Individual residents and Cooperatives)
- Associations (CGIL, Comitato Librino Attivo, La Periferica, Centro Iqbal Masih, I Briganti etc...)
- University (students / professors / researchers)
- Public subjects (Towns, IACP, SUNIA etc...)
- Religious and subsidiary subjects (Parishes, Caritas, Scout groups etc...)

PHASES: substantially three

a) Inicial phase (until July 2007)

Associations engaged University of Catania to begin a participatory process for the development of the neighborhood. Thus about ten students in Urban Planning, one teacher, one researcher and two PhD students worked together divided into three groups of work.

Area was divided into three parts, one for each group, to allow an easier job managing, and graphic and photographic inspections and “traditional studies” (like maps of uses, types, and materials used, historical maps, geological and hydro-geological maps, etc...) were the first steps of the work; in the meantime students collected some data from IACP and SUNIA archives.

About two months after, University staff presented this works, through a series of community meetings between associations, citizens, University and technicians, with the aim of arise dialogue with and between local stakeholders and complete this technical work with qualitative informations. The debate was heated and constructive: raised problems and hypothetical solutions, potentiality and possible problematic fallout from all the different point of views and try to indentify economic resources, social and environmental resources, legal implications for the proposals and ideas building together or suggested by students. Participation was large and lively.

July 16 to 20 the workshop “ Avviare progetti di comunità” represented the peak of this work. We could work with the great help of professor Kenneth Maria Reardon (Cornell University, Ithaca, NY) and we reached the awareness of needs and conflicts can be addressed realizing small interconnected actions, sustainable in terms of resources and simple in terms of realization.

Is then presented to the authorities, represented by the assessor of public works Filippo Drago, and signed by the parties, the 'Platform for Librino'. It is a document which aims to start a season of open and heated debate, to draw a path of social transformation and to ensure that Librino no longer will be perceived as "the case" in the history of urban development of the city of Catania. The result of a long and complex work of the Cgil, movements, associations, ONGs, but also the in-

dividual citizens become the head of a trigger mechanism of socio-economic and environmental regeneration, through new urban policies developed by strategic projects of small scale; as financial channel was proposed the EU funds within the POR Sicily 2007-2013.

The Platform pursues four fundamental issues: 1) the development of the neighborhood through new spaces, new squares and green paths; 2) an urban economic free zone to reach more investment, especially based on handicraft; 3) the fight against unemployment and 4) a special attention to security. The document highlights the lack of an action plan active regard specified themes, responsibilities, costs, funding, and project proposals. But there were not clearly indicated "who" and "how" achieve these instances in practice. So it was reduced to a list of claims more than a structured design program. Then, the platform had great limitations, especially in terms of the action, and it remains anchored in a way to make and structure processes that is no longer applicable today.

Analyzing the communication framework, and in accordance with the Healey's thought, two were the factors whereby planners have had to deal during the interactive dialogue process:

“Firstly, they are charged with the duty of administering a regulative system rather than providing a service to people. Secondly, in this and in the promotional and advisory work in which planners engage, planners interact with people in highly varied positions and roles”. (Healey and Gilroy R., 1990: 26).

Regarding the deep misunderstanding between subjects, happened that the relations and the role of the University inside the process was confused: rather than as a subject able to support the projects technically and procedurally, as a cultural mediator between community and administrations, University was been seen as the one who had to take charge of the social justice, the solver of all conflicts, a sort of 'strong institutional ally' through which claims and instances could be presented to the administrators, forcing the dialogue on the conflict rather than on a mutual understanding and construction of shared solutions. For these reasons, community never arrived to sit in a shared table, in a common arena, but remain a silent presence without concrete proposals, also during the few public meetings. Regard the second point, the interaction between planners and the variety of other subjects were weak and not always very emotionally involved into the dynamics process, especially in those related to the social justice. According with Bonafede & Piccolo:

“So, why did we agree to take part in it? Thomas (2005, p. 239) reminds us that there are ‘good reasons for wanting to “stay close” to practice, but staying close carries with it a danger of “going native”’ and some actors were precisely in the position of running that risk, being aware that politics might exploit the entire project and thus put it into jeopardy” (Bonafede and Lo Piccolo, 2010: 369).

The neutral point of view is a necessary requirement for the success of participatory processes and it is maybe the most difficult to achieve in some contexts:

"[...] planners need to develop the capability to enter into the 'assumptive worlds' of those with whom they interact, and to make their own 'world view' available to those with whom they relate. This means understanding not only what is said, but why it is said and what this means to the speaker. This requires 'getting behind' the position of 'the other and looking at the situation from his or her point of view" (Healey and Gilroy, 1990: 27).

The Librino participatory process was probably the first real participatory process in which the University of Catania experiments their role as research institution and as such, especially in the starting point, it was not immune to mistakes and misunderstandings. But beyond the errors, it is to recognize that it was certainly an opportunity to learn more and deep about its role inside such way of social research. For these reason, in the later stages, University tries to solve these mistakes and problems, first of all trying to reach the consciousness that:

" the dialogic process is itself transformative in the relations among participants, creating a 'sensing together' rather than the conventional consensus, whereby antagonism can be domesticated into agonism (Hillier, 2002: 289). Within this ontology, agonism recognizes that knowledge is always partial and sometimes partisan and that the search for enhanced knowledge is endless rather than exhaustive" (Brand and Gaffikin, 2007:294).

b) Second phase (until July 2008)

Develops substantially as a continuation and completion of the previous studies and process; are deepen knowledge about the properties regime, cadastral units, owners, legal renters and squatters, public areas and portions of public land illegally occupied etc ... In this phase my work, carried out by the Laboratory of Urban and Regional Planning, was to external observer of the participation and communication process developed between students and district. Various collective meetings are held at the Talita Kum Centre and are presented step by step the development of the work and the design proposals elaborated by the students.

From the communication point of view, it has been simpler to operate on the territory. Following the experience of the previous year, the first factor to highlight was the acceptance by the inhabitants of the student's presence and work (60 students for 7 months). They were considered "less dangerous" as "non- neighbors" and they were left free to take pictures and analyses. Therefore, the preliminary work of take-over and collection of physical data was easier and more complete than the previous phase.

Another important factor has the understanding, on the part of the ONGs involved, of the real interest of the University in aiming to be involved into the regeneration process.

Third factor, no less important, was the understanding by administrations of the need to talk about a "case Librino".

The exchange of mutual expectations has produced a large amount of material which, if on the one hand can be considered a good depth with regard to the accuracy of the studies conducted, on the other hand presents all the limits of an experience carried out in few time, with the total change of

the actors directly involved during the time (I'm referring to the students different every year), with a little awareness of the potential of the students design proposals which, despite the limitations, turn on the light on core and urgent issues to solve, and a lack success from the process communicative and understanding point of view. In few words: a participatory process fails if, during the process, the aim is not only to reach the final objective, but is fundamental how we can achieve it, how understand and make own the dynamics process, involving not only the economic (too many times the lack of economic resources has often been used as a pretence of 'not doing' ...) but also political, social and planning aspects. If all parties are not make own and assimilate a right way of working (different of course in every process and reality) really effective and close to the territory you belonging to, these inclusive ways of action are destined to fail. It is the field of learning the practice and its tools that has never been reached; is missed, as well as the genuine participation of all stakeholders, especially those related to the institutional and politic sphere, moreover the overcoming of the habit of acting according to the parameters of solidarity and welfare, the habit of acceptance of the reality as is. This passivity and resignation is rooted in Sicilian culture (see also the depth on Freire in the chapter 5), and prevents the development of an autonomous and involving capacity for civic action. Is missed a collaborative planning that as highlighted by Brand e Gaffikin:

“implies a shift from ‘competitive interest bargaining’ to ‘negotiative consensus building’. But, such well-intentioned prescription for governance, rooted in civic solidarity, also makes assumptions difficult to sustain empirically, including: the existence of extensive civic capacity to support the inclusivity of an informed public; the decisive role of rationality in dispute arbitration; and, perhaps most tellingly, the willingness of the powerful to participate in these open discourses when more effective and discreet channels are available” (Brand R., Gaffikin F., 2007:307).

This failure did not allow an increase in awareness neither in technical capabilities of the associations that, as a result, have never managed to be really incisive in their territory; they getting lost in the drafting of dozens of reports, often structured as a set of instances and claims than as reasoned action documents, in the continuing and few constructive dispute with the administrations.

c) Third phase (from March 2009 until October 2010)

The students of the University of Catania worked in collaboration with the students of the Cornell University, followed by prof. Deni Ruggeri, on the occasion of the workshop "Re-energizing Utopia: toward a 21th century Librino", held on 10 to 14 March 2009 in Catania, where he had come to realization of various project design proposals for the neighborhood, particularly attentive to the ecological and environmental issues, aimed to a more rational use of resources and to the use of renewable energy. This phase was very fertile from the exchange and student's joint working point of view. The involvement of associations was however very incisive. It was more an experimental laboratory between students and neighborhood than a real regeneration-action process on the territory. Few field inspections, few opportunity to exchange collectively with the ONGs... in other words, the subjects participation was reduced to those regarding the two universities and at the end, for the presentation of the final proposed, there is not the presence of all stakeholders.

From this moment, the desire and the interest in a participatory project for Librino begins to wane. The associations are unable to overcome their design and organizational limitations and their intellectual and their belonging to a politic/religious group, failing to maintain the delicate dialogue that had been established, both among the different associations than between associations and administrations, returning to their initial of disconnected and isolated operators and realities.

“[...] associations and the numerous local public operators reflect the fragmentary social nature of the neighborhood. While they intended to follow a common plan, they inevitably addressed each other, and the problem, from completely different starting points concerning values and ideas of society and citizenship” (Bonafede and Lo Piccolo, 2010: 368).

The inhabitants reiterate again that what is proposed for the neighborhood is far from the reality and that the only actions made is basically a trick used by the administration to guarantee the electoral vote.

Administrations cannot use the University support in terms of human and knowledge-design resources in a transformative and concretely proactive way.

The University, on the other hand, realizes that it is not yet able to implement certain processes, to be lack of the necessary resources to deal with the community and of not being able to overcome the conflicts born with associations, that continue to see University as the perfect subject to use, almost instrumentally, against politicians and administrations for claims and gripes. This awareness determines the University leaving out from the process. According to Lo Piccolo, there are three factors to consider:

“1. Research in planning cannot be considered a neutral and value-free activity; 2. Research in planning is a political activity (Harvey, 1999), defined and conditioned by power relations; 3. The (implicit or explicit) assumption of a kind of ethical theory influences the research activity and its results” (especially in) “an un-collaborative context, where the main lesson learned regards the need and constraint of assuming as researcher an ambiguous role, which is neither ‘with’ (on the side of) institutions nor ‘against’ (in the face of) them, exploiting the educational role in order to carry on somehow an inclusionary research project” (Lo Piccolo F., 2008: 203).

Another fundamental and decisive factor of the Librino process failure was the total disconnection between what is brought forward as instance and its deep meaning. In terms of language and intentions, there was almost complete agreement between the parties, but the deeper meaning that such requests and wishes had for each of the subjects was totally different and specific. People spoke the same language but they intend different things (see also chapter 2).

This fundamental factor was always present in all the process stages and it is accounting to various elements: the cultural and experiential background different for every actors involved, and which become a constant cannot be overcome when we try to carry out a participatory process, of course, that involve as many people as possible; different wills and interests; different meaning that a single same proposal takes referring to different subjects; various political and religious affections; etc ...

1.2 The Bourdieu's concept of Field

Summing up, arising some questions, fundamental to probe what may be the deep reasons of the failure process:

- What kind of information is exchanged?
- How people communicated? The language was clear? It was shared among participants?
- What kind of access to information?
- Information was understood in their deep meaning?
- What else ...?

With regard to the first question, for convenience we can distinguish information into three basic types: 1) quantitative information, mostly related to statistical data, percentages, parameters on the economic or housing condition, plans, project tables etc ...; 2) information qualitative, relating to the 'feel' and people lifestyles, the use of space and feelings like affection to own place, the participation degree, the influence of University within the collective imaginary, mutual expectations , etc ...; 3) mixed information as policies and instruments.

These information types was transmitted mostly by verbal and / or visual, through collective meetings, focus groups, collective presentation of project tables etc.... The language was fairly straightforward and simple, deliberately not too technical and attentive to the visual return.

From the access to information point of view, it was to be understood not only in a "physical", "touchable" sense, but also in terms of interpretation, understanding of the meaning of the information exchanged. We have to consider three fundamental factors:

- a) The conditions of observation, that is, the physical space (tangible) and space of relations (intangible)
- b) The horizons of interpretation, that is, the cultural and experiential background different for every subject involved and so its understanding and logic translation
- c) The emotional factor

These three basic conditions are those that determine the "field" in which the process took place. Field to be understood, as theorized by Bourdieu, as: the construction of a pragmatic context and vital communication and emotional exchange; where of course are collected the "data" of the process; experience artificially constructed in its possibilities and its conditions; It is the space-time of the search, which is legitimized into it.

“To think in terms of field is to think relationally [...] I could twist Hegel’s famous formula and say that *the real is relational*: what exist in the social world are relations – not interactions between agents or inter-subjective ties between individuals. In analytic terms, a field may be defined as a network, or a configuration, of objective relations between positions. These positions are objectively defined, in their existence and in the determinations they impose on

their occupants, agents, or institutions, by their present (*situs*) and potential situation in the structure and distribution of species and power (or capital) whose possession commands access to specific profits that are at stake in the field, as well as by their objective relation to other positions (nomination, subordination, homology)"(Bourdieu and Wacquant, 1992: 96-97).

According to Bourdieu, then, in societies strongly differentiated, the social cosmos consists of a set of these social microcosms relatively autonomous, spaces of objective relations in which worked logical and specific needs, not related to those that regulate other fields.

Just in terms of comprehensibility, therefore, it is probably useless to think and look for the reasons why this failure. What I think in this research is that there was a kind of 'misalignment' or 'not perfect overlapping' of the communicative-relational plan, the 'horizons' of the sense, the deep meaning of thought and wishes of those involved were completely different and continually misunderstanding, particularly when they were exchanged mixed information. Policies and instruments that people tried to build and to put in place had always suffered from this sort of lack of 'common and shared meaning' and these policies had never been implemented or developed in practice.

Reading back Librino

Beyond the intrinsic and commonplace thoughts like the different cultural and experiential background of the actors, the variety of wills and interests of parties, the belonging to different political and religious groups, etc ..., I believe that the reason why this continuous misunderstanding within the Librino process is due to the different values systems of the different people involved; systems hardly to individuate because these never emerged clearly among participants, nay, people never shared their system base values in a common stage. This fact determined a latent conflict situation, probably unconscious, that drove the process towards failure. Even worse, this latent dimension of the conflict accompanies the displayed nature of the conflict, which remains however deeply unsettled and often not understood.

According with Lo Piccolo (2013), the disciplinary reflection faces conflicts starting from the juxtaposition of multiple interests, and remains little debated the reflection about the natural irreconcilability of opposing/different values. Interests and values are often confused in terms of action and, while the interests often generate a manifest conflict, that does not happen with different values. Despite could not being clearly shown the dimension of conflict, the discrepancy in terms of values leads inevitably to the failure of processes, that seemingly in a first moment without any sort of friction. In other words, although many of these different wills coincide and converge into a single and shared goal, the realization of this does not occur in a practical and concrete plan.

The irreconcilability of different and not shared values put into deep discussion the concept of mediation. Mediation inside the communication planning is not only the instrument, but moreover the priority order and it presupposes an ideal model of communicative interaction between subjects (we refer to the Habermasian model). This communicative-dialogic approach is criticized in recent time, underlying the permanent (and natural) state of conflict within every type of social interaction and rely on radical democracy (see chapter 3) the task of transforming the antagonism between

enemies in competitive spirit among subjects, different for nature and culture, promoting a mutual respect and constructive interaction through processes really inclusive.

Hence, how carry out the irreconcilable opposition of values (after having declared and defined sincerely all the interests and personal values at stake) towards a democratic debate constructed on shared wills?

Reflecting on these reasoning, it is obvious that we cannot change the way people feel and think, neither imagine to homogenize the individuals interests, but i think I am right thinking that there is a genuine necessity to understand each other and to share these understandings with the aim to build tools and instruments really viable. Maybe is possible to act on the “field” (as Bourdieu teaches) in which occur the communicative exchange among the subjects; “field” understood as the research practical experience of the opportunity and feasibility of new policies and instruments? Maybe it is the field of the communicative exchange that has to be adapted in terms of deep understanding of all the instances raised by the community? Moreover, understanding is not only inherent to the communicative-verbal level, but it is also non-verbal, emotional, etc ... Words occur inside an emotional and experiential context not just into a vocabulary. The urban planner, with the other subjects involved into the process, can act on this context to ensure a real understanding between people?

1.3 Participative approach framework

Otherwise, participatory approach is largely criticized from a lot of point of view in these last twenty years. Reducing the field of my specific interest to Italy and Portugal, this approach become even more complex thinking about culture habits, and “Mediterranean features” that these country showed (for a more careful analysis about it, see the chapter 2).

As Balducci underlines (2013), Italy is a small country, inside which there is a small planning discipline, relatively young in academic terms, made by a practice quite extended, but formed by few people that really reflect on what it has done and what it should be done. Who really reflects rarely has practical experience. Thus, one of the characteristic of this young discipline is the rough justice. It is assumed *pro tempore* a new saving way of doing urban planning, to then destroyed it quickly using arguments as definitive as disinterested in the understanding what are the problems of this specific approach that have to be being questioned. Under the pretense of looking forwards, it is given up to learn by failures.

So, Balducci describes the current state of urban discipline, that is what happened with the participatory and strategic planning: absolutely negative opinions contrasted with avid supporters of the participation at all costs, hypercritical and problematic visions against saving and trivializing images; however, roughly and hasty opinions and not expressed by the few who really understand what has worked in this type of practices, what should be kept and maintained and what must be revised and corrected learning from mistakes. It would be more constructive to think about the practices with a critic attitude to limits and contradictions, open to learning and, at the same time, open up to a wider disciplinary and territorial world, to understand what is done elsewhere learning and using other knowledge and approaches with similar problems, finding probably not definitive solutions or

the best, but certainly building a range of experiences and reflections, good practices, that can help us to better pinpoint our reasoning in a broader perspective.

Over many years we experienced broadly forms of people and community involvement and this has happened because of two main movements: 1) the reflection on urban planning as a policy, made by a multiplicity of actors and irreducible to a pure and simple technical rationality; 2) on the other side, conflicts and movements of citizens excluded from decisions about plans and projects demonstrate the desire of more and stronger participation.

In Italy the opening through these types of policies and instruments occurs in the early '90s, with the crumble of the politic Party system as a result of Tangentopoli². Until then, urban planning was integral part of the Parties action and planners were chosen inside them, certainly not for their specific professional skills. At the same time, this opening of the country could dialogue with the British experiences of the *Community Architecture* and with American experiences of the *Community Planning*. In Italy there are not many experiences, often conducted by few groups linked to the University, but they seem to be connected to the work of key figures of Italian planning as Giancarlo De Carlo, Adriano Olivetti and Danilo Dolci.

However, the experimentation of participatory practices is alimeted through two processes: from one hand, the discussion started in the United States from the Habermas positions about the importance of communicative dimension of planning and of the consensus building through forms of open and clear dialogue (John Forester and Judith Innes are the major theorists); on the other hand, it leads substantially to positions not far away from the Habermasian, but are positions based on the relational geography of Anthony Giddens and Doreen Massey, and developed by the work of European thinkers as Patsy Healey and Jean Hillier.

During a long period these practices of involving people into plans and projects spread in favorable contexts, but with limited propagation. Why?

First of all, I think, the low impact on the real processes of cities transformation in the short time. Often local groups have able to produce significant events, collectively recognized as successes, policy documents and strategic plans which, however, when delivered to the administrative and bureaucratic machine for their concrete execution, finished to remain closed in drawers or trapped into slow and complex procedures; this not produced, *de facto*, tangible action but just disillusionment among citizenships. But, according with Balducci, the reason of this failure is not based on an intrinsically illusory character of participatory processes, neither into a path dependency of the administrative machine. It should rather go deeper.

Another issue, in fact, regards the difficulty to engage all the relevant subjects, in the wrong belief that do this can reduce conflicts and differences. But this problem can be manage from different ways: on one hand, the planning process is a policy that makes sense and it is relevant only for few actors (the planner, the commissioner, the official, etc...), less relevant from others who participate in the same "game" but in a less direct and episodic way. This produce indecisions and conflicts that we can "fix", as explained by John Elster (1993), only when we can have a single arena of discussion, recognized and legitimated by all, in which take place the processes of exchange and negotiation,

² https://en.wikipedia.org/wiki/Mani_pulite

and which allows to reach agreements also between conflicting interests thanks to what he calls "the civilizing force of hypocrisy" (everyone is driven to use topics of general interest to support his case, thus defining in this way a possible space of mediation). But this arena is still very difficult to obtain.

Third and last question is related to the use of participation because it is "fashionable", standardized, trivialized and emptied of all its principles. This theme is closely connected with the proliferation of legislation, at all levels, containing explicit requests for participation; the obligation to apply it generates as result its deformation into a simple, pure and formal consultation of a wider set of citizenships.

Then is necessary rethinking participation and moreover how does citizens' participation articulate with governance? How Neoliberalism relies on affect legitimation and citizens' inclusion to achieve hegemonic power? Neoliberalism is not simply a package of economic policies based on surplus capital, but moreover; it is a network of policies, ideologies, values and rationalities that work together carry on hegemonic power working on citizens' consent and perceptions of inclusion. For example, the water privatization policies are not only an argument of economic efficiency, but also a wider range of discourse based on values to justify the exploitation of a basic need. Is necessary, in my opinion, a new definition of civic responsibility (or something that Freire called *Conscientization*). Another discourse used to legitimize the global spread of water privatization is the propound of fee-paying citizens against free-users: water is a common good and its provide could be a basic services. In this sense, Gramsci highlight the shift toward good governance in terms of citizen participation and local government development. Understanding Gramscian *hegemony* as stabilized relations and *counter-hegemonic* effort as practices and forces that destabilize these relations, is possible perceive the contested fields of power in neoliberal inclusive governance (see chapter 5). Many have underlined how routinized participation among citizens can depoliticize communities' struggles and promote the state control of society. In this sense, grassroots movements and NGOs have always maintained a sort of *status-quo* stabilizing the relations between state and society. In this sense I found very illuminating and fundamental the Mirafteb's contribution (2009). He underlines that:

"even if in low-density democracies neoliberal governance legitimizes its dominance creating sanctioned spaces of participation, this process also permit a sort of disjunction that insurgent movements are able to use in their favor. Symbolic inclusion does not necessarily entail material re-distribution. But dominant power can make itself comfortable on the pillow of hegemony only if there is no firm social and political challenge to hegemony. Consider, for example, the processes of state decentralization. This global trend embodies the state's hegemonic strategy to contain grassroots struggles through local formal channels for citizen participation and claims. Such a hegemonic move, however, creates contradictions that can stimulate grassroots movements building deep democracies from below. Through persistent counter-hegemonic practices, these movements expose and upset the normalized relations of dominance (In Gramscian terms, they launch a war of positions)" (Mirafteb, 2009: 34).

Shift in the balance of power. Just as power has many faces, the sites where it is produced are multiple and shifting. These are the spaces for counter-hegemonic movements. As Miraftab highlights, the squatter movements in the global South, for example, show how informal settlements grows through citizens' insurgency also serve to stabilize the system. In fact, through their illegality, these settlements aimed to provide affordable shelter for poor are in the same time an opportunity for the state's political manipulation in change of needed services. Holston (2008) highlights as squatter movements breed counter-hegemonic and insurgent movements, mobilizing beyond their claiming for the right to the city and the state's control. He studied the informal settlements as arenas of insurgent citizenship in Brazil and its production of stability in state–citizen relations and of destabilization of them. These practices, as Holston explains, destabilized the old formations of differentiated citizenship using a universal citizenship and a rights-based discourse: differentiated citizenship offers equal rights to equal people and, correspondingly, unequal rights to unequal people – only the literate have the right to vote. Insurgent citizenship, on the other hand, uses Brazil's recently mandated universal citizenship – whereby all people have equal rights – to disrupt the stabilized relations produced through differentiated citizenship. Informal settlements are then the material expressions of poor citizens' insurgency and organized residents enacting their universal citizenship mobilize to claim their right to the city and livelihood. Holston emphasizes this social entanglement between differentiated and insurgent citizens. Just as the state and the civil society are never clear-cut categories, neither are the relationships between the squatters and the state, or the citizenship debates that justify them.

Then, how grassroots movements use the hegemonic system's political openings to make counter-hegemonic moves, and vice versa? Insurgent movements do not constrain themselves to the invited spaces (sanctioned by the authorities) for citizens participation; conversely, insurgent movements invent new spaces or re-appropriate old ones where they can invoke their rights as citizenship to support their counter-hegemonic interests. Fluidity characterizes these practices: through the entanglement of inclusion and resistance they move across the invited and the invented spaces of citizenship (Gaventa, 2006; Miraftab, 2009).

What are, then, insurgent citizenship practices, and how do they move across invited and invented spaces of action and rights claim? In this sense I found really interesting and emblematic the case of post-apartheid South Africa described by Miraftab (2009), where is show how citizens can be excluded materially by politics and high-classes interests even though included symbolically in governance and decision-making. Insurgent citizenship use their constitutional rights and a right based discourse to achieve their just claim to shelter and livelihood, but have no illusions about limiting their struggle to the court procedures of claim making or to the sanctioned governmental and nongovernmental channels. They use formal spaces when they are advantageous, and defy them when they prove unjust and limiting. When formal channels fail, they innovate alternative channels to assert their citizenship rights and achieve a just city.

The case is important and emblematic because in a context like South Africa was exceptionally innovative that residents act in terms of *invented* and *invited* spaces of citizenship.

“‘Invited’ spaces are defined as those grassroots actions and their allied nongovernmental organizations that are legitimized by donors and government interventions and aim to cope with systems of hardship. ‘Invented’ spaces are defined as those collective actions by the poor that directly confront the authorities and challenge the status quo. The two sorts of spaces stand in a mutually constituted, interacting relationship, not a binary one. They are not mutually exclusive, nor is either necessarily affiliated with a fixed set of individuals or groups or with a particular kind of civil society” (Miraftab, 2009: 38-39).

Insurgent citizenship practices, as observed in this case, are fluid, moving across invited and invented spaces of participation. Their activities engage both the formal and informal arenas of politics, and aim to combine the struggles for redistribution and for recognition (Fraser, 1997). In the example of their recent struggle recounted above, the insurgent grassroots use, but do not view as sufficient, the legal path to make their citizenship claim to shelter and basic services. They also literally and metaphorically bring to the public eye the inadequacy of the judicial system, by bringing its bureaucratic system to the street.

Planning practices that celebrate inclusive planning through citizens’ participation, yet remain uncritical of the complexities of inclusion and resistance in the contemporary neoliberal era are complicit in the binary misconception of civil society and public action. I will deepen this way to face the problem in the chapter 3 as *Cognitive mobilization*.

1.4 New approaches beyond participation

After this wider excursus, became necessary to look in deep the participative approach and the new reflections, references and thinking about practices, which took into account successes and failures of this approach and which are aimed to learn more and better from other experiences.

The first contribution in this sense was the movement focused on the “contract”, that is, accept commitments, that included the involvement of residents and local players, only after the detailed clarification about the real possibilities of impacting processes: rich guidelines regards plans and policies, the deep calculation of the budget available to carry out interventions etc ... This was the era of the “mediator of conflicts” as planner figure. The mediator tends to divide the task into two parts: the feasibility study of the mediation process, and the mediation itself, that starts only after the real wills ascertaining of the parties involved aimed to give feasibility to the public submitted instances. Despite the importance of this approach, it does not take into account that as far as we can find accordance in a preliminary stage, in long time planning, the administrative shifts and the inevitable change of actors, it tends to make ineffective the preliminary determination of the stakeholders availability and their continuity into the processes of participation.

In this sense is interesting to analyze the Lindblom position about participative approaches.

Lindblom (1965) highlights the intelligence and creative features which comes from the game of conflicting positions. He argues that rationality in decisions derive not so much through the specific capabilities of the subjects to synthesize common interest and to find effective solutions, but more then by its *probing* ability in which all stakeholders are involved and that gives rise to a selective process and progressive action called *partisan mutual adjustment*. This location is on one side is de-

scriptive of a intelligent democracy arising from the combination of individual and group behaviors, that we think are usually few rational; on the other side it is prescriptive to recommend inclusive processes that facilitate interactions and allow the achievement of more rational solutions, because these are subject, from the beginning, of the probing and partisan mutual adjustment process. Lindblom also states that, in the transition from the descriptive to the prescriptive dimension, conflicts between different stakeholders are irreducible. But this irreducibility does not limit the process, but rather it feeds partial agreements that produce just incremental changes. In this sense, for Lindblom, planning become very strategic if, relying on the intelligence of individuals and groups in pursuing their objectives, it replaces the interaction to the analysis and then it accompanies, rather than drive, the processes of social change.

Another interesting concept is to be found in the field of sociology. The *boundary object* (Star and Griesemer, 1989) explains how in highly divergent and conflicting contexts can arise partial agreements just around boundary objects that belong to different strategies and that do not require the completely stakeholders agreement about aims and values. These objects also are not a central part of the action strategy of each subject and then allow partially agreements maintaining positions and conflicting values. These are used as transaction objects between actors in the conflict, they are plastic in the meaning that they can adapt to different strategies and they are resistant in order to maintain a certain identity in the process.

Then, the perspective changes radically if you start from the assumption that conflicts are mostly irreducible and that the strategy for the construction of effective projects is not to try to build consensus between the actors at all costs, but rather than to try to find boundary objects solutions; in this way is possible to lead to the realization of contingent and significant actions which, independently of the consensus on the framework (description of the problem, diagnosis and goals), bring the process to success.

The planner therefore is not the facilitator in this case, or the mediator, but rather the one who has to make his contribution (and thus he has the same level of importance to all the other parties involved) in the identification of significant boundary objects that allow action without the pretense to start conflicts.

Widening the search, from this fundamental contribution of Lindblom, I came across the theory of *Trading Zone* by Peter Galison. This general concept is very useful to understand the processes of innovation and change of paradigms in science.

Galison noted that often these changes were the result of interactions between groups belonging to different disciplines that, even with goals and points of view very different, they have built forms of exchange in a “middle ground” that allowed them to communicate and create new perspectives and solutions.

The basic idea is that innovation does not occur when all parties share goals and values, but when there is an area of limited exchange, a trading zones precisely, which allow partial innovation belonging (also) to conflicting strategies. The concept is broader because we no longer speak of boundary objects, but of exchange zones (which of course can also be objects) created through simplified

languages and thin description that (opposed to thick description aimed to build consensus that often leads to the process stagnation) allow the agreement, even if partial.

Galison essentially refers to the work of Lindblom, but explains how the exchange takes place within the probing process, takes up the idea of boundary object which serving to the building of a trading zone and requiring constant "adjustments" in the course of the action. This makes me thinking on *action-research approaches* and on the *reflective practitioner* described by Schön (1983).

These implications are important because they force us to use language understood by all the players involved which, inevitably (and thankfully), possess personal background, ways of life, values, perspectives, interests etc ... totally different.

This approach allows us to look at the conflict as a resource that, unlike the participatory approaches, not pushes to want to prevent and cure it, but rather to understand:

"what we can still do even if we remain enemies" (Balducci, 2013: 126).

1.5 Conflict and power

Habermas first and then Foucault were two of the principal theorists about conflict, in particular they analyzed the relation between conflict and consensus. Their theories were central in this discourse and highlight the two side of the same coin: Habermas focalized on a "discourse ethics" and Foucault on a "power analytics" both in relations with social and political change.

Habermas, basing on Kant democratic and political contribution, underline the necessity to develop a foundation for democracy. For Habermas, Kant failed in this aim because he based his thoughts on a subject centered rationality; and as Kant, also the others (like Hegel or Marx) failed been unable to develop a universal foundation for social institutions. They failed because they wrong the right way to achieve this goal (Habermas, 1990).

For Habermas the right path is the communicative action and discourse on ethics. This theory clarifies that the process through which reaches the understanding are rational and inevitable. This process is called "*communicative rationality*" and it regards the process of consensus-building force of a discourse in which the participants overcome their subjectively biased views in favor of a rationally motivated agreement (1987; 1990). He underline that consensus is linked with the force of the argumentative speech.

"Communicative reason is directly implicated in social life processes insofar as acts of mutual understanding take on the role of a mechanism for coordinating action" (Habermas, 1987: 316).

For Habermas in action oriented to getting understanding, the claims legitimacy are always utterly raised, are a sort of universal claims placed in the general structure of the communication. This occurs because human beings are considered commonly as democratic beings, so the validity of these claims is true if define consensus without force. Habermas affirms that in a contested decision cannot meet the consent of all participants in a practical discourse unless all the influenced people can freely accept the consequence and the effects of this controversial choice for the satisfaction of

each interest. In this sense the “better argumentation” is the only thing that can force people and ensures in the same time that all concerned take part in principle (ibidem).

Flyvbjerg underlining that following this Habermasian model, power and citizenship are defined in terms of involvement into the public debate. This model could be confused with a sort of contingent bargain or a sort of strategic negotiation of compromises within conflictual interests. Flyvbjerg sustains that Habermas theory missing in its recourse to ultimate normative justification (2001).

Habermas saw the new social movements as agents of communicative rationality and transformation in the public field. He highlighted that the discourse is grounded on procedural and on impartiality of the judgment process and not in a substantive rationality.

“Habermas is a universalistic, “top-down” moralist as concerns process: the rules for correct process are normatively given in advance, in the form of the requirements for the ideal speech situation. Conversely, as regards content, Habermas is a “bottom-up” situationalist: what is right and true in a given communicative process is determined solely by the participants in that process. As a consequence, the study of processes for dealing with power by establishing consensus, and the validity claims on which the processes are built, stand at the center of Habermas work. Habermas view of power and democratic process is directly linked to judicial institutionalization” (Flyvbjerg, 2001: 91).

This vision of power centered in law and sovereignty is completely in contrast with the power idea of Foucault. In the Foucaultian vision, power has to be free from the Habermasian juridic-discursive vision. He underlines instead that many times institutional reforms alter behaviors in the sense that Habermas theory of power lack of an agreement between ideal and reality, between intentions and their implementation (Foucault, 1980).

According with Foucault, the Habermasian theory describe an utopist world regulated by communicative rationality without describe how get closer to it. He doesn't say nothing about the relations of power and the barriers that it create to communicative rationality; nothing about how power could change to make real modification of institution and education, to improve welfare or to enforce the basic of human rights; in few world how power could produce political change.

Moreover, communication is all the times penetrated by power and is with is rhetoric often it is more directed to maintain private interests than seek freedom from domination and consensus. For example: eloquence, hidden control, charisma, and dependency relations between participants etc... In this sense Habermas was defined by many as a utopian.

“Studies of struggles over the actual writing, implementation, and modification of real constitutions in real societies prove this account – with its emphasis on conflict-free phenomena like “good experiences, “vision” and “pride” – to be far from sufficient. 40 Something infinitely more complex is at work in real-life situations, perhaps because humans are more complex than Habermas homo democraticus. People know how to be, at the same time, tribal and democratic, dissidents and patriots, experts at judging how far a democratic constitution can be bent and used in nondemocratic ways for personal and group advantage” (Flyvbjerg, 2001: 95).

Any society and politics reality have different procedures to deal with conflict that cannot be resolved by argumentation, even if perfectly rational. Despite this utopian vision, Habermas remain fundamental in the theory of power for his attention on values and on communicative problems. Beside this, he continues to ignore the arising problems regard identity and cultural divisions, without pay attention for example to minority groups or new social movements, universalizing democracy problems. In a real vision of power, the struggle is addressed from case to case and in relation of the specific socio-historical context. In this sense the meaning of Democracy in the future is not fixed and has no definition. Is certainly instead that pay attention to relations of power that we may achieve more democracy.

Foucault pays more attention to this question and on real politics, but he was weak on referring to generalized ideals. As Habermas was criticized to being utopist, Foucault was criticized to being relativist. He overcome these critics affirmed that norms are contextually grounded. He affirmed that every abuse of power, at the end, give new impetus to the work of freedom (Foucault, 1984; 1986). In the Foucaultian vision, history allow us to be aware of social measures that can create discontent or oppressive relations of power, and those which can create satisfaction and improve democracy. In this sense, then, people can to opposite or to promote these measures. He based his thought on a practical and simple question: what is good and what is bad for humans? This core question is what Aristotele called *phronesis* and become the base of the subsequent work of Flyvbjerg about power and democracy (see the next chapter).

This human attitude to choice is based on context, its interpretation and its relations of interests among people, articulated in different social groups, with different perceptions and views. For Foucault social and historical features affected the context, become a wall against relativism and the base for action. He critics Habermas because permission of power by law is inadequate, and inadequate is also the juridical systems totally out of place with the new methods of “modern power”: institutional policies and plans no guarantee freedom, equality or democracy if they are established with the Habermas vision of power (ibidem). According with Foucault, the problem is not to trying to dissolve the relations of power in an utopian perfectly way as Habermas thought, but work on rules, laws, techniques of managements and ethic trying to allow us to play games of power in a more democratic way. Flyvbjerg analyzing the Foucault works said:

“Foucault overestimates his differences with Habermas, for Habermas also believes that the ideal speech situation cannot be established as a conventional reality in actual communication. Both thinkers see the regulation of actual relations of dominance as crucial, but whereas Habermas approaches regulation from a universalistic theory of discourse, Foucault seeks out a genealogical understanding of actual power relations in specific contexts. Foucault is oriented toward *phronesis*, whereas Habermas orientation is toward *episteme*. For Foucault praxis and freedom are derived not from universals or theories. Freedom is a practice, and its ideal is not a utopian absence of power. Resistance, struggle and conflict, in contrast to con-

sensus, are for Foucault the most solid bases for the practice of freedom” (Flyvbjerg, 2001: 102).

The establishment of a concrete genealogy understanding about power opens possibilities for action by describing the genesis of a given situation and showing that this particular process is not connected to absolute historical necessity. Foucault’s genealogical studies of prisons, hospitals, and sexuality in fact demonstrate that social practices are more creative than a set of subsequent fact and adaptation in the history; these may always take an alternative form, even where there is no basis for voluntarism or idealism behind. His emphasis on marginality and domination makes his thinking sensitive to difference, diversity, and the politics of identity, features that today are crucial for understanding power and affecting social and political changes. He also highlights that, referring to Habermas use of court cases as a model for such assessment, exclusion of ethnic, cultural, national, and gender groups from the public sphere needs to be evaluated by the discursive norms and standards of the public sphere.

As the author underlines, such settlement is not dependent in the individual case on mutual understanding or agreement between the parties involved in the court case, as Habermas says it is. It is, instead, dependent on an understanding by the parties that once the arguments have been heard and the judge has they will have to live by this ruling, whether they like it or not. If they choose not to respect the ruling, the judge is backed by an elaborate system of sanctions, and ultimately by police force and prisons. Thus court cases are typically settled by power, not by mutual understanding and agreement. Agreement would, in this sense, be forced.

So even if one could imagine the existence of what Habermas calls a “political public sphere un-subverted by power,” such a sphere could not be said to be free of power since it was established through a claim to power. Power is necessary to limit power and it is a basic condition for understanding issues of exclusion and inclusion in a democracy.

As highlight by Flyvbjerg (ibidem), Foucault and Habermas agree that rationalization and the misuse of power are among the most important problems of our time. They disagree as to how one can best understand and act in relation to these problems. Habermas approach is oriented toward universals, context independence, and control via constitution writing and institutional development. Foucault focuses his efforts on the local and context-dependent and toward the analysis of strategies and tactics as a basis for power struggle. The value of Habermas approach is that it contains a clear picture of what Habermas understands by “democratic process,” and what preconditions must be fulfilled for a decision to be termed “democratic.” His scheme can be used as an abstract ideal for justification and application in relation to legislation, institutional development, and procedural planning. The problem, however, is that Habermas’ work contains little understanding of how power functions or of those strategies and tactics which can ensure more of the sought after democracy, providing us with little guidance as to how such implementation could take place. The value of Foucault’s approach is his emphasis on the dynamics of power. Understanding how power works is the first prerequisite for action, because action is the exercise of power. And such an understanding can best be achieved by focusing on the concrete. The problem with Foucault is that because understanding and action have their points of departure in the particular and the local, we

may come to overlook more generalized conditions concerning, for example, institutions, constitutions, and structural issues.

“From the perspective of the history of philosophy and social theory, the difference between Foucault and Habermas lies in the fact that Foucault works within a particularistic and contextualist tradition that focuses on conflict and has its roots with Aristotle via Machiavelli and Nietzsche. Foucault is one of the more important twentieth-century exponents of this tradition. Habermas is the most prominent living exponent of a universalistic and theorizing tradition that focuses on consensus and derives via Kant from Plato. In power terms, we are speaking of “strategic” versus “constitution” thinking, about struggle versus control, conflict versus consensus” (ibidem: 105).

There is evidence, however, that social conflicts themselves produce the valuable ties that hold modern democratic societies together and provide them with the strength and cohesion they need; that social conflicts are the true pillars of democratic society. Governments and societies that suppress conflict do so at their own peril. In a Foucaultian interpretation, suppressing conflict is suppressing freedom, because the privilege to engage in conflict and power struggle is part of freedom. If societies that suppress conflict are oppressive, perhaps social and political theories that ignore or marginalize conflict are potentially oppressive, too. And if conflict sustains society, there is good reason to caution against idealism that ignores conflict and power. The more democratic a society allows groups to define their own specific ways of life and legitimates the inevitable conflicts of interest that arise between them. Political consensus cannot be expected to neutralize particular group obligations, commitments, and interests.

With the plurality that a contemporary concept for democracy must contain, conflict becomes an inevitable part of this concept. In strong democracies, distrust and criticism of authoritative action are omnipresent. Moral outrage is continuous, because actual authorities inevitably violate whatever ideal norms civil society has for justice. Democracy guarantees only the existence of a public, not public consensus. A strong democracy guarantees the existence of conflict. A strong understanding of democracy must therefore be based on thought that places conflict and power at its center, as Foucault does and Habermas does not. This is not to reject the importance of the public sphere as a bulwark of freedom. Nor is it to deny that Habermas work has value, especially in a time when most philosophers have given up on the high ambitions for philosophy and social science that Habermas still pursues, for instance regarding universal grounding of our thoughts and actions.

Even if such ambitions cannot be fulfilled, the history of philosophy and science shows that we have much to learn from attempts at doing so. It must be said, however, that forms of public life that are practical, committed, and ready for conflict provide a superior paradigm of democratic citizen virtue than do forms of public life that are discursive, detached, and consensus dependent. For those who see things this way, in order to enable the public sphere to make a serious contribution to genuine democratic participation, one would have to tie it back to precisely what it cannot accept in Habermas interpretation: Foucault’s focus on conflict, power, and partisanship.

Philosophy and psychology helped me to understand one of the reasons why this misunderstanding exists. The cognitive closure mechanism is the working through which people are convinced that only certain things are understandable by belonging and thinking like the majority, and then, is the human desire to eliminate ambiguity and arrive at definite conclusions (sometimes irrationally). The trap of cognitive closure inside a reality in conflict could conform the people's thoughts and blow out every creative form of expression.

“Cognitive closure mechanisms work parallel with social and economic closure mechanisms, often reinforcing them; (moreover we have to consider) the democratic implications of these cognitive closure mechanisms, related to representation, inclusion, and accountability” (Hansen and Saglie, 2010: 409).

For example:

“Communicative planning literature has discussed how to prevent social closure and how to improve access to planning processes for all parties interested in urban planning. The norms and measures discussed have to some degree been institutionalized into planning laws and been implemented in professional practice” (Schaap , 2007 ; Hanssen and Saglie, 2011).

But happens that, even though a participative process is widely grown and approved from people involved in, decisions among participants haven't a direct and operative reflection on territory. People take shared decisions but, more times, don't understand really each other, allowing, at the end of plays, the process failure or the hold of wrong choices. Where's the leak? Are real shared good solutions? Is possible a real democratic participation?

This mechanism is strongly linked with the theme of conflict. When apparently there isn't a conflict, often is because people do not work together to really understand the problems in its dept, and simply accept decisions not build democratically, but imposed from other actors with a “bigger persuasive voice”. In these cases it couldn't be so simple to work in a really participative way to construct really shared solutions.

From this point of view, I want to focalize this work on a specific type of conflict. In the contests where there isn't a strong culture of participation and where responsibilities aren't democratically and equally divided between citizens, the development of non explicit or hidden conflicts is natural and dangerous. It's clear that cognitive aspects among participants are the key of the processes. Moving from these reasoning to the practices observed in this document, emerged that, against this type of jeopardy, people involved in participatory processes and, even more, in PAR processes, developed new forms of action based on an enlargement of their cultural, political, procedural, bureaucratic, etc... capabilities. Probably a great influence on this phenomena are: from one hand, the expansion of informational resources related to the rise, spread, and reach of modern electronic mass media and information technology, and, from the other hand, the increase and spread of intellectual skills linked to the rising levels of education and cognitive demands in modern occupations. What is decisive, rather, is that a non idealistic point of departure must take account of the

fact that both positions are possible, and even simultaneously possible. In an empirical–scientific context, which Habermas elsewhere says should be the touchstone of philosophy, the question of communicative rationality versus rhetoric must therefore remain open.

Then:

Starting research issue

How communication takes place, and how power operates?

Is communication characterized by consensus seeking and absence of power?

Or is communication the exercise of power and rhetoric?

How do consensus seeking and rhetoric, freedom from domination and the exercise of power, eventually come together in individual acts of communication?

How are the possibilities through which manage the slip of ‘meaning planes’ in the interactions between subjects, in contexts where cultural tradition hides the dimension of conflict and antagonism, which remains latent, not manifest or inexplicit, and which undermines the process efficacy?

May these opportunities can be found or develop in a democratic field within policies, shared values, practices and / or “creative” tools built collectively from the bottom?

2. Making a methodological choice

“When paradigms enter, as they must, into a debate about paradigm choice, their role is necessarily circular. Each group uses its own paradigm to argue in that paradigm’s defence.

The resulting circularity does not, of course, make the arguments wrong or even ineffectual. The man who premises a paradigm when arguing in its defence can nonetheless provide a clear exhibit of what scientific practice will be like for those who adopt the new view of nature. That exhibit can be immensely persuasive, often compellingly so. Yet, whatever its force, the status of the circular argument is only that of persuasion. It cannot be made logically or even probabilistically compelling for those who refuse to step into the circle”
(Kuhn 1962, p. 94).

Starting from the first questions raised with the Librino experience (see chapter 1), this work is methodologically divided into two parts based on two field experiences of insurgent practices in the southern Europe: (1) a traditional Case-Study of a Marine Protected Area in Arrábida, Portugal, to illustrate how a community mobilization, that aims to understand really every form of instance and claim, can realize forms of participation that, first of all, sight problems in terms of resources, and then allowed people to work democratically together building new and shared solutions able to modify deeply an institutional plan that, due to a displacement between powers and values, generated forms of conflicts between stakeholders, especially in terms of economic and decision making point of view; (2) a case of Participatory Action Research in the Simeto river valley, Italy, where local communities through a strong mobilization were able to defend and took care the river, the biggest in terms of basin in a scarcity water territory, threatened by the institutional choice to collocated an incinerator in a valley strongly based on agriculture, for its economic sustenance, and deeply linked with the landscape, for its recognition and sense of belonging to .

In both cases the participatory process started with a people’s fight against an institutional decision and continued for long time with their building work of a collaborative and inclusive process to find alternative solutions; but, as is expected, there are deep differences. In this section are underline the role and the methodological choices of the researcher; the other reasoning about are described in later chapters.

2.1 Paradigms and democracy planning

In the first chapter of this work, I needed the necessity to build a literature and theory framework that could serve as a wide supporting structure of the phenomena I experienced. Using the word of Rein & Schön (1996) I needed of a:

“[...] a cognitive / appreciative schema of interpretation [...] Or a generic diagnostic / prescriptive story [...] these images all capture important features and functions of frames, albeit dif-

ferent ones. They all rest on a common insight: there is a less visible foundation--an "assumptional basis"--that lies beneath the more visible surface of language or behavior, determining its boundaries and giving it coherence." (ibidem: 88)

For the authors, reality is framed and reframed according with the numerous and different perspectives of its inhabitants that show a multiplicity of behaviors and values. Then, in a researcher point of view, is possible investigate the complexity if reality only through understand the multiplicity of these systems of values making a sort of synthesis. In this work is, from an ethic point of view, the researcher have to show clearly his/her position and methodological assumptions.

"Unless education has some frame of reference it is bound to be aimless, lacking a unified objective. The necessity for a frame of reference must be admitted. There exists in this country such a unified frame. It is called democracy." John Dewey (1937)

As I indicate in the introduction with the words of Khun, when a paradigm come to be discussed its role have to be circular and persuasive but, I find in this circularity another shade: the capacity to review and adjust this paradigm during the action and, if necessary, put it into question if the reality show us it inapplicability or, worse, its wrongness (Shön, 1983). Every paradigm was destabilized and revised when a scientific revolution occurs (for example the Copernican revolution) and it denies the Khun position regard the *normal sciences*, characterized by specific paradigms.

Then, Kuhn introduced the concept of *normal sciences* as part of his theory that scientific knowledge progresses through socially constructed paradigm shifts (Khun, 1962).

Post paradigm periods are moments where all the knowledge shows its necessity to be reorganized and reviewed in its structural body. The big discovery was the evolutionary character of the human learning and its modification according to the "fluidity" of reality.

What is the connection of these reasoning with territorial planning and environmental planning, in the specific? The connection lie in the complexity nature of these discipline; their natural and social features determine the impossibility to use a unique or a stable paradigm for policy making.

Post-normal science is a concept developed by Silvio Funtowicz and Jerome Ravetz, based on the Khun's theorization, attempting to characterize a methodology of inquiry that is appropriate for cases where "facts are uncertain, values in dispute, stakes high and decisions urgent" (Funtowicz & Ravetz, 1991). It is primarily applied in the context of long-term issues where there is less available information than is desired by stakeholders. If we focused the discussion on socio-ecological systems, Funtowicz & Ravetz stated:

"when we are confronted by the scientific enigmas and policy riddles of global environmental policies, we can no longer maintain the fiction of a 'normal' economic science. Ecological variables cannot be measured by simple analogy with the cloth fairs of Adam Smith's day. [...], science is no longer imagined as delivering truth, and it receives a new organizing principle, that of quality [...] The principle of quality enables us to manage the irreducible uncertainties and ethical complexities that are central to the resolution of issues in post-normal science. It

entails the democratization [...] the multiplicity of legitimate perspectives and commitments, and provides new norms of evidence and discourse.” (Funtowicz and Ravetz, 1994: 197).

Furthermore:

“communities will not necessarily be passive recipients of the materials provided by experts. They will also possess, or create, their own ‘extended facts’. These may include craft wisdom and community knowledge of places and their histories” (Funtowicz and Ravetz, 2003: 7).

Hence, seems to be reasonable, as Rein & Schön teach, that planning paradigms have to be framed and reframed according with the variety of subjects involved into planning process, moreover if these process are distinctly participative. This vision of science, then, include a variety of perspective inside the environmental planning dialogue that sets the way for a more constructive discourse about democracy and its implication inside environmental planning.

Specifically, for this planning inquiry: research questions presented in the first chapter, the approach to planning and to research, as well, are deeply bound with democratic principles and methodology. Then, what type of democracy I approached? I face wider this question in the Part II of this work, but in this chapter I tried to develop this theme from a methodological point of view.

Before deepen the methodology choose for this inquiry, I want only highlight another aspect about post-normal science.

James J. Kay described post-normal science as a process that recognizes the potential for gaps in knowledge and understanding that cannot be resolved in ways other than revolutionary science. He argued that (between revolutions) one should not necessarily attempt to resolve or dismiss contradictory perspectives of the world, whether they are based on science or not, but instead incorporate multiple viewpoints into the same problem-solving process (Kay et alii, 1999). His point of view is really interesting for this specific research. He stated:

“Decision making becomes what it has always been about, finding our way through partially undiscovered country rather than charting a scientifically determined course to a known end point [...] Decisions must also be made about how to deal with the inherent uncertainties, what risks to take, what contingencies to plan for, what backups to have in place. These decisions must be informed by science, but in the end they are an expression of human ethics and preferences, and of the socio-political context in which they are made. This of course arises the question, who decides? At the very least, those who might be affected by the outcomes should have some role in making the decisions” (Kay et alii, 1999: 737).

He underline the importance of free choices inside the decision making process that are not a ready-made recipe, but choices and then possible solutions are dived into the specific socio-political (and environmental) context. Then there is not a pre-configuration of a perfect way neither a unique judge. All the stakeholders have to take part to the decision making process.

Starting from the political democracy of Dewey (1927), the incorporation of democracy into planning was widely discussed by Fisher (2000; 2009). His important contribution regard how knowledge is co-produced into a deliberative process shaped using participation. Beyond the technocratic problem solving, he highlights the necessity of a collective framing, often based on conflict and annoyance. Reframing allows transformative learning through experience:

“the Role of narratives, tacit knowledge, the inter-subjective empowerment of deliberative spaces, and the complicated question of the role of emotion in public deliberation. All of these issues pertain to deliberative empowerment; none of them suggest that the task is easy. It is thus important to have a better grasp of the terrain ahead” (Fisher, 2009: 298).

2.2 Methodological approaches

As I declared, Democracy is the founding paradigm within shape this inquiry. This assumption is based on a personal epistemological choice, but moreover on the fact that environmental participatory process, as my wider framework research, implies a manifold variety of actors and different perspectives. This aspect is fundamental in the relation between the researcher and the researched. My research object is focused on the real influence on the decision making sphere of participative process build within reality in conflict.

In my experiential research field I have to deal with a lot of actors, trying to discover their system of values and hidden interest, conversing about their wishes and lives, also participating actively into their claiming rights paths.

Hence, this work aim to experience directly on the field where: 1) practices raised from the inside of the system are transforming the reality, 2) active participation of all people involved are developing new forms of shared knowledge and culture, and 3) the natural resources and social potential are supporting from local community. This personal “journey” I chose, maybe unconsciously and moreover because my natural attitude, to be contaminated by biases and perspectives while conducting the research, rather than maintaining a value-neutral position. Only deepening the theory about epistemology and research strategies I discovered that I applied the principle of reciprocity.

In this inquiry, this principle has been applied through two methodological approaches, both inspired by post-normal epistemologies: Participatory Action Research (PAR) and Case-Study Research (CSR). Moreover, thought the interweaving of these two different approaches and the interaction with different actors and communities, I had to constantly questioning my role as researcher.

Hence in a general vision, attempting to work in partnership with community members, scholars and researchers, is possible to identify and to understand deeply problems and then trying to find shared solutions...if is necessary. Balducci stated:

"it would be more constructive to think about practices with a critical attitude towards the limits and contradictions but opened to learn and, at the same time, opened to a wider disciplinary and territorial world, in order to understand what is being done elsewhere and using other knowledge and approaches with similar problems, finding probably not definitive solu-

tions or the best one, but certainly building a range of experiences and reflections that can help us to put our best reasoning in a broader perspective of breath “(Balducci, 2013: 120).

Thinking about this, the research try to build a range of experiences and reflections to share with the participants and to use as an opportunity to improve the collective learning process and build solutions more creative but strongly rooted with the local context (Pizziolo & Micarelli, 2003).

Participatory Action Research (PAR)

PAR is a research strategy founded on an intrinsic interaction between knowledge and action aimed to produce pragmatic innovation. As Reason and Bradbury affirmed:

“a participatory, democratic process concerned with developing practical knowing in the pursuit of worthwhile human purposes, grounded in a participatory worldview which we believe is emerging at this historical moment. It seeks to bring together action and reflection, theory and practice, in participation with others, in the pursuit of practical solutions to issues of pressing concern to people, and more generally the flourishing of individual persons and their communities” (Reason and Bradbury, 2001: 1)

They highlight that PAR is founded on a variety of origins beyond the original theorization of Lewin (1946) with minorities groups. Practices for social democracy based on PAR are many and deeply different: vernacular culture and traditions; Gramsci’s political works; Dolci and Freire pedagogy about education, freedom and self expression; emancipation of race and gender; experiential learning; critical thinking and forms of inquiry; etc...

So, PAR is strictly linked with empowerment, theme that I deepen in the PART II of this work, and emancipation against a prevailing reality. PAR is based on learning by doing and it underlines the strong connection between theory and practice and, from the researcher side, it supposes that research questions are shaped during the PAR processes with other participants. The cyclical nature of PAR is its fundamental process feature. Moreover, the new cycles of the PAR process does not repeat the old cycles. Rather the planning, acting, observing and reflecting of the previous cycle inform and shape the next cycle. The PAR process is therefore self-evaluative, involving a constant evaluation of its process and modifications to adjust the research problem articulation and research practice (Wadsworth, 1998). And this is possible:

“with, for and by persons and communities, ideally involving all stakeholders both in the questioning and sense making that informs the research and in the action which is its focus” (Reason and Bradbury, 2001: 2)

PAR is often used in term of scholarship engagement; terminology derives from the work of the late Ernest Boyer, who declined a wider definition of scholarship beyond research, including the scholarship of teaching, application, and integration. (Boyer, 1990; 1996). His work was successively deepened by Barker:

“Boyer used “scholarship” to indicate practices that cut across the categories of academic scholarship he had previously identified and “engagement” to suggest a reciprocal, collaborative relationship with a public entity. The scholarship of engagement, then, consists of (1) research, teaching, integration, and application scholarship that (2) incorporate reciprocal practices of civic engagement into the production of knowledge. It tends to be used inclusively to describe a host of practices cutting across disciplinary boundaries and teaching, research, and outreach functions in which scholars communicate to and work both for and with communities [...] engaged scholarship addresses problems that are broadly “public” in nature, but some may be short term and particular, while others may contribute to the common good in broad or long-term ways [...]can emphasize the processes of democratic decision making, or the substantive results of social transformation” (Barker, 2004: 124-133).

Barker also defined the various schools that over time dealt with the theme, starting from the deliberative or participatory conceptions of democracy advanced by Dewey and Habermas, (Dewey 1927; Habermas 1990) and the relation scholarship engagement with PAR :

“Participatory research stresses the active role citizens can play in the production of academic knowledge. The main difference I see between the two stems from the relative emphases on participation versus deliberation. While public scholars are more concerned with enhancing the quality of public participation in research, for participatory research the emphasis tends to be on promoting participation itself. Participatory research tends to respond to problems of exclusion by reaching out to a marginalized or previously excluded group” (Barker, 2004: 124-130).

Many practitioners and many critiques have been addressed around engaged-scholars in PAR; many assessed these combination as lacking in terms of scientific research strategy, but more oriented toward a sort of academic activism. This occur properly because PAR trough engaged-scholar trespass disciplinary boundaries and academia “iron towers” linking the intellectual pursuit with the practical concerns of everyday life and generating experiments within communities to implement collective and critical knowledge.

In this sense another concept juxtaposed with PAR is service learning. Service learning is a great opportunity for student to learn serving the community, in order to provide a pragmatic, progressive learning experience. So the benefits are reciprocal:

“Participatory action research has provided opportunities for faculty skilled in its methods to conduct research relevant to community residents’ needs while providing service learning opportunities for their students[...]By actively involving residents in each step of the research process and soliciting residents’ viewpoints regarding optimal solutions to local problems, researchers are more likely to identify strategies that will evoke broad-based citizen support as well as official endorsement [...] By sharing control over the research process with local residents, action research begin to overcome the distance established by previous campus-controlled community work. [...] (Students) also learn about the opportunities and the dilem-

mas that arise with campus-community partnerships. They obtain hands-on experience working with local community leaders on the resolution of critical community concerns, thus enabling them to be more skilled and confident professionals when they enter the working world. They become more informed citizens by facing, often for the first time, the harsh realities and limited opportunities of life in very poor communities. In interdisciplinary projects, they learn to work collaboratively with other students across traditional academic boundaries” (Reardon, 1998: 59-60).

Another father of PAR was William Foote Whyte (1981; 1989; 1991). Whyte and Reardon highlight that the relationship between PAR and the wider community of learners and practitioners is based on contextual and mutable paradigms which show into the practice their intrinsic necessity to be reframed and reviewed continually.

“The standard model is paradigm-drive research: whether pure or applied, the research design is controlled by professional researcher following some theoretically oriented strategy. PAR is client-centered research in that it is focused on practical problems of importance to the client organization. PAR is controlled neither by the client nor by the professional researcher, but neither is out of control [...] (they) work together in defining the problems in ways appropriate for research and in gathering the data, as well as in the analysis and action phases of the project [...] Can we really place ourselves in a stream of knowledge whose clear direction can be mapped intellectually? Or should we visualize ourselves in a morass, trying to discover a way out? [...] we need to expose ourselves to new social experiences. Instead of assuming that we must devise critical hypotheses and also predict what the data will reveal, we should open our world of experience to creative surprise” (Whyte, 1989: 382-384)

This continuous reframing of paradigms doesn't mean that there isn't scientific knowledge or epistemological criteria through which evaluate and validate the quality of research. For example Reason and Bradbury individuated five dimensions through which evaluated PAR project highlighting that:

“The danger here is that core-searchers create a defensive inquiry that guards against the discovery of the new. Quality inquiry will courageously seek ways of challenging preconceptions and deepening contact with experience. Presentational knowing grows out of experiential knowing and provides the first form of expression through story, drawing, sculpture, movement, and dance, drawing on aesthetic imagery” (Reason and Bradbury, 2001: 195).

Then, thinking about my previous questions about participation and democracy, about values and understanding between people, I want try to understand: who is allowed to participate and how? People changes their way of acting and why? What and how they learning? What this inquiry produce? Regard the first question, it important to underline that PAR is strictly linked with democracy and then with the relations of power. In fact, this strategy allowed a participatory democracy that acts directly against whom old power in social systems, both legitimate and illegitimate (Busza,

2004). Regard the second and third, a wide part of this work is based on communication, mutual understanding and communicative features that characterized projects based on participatory processes and strategies. And referring to Kemmis, the first step in action research is:

“the formation of a communicative space [...]and to do so in a way that will permit people to achieve mutual understanding and consensus about what to do, in the knowledge that the legitimacy of any conclusions and decisions reached by participants will be proportional to the degree of authentic engagement of those concerned” (Kemmis, 2001:100.)

The last question I want explored through the feedbacks arising from the Simeto River case I examined. Take part to a PAR process as engaged scholar meaning, first of all, to be patience and to be affected by inspected revelations about the research and ourselves. I think that it's a great thing to realize that you still have the ability to surprise yourself because the world still has the capacity to make you amazed within your variety and complexity. Moreover, when the choice is to be part of a PAR, naturally slow and long run oriented, where self inquiry is constructed and contemporary verified with the community. In this sort of unveiling process and intense fieldworks, engaged scholars still need to produce academic outcomes such as a PhD dissertations or scientific papers. Happens so that experiential narratives based on the field lessons become a storytelling of a part of student life and experiences, wrote in first person arguing within a simples, clear and dry language.

So, why choose PAR as research strategy for planning? One could give many answers to this question. Beyond any form of paradigm and research orientation, I have to confess that I took place to in this process in a natural way and without deep thoughts. But after, trying to narrate this experience become necessary reflects on my work as researcher, methodology inquiry and planning strategies. So I think that PAR was the valid strategy to apply in that context and in those specific planning features. Beyond all criticism about PAR and scholar engagement, I find reasonable and free from any form of contestation the thought of Friedmann about the strict and obvious linkage between knowledge and action and the definition of planning as a practice-oriented discipline (Friedmann, 1987).

In *Encounters with Participatory Action Research* (1995), Whyte tells his early experience as sociologist and researcher highlighting his personal research strategy passage between the previous CSR to PAR, moving his inquiry into action. His gradual shift from observe the context as external presence, to take part into the observed reality, transforming it with the key-informants who then become co-researcher. The Whyte experience is important because underline that the boundary between Participatory Action Research and Case-Study Research is very small and it depend on the way CSR is conducted by the researcher.

Case-Study Research (CSR)

I highlight the principal feature of CSR, according with assumptions declared in the previous paragraph of this inquiry, relying mainly in two principal theorist of this strategy: Robert K. Yin with his *Case study research. Design and Methods* (1984) and Bent Flyvbjerg with is *Making Social Science Matter. Why social inquiry fails and how it can succeed again* (2001).

CSR adopts which Popper called *falsification* that is one of the most rigorous tests through which a scientific proposition can be verified. So this method is well suited to identifying “black swan” among white because of its in-depth approach: what appears to be white often turns out on closer examination to be black.

Kuhn has shown in the previous chapter, underline that the most important precondition for science is that researchers and practitioner had a wider range of skills and practical instrument to carry out their inquiry. In this process, *generalization* in one way through which people (and then researcher) create and increase knowledge, but become important stay away from the limitations that could occur when generalize become the only legitimate method for scientific inquiry.

Starting from Popper, Yin differentiates *explanatory* and *exploratory* case study, but underlining first that the boundaries between strategies is not always clear and sharp and each strategy has distinctive characteristics (1984). He stated:

“a complete research design [...] requires the development of a theoretical framework for the case study that is to be conducted. Rather than resisting such a requirement, a good case study investigator should make the effort to develop this theoretical framework, no matter whether the study is to be explanatory, descriptive, or exploratory. The use of theory, in doing case studies, not only is an immense aid in defining the appropriate research design and data collection but also becomes the main vehicle for generalizing the results of the case study” (ibidem: 32).

The difference between explanatory and exploratory case CS is that the first is oriented to probe a thesis moving from specifics hypothesis to arrive at results; so it follow a cause-effect path through the collection data. Exploratory CS, instead, is explained by Yin as:

“When Christopher Columbus went to Queen Isabella to ask for support for his "exploration" of the New World, he had to have some reasons for asking for three ships (Why not one? Why not five?), and he had some rationale for going westward (Why not south? Why not south and then east?). He also had some (mistaken) criteria for recognizing the Indies when he actually encountered them. In short, his exploration began with some rationale and direction even if his initial assumptions might later have been proved wrong [...] This same degree of rationale and direction should underlie even an exploratory case study” (ibidem: 22).

Then, Yin underline that exploratory CS have not a definite path to be conducted or general criteria through which reach a solution, but it is an empirical inquiry aimed to investigate the reality, with not necessarily evident boundaries between the phenomenon that it studies and its context, but strictly linked with the practice and the use of multiple source (ibidem).

A quite similar vision was developed by Eckstein (1975). He affirms that comparative and case studies are alternative instruments through which testing theories; the choice between them is determined more by arbitrary or practical causes than logic considerations. He highlights that case study could be use to test theories and deal with complexity of reality as well as other methods.

Yin determines also the *unit of analysis* as the way the initial research questions have been defined. Cases can have many and different unit of analysis even if clearly defined. Data analysis and organize the logical and theory framework are the basis to understand the inquiry rate of relevance of the inquiry. In this sense report, interviews, qualitative tools etc... can help to gain a stronger validation of this method.

This Inquiry use largely interviews to conduct the analysis of the cases. Interviews I conducted were semi-structured. Semi-structured interviewing lies between structured and unstructured interviews. It refers to a situation in which the interviewer set up a general structure for the interview, but details this structure by asking extra, spontaneous questions depending on the interaction process during the interview. The interviewer extends questions using prompts, probes, and follow up questions to get the interviewees to clarify and expand their answers (Drever, 1995).

“The interviewer remains almost free to build up on interaction within a particular subject area, to ask question spontaneously and to establish conversation relating to particular pre-determined issues” (Patton, 1987: 171).

The interviews as Glesne & Peshkin (1992) suggest have to be recorded, transcribed and analyzed. These last steps could be conduct with various approaches: as thematic (focusing on specific themes and features) or narratives (focusing on the interviewees stories). He underline also that the researcher is an interpreter and making interviews he/she has the responsibility of giving a wider voice to the collectivity.

“Learning to reflect on your behavior and thoughts, as well as on the phenomenon under study, creates a means for continuously becoming a better researcher. Becoming a better researcher captures the dynamic nature of the process. Conducting research, like teaching and other complex acts, can be improved; it cannot be mastered” (ibidem, p. xiii)

Making interviews the researcher is on the border between outsider observer and participative observer because, using this method, the fieldwork become interactive. According with Emerson, the mere presence of the researcher has consequences on the life of people studied. There's the necessity to be sensitive and receptive to the way the players perceive and behave themselves (Emerson R., 1981). The choice of semi-structured rather than structured interview was employed because it offers sufficient flexibility to approach different respondents differently while still covering the same areas of data collection. The interviews were tape-recorded to secure an accurate account of the conversations and avoid losing data since not everything can be written down during interview. *Participant observation* is where the researcher observed phenomena of interest in the environment studied to draw information which was not obtainable from other methods. What had been observed by the researcher was related to the physical setting and environment within which the training activities took place. Observation generated insight and better understanding on the phenomenon under studied.

In this sense is useful underline that a fundamental role the language.

"The language knowledge, however if it is approximated, is a relational way to imply that our interest in front of the people is genuine. It is so important that we are willing to empathize and also to learn their different language. The language can be national, specialized, slang, dialect, or body language. People who stay together develop specific ways to say things and learn each other "(Semi, 2010:59).

These two different type of methodology, researcher fieldwork and role, a part of the strong difference among process, determine that these studies cannot be strictly comparable. So, what type of cases is here developed?

Flyvbjerg works about CSR is interesting first of all because, with his strategies of selection of cases, he defined the so called paradigmatic case.

As I highlight, Kuhn shows that scientific paradigms cannot be expressed as rules or theories, but underline the necessity to organize the inquiry. He made this through "exemplars". These exemplars are paradigmatic cases in the meaning that highlight more general characteristics of the society object of the specific inquiry. These cases operate as a metaphor, as a focal point for the founding of schools of thought (Khun, 2001). How identify then a paradigmatic case?

"These questions are even more difficult to answer [...], precisely because the paradigmatic case transcends any sort of rule-based criteria. No standard exists for the paradigmatic case because it sets the standard. Hubert and Stuart Dreyfus see paradigmatic cases and case studies as central to human learning [...] Heidegger says, you recognize a paradigm case because it shines, but I'm afraid that is not much help. You just have to be intuitive. We all can tell what a better or worse case of Cezanne is painting, for instance. But I can't think there could be any rules for deciding what makes Cezanne a paradigmatic modern painter" (Khun, 2001: 80).

It is a big problem in a democratic society where people are supposed to justify what their intuitions are. In fact, nobody really can justify what their intuition is. So you have to make up reasons, but it won't be the real reasons. That we have to "make up reasons" to justify intuitive choices is not necessarily a problem. Such justification need not be illegitimate rationalization since it can be the ex-post test of whether individual intuitive reasons are also generally valid and collectively acceptable. This is one reason why it is usually insufficient to justify an application for research funds by stating that one's intuition says that a particular piece of research should be carried out. A research council ideally operates as society's test of whether the researcher can provide collectively acceptable reasons for the researcher's intuitive choice, even though intuition may be the real reason why the researcher wants to execute the project (Flyvbjerg, 2006).

"Besides the strategic choice of case, the execution of the case study will certainly play a role, as will the reaction to the study by the research community, the group studied and, possibly, a broader public. The value of the case study will depend on the validity claims which research-

ers can place on their study, and the status these claims obtain in dialogue with other validity claims in the discourse to which the study is a contribution, both in the scientific discipline concerned and, possibly, in the public sphere” (Khun, 2001: 81).

Then, CSR several times contain a lot of element of narrative and more time is very difficult to summarize or generalize these in scientific preposition or wider theories. In this element lie a lot of critics to this method. Flyvbjerg in this sense try to highlight the “power of example” suggesting a renovation of social science towards the overcome of the technical knowledge over *phronesis*. In the Aristotelian meaning *phronesis* is the virtue of practical thinking, the “lost virtue” for Flyvbjerg. According with him, introducing *phronesis* in social research means overcome the vision of researcher as expert and omniscient narrator, to prefer a reflective practitioner that focused his work on the attention about values and on the exploration on different relation of power structured the case. *Phronetic planning research* (2004):

“focus on the values and interests of specific groups in the context of particular power relations, planning research may be transformed more effectively into an activity of import to those involved in and affected by planning, sometimes by clarifying, sometimes by critiquing and intervening, sometimes by generating new perspectives, and always by serving as eyes and ears in ongoing efforts at understanding the present of planning and deliberating about its future” (ibidem: 284).

The last theme that I want highlight is the role of narratives in CSR. Researcher who practice *phronesis* gradually allow the case narrative to reveal the different, complex and conflicting stories of people, documents and convictions. In addition to the voice of case actors and case narrators, is the voice of the readers to make different interpretation of the story and then different conclusions. During the reading readers achieve awareness regard the issue under study that is impossible to obtain only with a map or a statistics data.

“A narrative that lacks a moral that can be independently and briefly stated is not necessarily pointless. And a narrative is not successful just because it allows a brief moral. A successful narrative does not allow the question to be raised at all. The narrative has already supplied the answer before the question is asked. The narrative itself is the answer” (Flyvbjerg, 2001: 86).

At the light of these reasoning, CSR is conducted in this inquiry using exploratory approach based on a depth-understanding of the context, with the predilection of semi-structured searching to respect the variety of positions and perspectives. The attitude is to share this research questions into a open dialogue focused on specific issue, with a practical and empathic attitude aimed to understand relations of power and values frameworks.

2.3 The object of the inquiry and the choice of cases

I want firstly underline that the principle reasons why I choose the cases deepen in this work are deeply linked to research questions expressed in the first chapter.

While many planning theories have focused the sight on the social differences, multiculturalism and conflicts resolution, there is not yet sufficient acknowledgement on how these differences can be deeply unsolved and how this weakness could be strongly linked with conflicting rationalities and with a 'cognitive slipping' planes of meaning (Bourdieu & Wacquant, 1992). Especially in terms of inexplicit urban conflicts, generated by not opposite economic interests or political will, but by simply and natural differences of the cultural and behavioral baggage, the cognitive level of understanding between people involved plays a fundamental role in terms of awareness and choices efficacy. So this inquiry wants underlines that the link between planning, institutional governance and community engagement is, first of all, a matter of mutual deep and real understanding, rather than new form of tools and policies. Starting from the persuasion that conflicts are an incredible source of unexpected creative solution for urban contexts, planning systems and sharing values, this work aims to probe how communities can be able to "fight for a right" in terms of acquiring political resource and skills to reach own decisions (Dalton, 1984), and constructing new form of genuine power through education (Dolci, 1974) and culture against a 'dominant discourse' (Gramsci, 2007).

Then, the object of this inquiry are participatory process carry out by communities through their mobilization and insurgent practices, using participatory and inclusive strategies and developed in context of high and deep conflict.

In fact, with obvious differences related to the territorial and socio-cultural context (as I explain after), the two processes are similar in terms of strategy adopted and development path.

There are clearly some points of contact like that both, in a wider territorial vision. Italy and Portugal belong to a southern-Europe context, or Mediterranean Europe (excluded then Greece and southern France), then, for historical reason, show some peculiar and common features like:

- From the political point of view
- From the economical point of view
- From the cultural point of view

From a local vision, the two cases are two field experiences of insurgent practices: the case of Sime-to river valley, Italy, where local communities through a strong mobilization were able to defend and took care the river, the biggest in terms of basin in a scarcity water territory, threatened by the institutional choice to collocated an incinerator in a valley strongly based on agriculture, for its economic sustenance, and deeply linked with the landscape, for its recognition and sense of belonging to³. The second case is grounded in the Marine Protected Area in Arrábida, Portugal, where community mobilization (especially fisherman) aims to address instance and claim raised after the establishment of the marine park. Trying to realize forms of participation to address problems in term of resources and to allow people to work democratically together building new and shared solu-

³ Simeto River Agreement website: <http://pattosimeto2013.wix.com/pattodelsimeto>

tions, community work with University through the Project MARGov⁴ and after converging into the Grupo do Mar. The aim is to modify constructively the institutional plan that, due to a displacement between powers and values, has generated forms of conflicts between stakeholders, especially in terms of economic and decision making point of view.

From a methodological, choosing a multi-disciplinary approach and using quantitative and qualitative methods, this inquiry try to explore if and how it is possible to transform the antagonism between enemies in competitive spirit among subjects, different for nature and culture, focusing on respect and mutual learning and on the building up of processes really inclusive and choices really shared. In the Simeto river valley PAR I was part of the process, one of the subjects involved and I try to help and work with people to construct solutions, also in conflicting way (Semi G., 2010); in this type of experience, as before highlight, the question research is made collectively and then, more often, it coincided with the community core request. In the Serra da Arrábida CSR I was an outsider observer; methodologically I collects data, notes and interviews, but I didn't participate directly into the process; I was experienced by the process through participative observation but I didn't interfere with it.

Lastly, in the PAR in the Simeto valley I desired to continue the work I have already started in 2009 and which presented interesting elements of planning that I can develop in relation to the chosen topic: communicative participatory planning and democratic-conflict question within a project involving 11 municipalities between the two provinces, involving a large and diverse human capital that, in a region not inclined to dialogue and public participation like Sicily, could put in place common ideas to build a really innovative project. In the CSR in the Arrábida territory, I had the possibility as student to make a joint PhD study with a foreign University, implementing an Erasmus previous experience in Portugal, and collaborate with the prof. Lia Vasconcelos who, beyond her undoubted knowledge and skills and her advising capacity, coordinates urban and environmental participative projects across the country, suggesting me the project MARGov as case study and facilitating my direct participation into the Grupo do Mar.

⁴ <http://margov.isegi.unl.pt/>

2.4 The Simeto river valley

The Simeto Valley is a territory of 734 km² and its basin is the biggest of Sicily in term of extension. It comprehends 8 municipalities (Adrano, Belpasso, Biancavilla, Centuripe, Motta S. Anastasia, Paternò, Ragalna, Santa Maria di Licodia) between the Catania and Enna province. The total population is around 160.000 inhabitants (Fig. 1).



Fig 1 – Simeto Valley, the 8 municipalities and its boundaries

The valley is essentially agricultural and it is formed by the river alluvial area and the lava basement of the volcano Etna. It presents extraordinary geo-morphological aspects like: the abundance of water (rare in the region) linked also with a lot of natural water sources; relevant elements of landscape and cultural beauty; strong relationships with the rich agricultural production that determine its local identity and economical survive.



Strongly linked with this historical process, the river ecosystem was heavily transformed reducing its natural characteristics to maximize the production, with the realization of a big infrastructural transport system for the new requests of commercialization of the products on large scale.

The reasons of this decline are connected with the economic global crises but, in specific, with the difficulty to allocate the production. Especially the traditional sectors of production, like agriculture and breeding, are suffering a significative decline. The growing concurrence of the Asian and Latin America markets reduces strongly the capacity to export the Sicilian products to other countries (especially Germany and Switzerland). Indeed trade associations have expressed to institutions a lot of complaints, proven by the periodic census by ISTAT for Catania and Enna provinces.

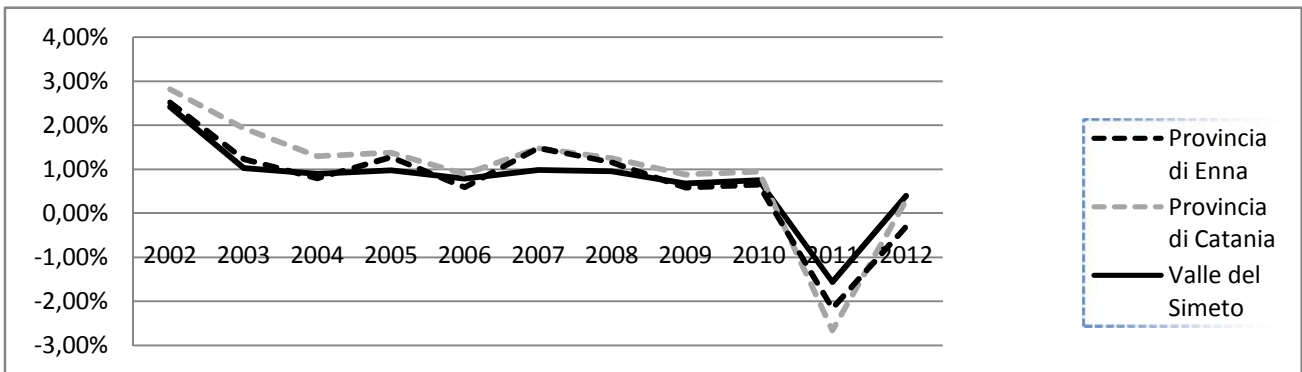
A serious condition of exasperation regards the citrus production and horticulture, the most important, next to wine and olive oil manufacturing, for the economic survive of the valley. These interested almost 40.000 ha surface and the 20% of the total regional citrus production. In the last 5 years there was a drop in sales of 16%, concomitantly with an increase of 60% for the production costs (especially for energy and manpower). For these reasons in the last 10 years the most expressed complaint deal about several farms closed or bankrupted; the current data in this sectors show the closing of the 50% of farms and an increase of unemployment of 4% per year.

This critical situation sets off other phenomena: the most worrying is the illegal employment of immigrants.

Others decline factors are: the backwardness of these business organization trade, based mostly on the family style management model and the farmers seniority and their hostility to cooperate. All these factors prevent every type of innovation inside the spinneret production and commercialization of the products.



From a demographic point of view, the valley present a progressive decline of the resident population and a deep changing in terms of ethnic origin: the tripling of the foreign citizens, many from Romania (in 2010 they were already the 44% of the total), and the high number of illegal and clandestine foreigners hiding in the Valley.



Variation % of the population in the period 2001-2012 in the Valley of Simeto compared to the provinces of Catania and Enna (source ISTAT).

Strongly linked with this demographic situation and, much more, with the criminal interests regard the disposal of the waste sector and the illegal dumps is the phenomenon of 'illegal hiring' in the countryside. The presence of a foreign and illegal rural workers, enhance the cheap labor running by organized criminal structures, and it seems to be linked to the growing unemployment of rural Italian citizenship workers; these people are usually with more than 35 years old and with a low level of literacy then not much employable use in other productive sectors.

Much relevant are also the problems linked with the water cycle: the lack of the minimum level of the flow for many months per year with the presence of numerous dams along the river and illegal withdrawing of water; the low quality of water and the use of chemical substances for agricultural purposes etc...



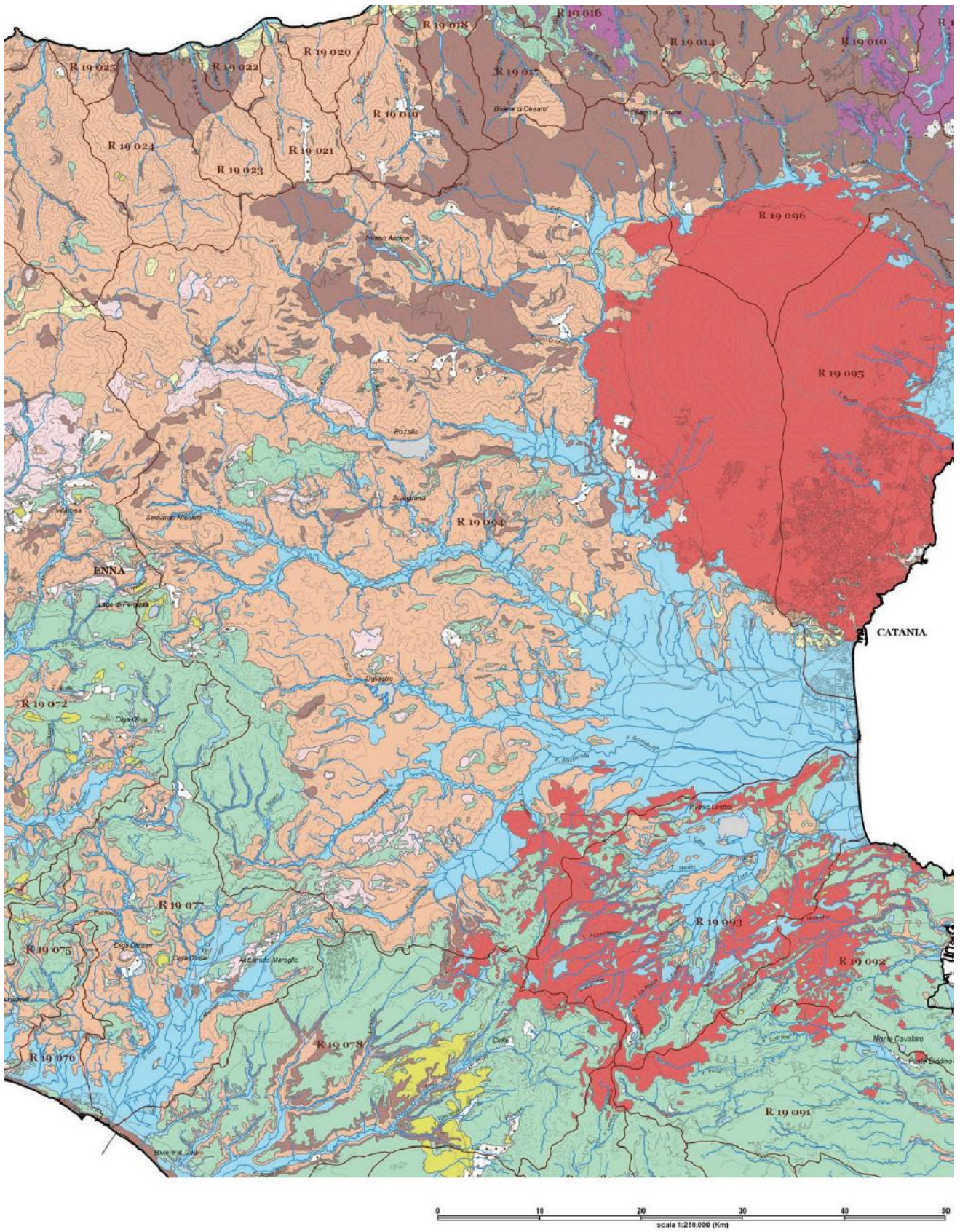


Figure 11. Geological map of the Simeto Watershed. Red: Lava soil. Blue: Alluvial Soil. Orange: Clay Soil. Map (source: Sicilian Region – Water Observatory).

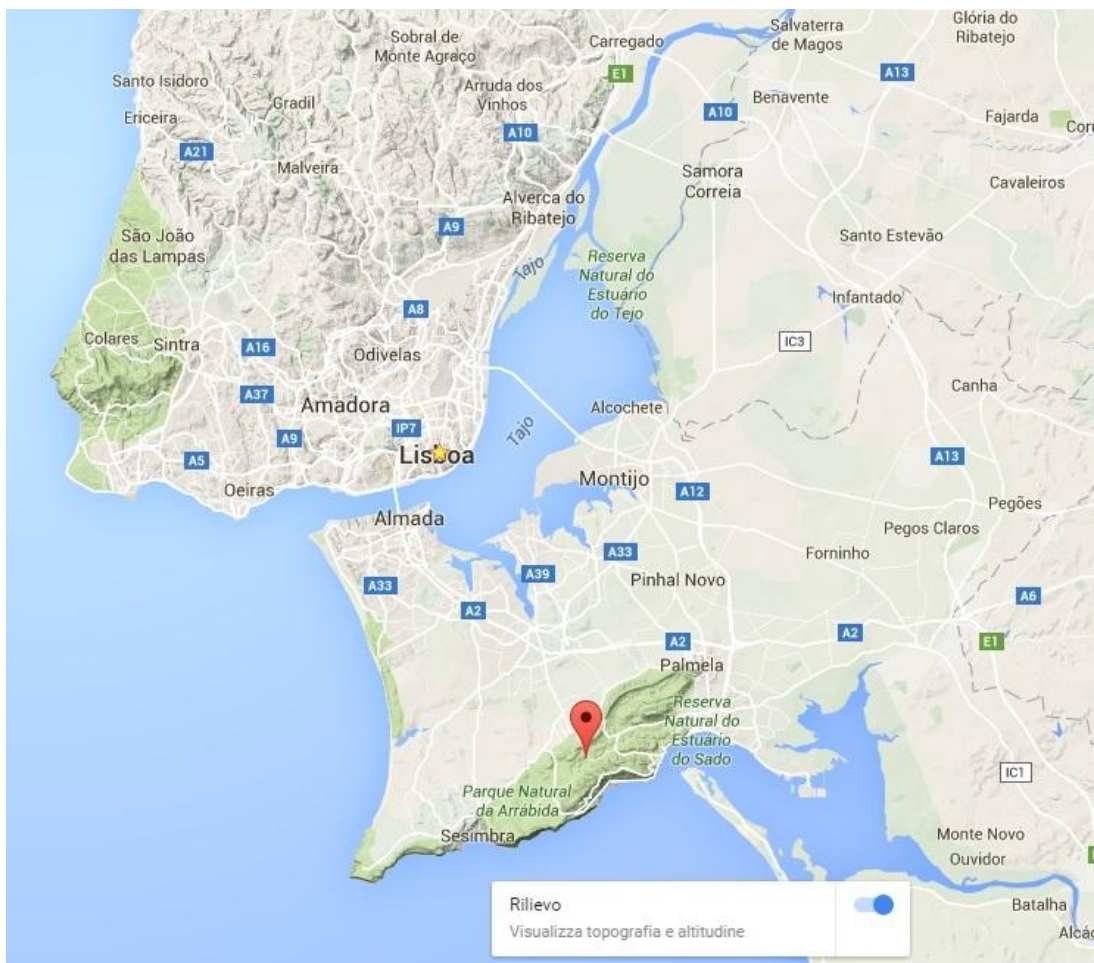
2.5 Serra da Arrábida

From the landscape point of view, The Arrábida mountain range is one of the Mediterranean influence natural spaces more beautiful and meaningful. Throughout its mountains or through the shadows of its valleys and peaks, the horizon appears as one of the most beautiful scenery where the mountains constituted the orographic barrier between the coast and the interior, but also has lush Mediterranean vegetation.

The coastal cliffs are an abrupt transition between the marine and terrestrial presenting slopes with significant geomorphic particularities, in which the Risco is highest limestone cliff coastline in Europe.

The alpine orientation of the mountain presents a length of about 35 km and a width of 6 km. The maximum altitude is 501m in the Formosinho anticline.

On the northern a vast area of plains presents the greatest width along the west boundary of the park. The coastline is very rocky, indented by small bays with white sandy beaches topped by cliffs. The area presents a great diversity of soils due to the multivariate setting up of rocky materials.



The vast majority of the soil of sedimentary origin is displayed, however, with some igneous intrusions. The actual visible aspect depends not only from the tectonics features and the erosion process, but also is related to the specific geology consisted largely of limestone and dolomite or detritus.

The coastline is very rocky, indented by small bays with white sandy beaches.

Hydrograph presents the specific aspects of the limestone constitution, such as non-permanence and scarcity of water courses.

The Arrábida vegetation has a high natural value defining the convergence of three elements:

- the Euro-Atlantic, cooler, damp and gloomy on the northern;
- the Mediterranean, warmer, dry and bright on the south;
- the Micronesian markedly in the sea cliffs.

Also in the marine environment there is a convergence of faunal elements from different affinities, including the cold temperate northern Europe, the temperate warm Mediterranean and North Africa, and the tropical. This mixed ictiológica composition, in conjunction with the biogeographical character, gives to the Arrábida Sea an important role in understanding the evolution of the marine communities phenomena.

The Arrábida water lines can be grouped into two main types:

- the actual streams, in which there is only water in winter;
- the streams that drain water during most of the year

The former have irregular bed and the flow rate increases significantly in winter, causing the major erosion and a huge loss of materials. The latter have a longer and more stable flow.

Hydrographically the area of the park is divided into two major drainage areas, each containing several watersheds.

The main watercourses in the Arrábida Natural Park are located mostly in the east, between Setúbal, Palmela and the valley of Picheleiros.



In much of the Setúbal peninsula, where the park is located, deep infiltration far exceeds the runoff. Thus, in terms of surface water resources is easy to infer poverty Setúbal Peninsula and the Park, no longer goes the same for the groundwater resources for which its abundance is proven.

The territory of the Arrábida Natural Park was the subject of a very ancient human occupation since pre-historic times to the present day. The available archaeological data allow to point out the first human communities from the Lower Paleolithic till the age of the Iron.

The Roman colonization stabilized around the year 25 a.C., primarily focused on the exploration and transformation of marine resources. On the beaches were installed manufacturing centers of fish salting and preparation of *garum*, who after were exported to the empire.

The Arab presence was installed in the VIII century, and marked deeply the place names. This presence was also documented by the remains of their fortified places of Sesimbra and Palmela, on the site where rise the medieval castles. It is attributed to Muslims the planting of existing olive groves, considered the oldest in Portugal. Located in the eastern and western periphery of the park, the castles of Palmela and Sesimbra are the oldest fortifications of the Arrábida region. Is also present a large variety of religious architecture. We also can recognize: the rural architecture as a constant presence in the various clusters in the region, being the result of livelihoods linked to traditional farming activities; windmills; fountains and water equipments; etc...

The particular characteristics of the Arrábida area determine since the 40th some efforts aimed to its protection, culminating with the creation of the Natural Park of Arrábida (PNArr) by the publication of the Decree No. 622/76 of 28 July.

This classification aimed to protect the geological values, flora, fauna and landscape, as well as material evidence of cultural and historical order.

The publication of Decree No. 23/98, of October 14, reclassified the Natural Park of Arrábida, expanding its boundaries with the creation of the Arrábida-Espichel marine protected area. The value of the marine fauna and flora of the coast of Arrábida was well covered by a Marine Park adjoining the land area previously classified.

From the human activities point of view, fundamental is the wine culture, practiced since ancient times that, due to the appropriate soil and climatic conditions, allows the production of a variety of highly regarded wines. The Setúbal Peninsula is a pioneering region in the development of recognized quality wine products, such as the Moscatel de Setúbal, fortified wine whose production area is bounded since 1907, despite its production is much earlier.

One of the traditional activities of the Park area features is the production of Azeitão cheese, which is a protected designation of origin in accordance with the standards of the European Union.

The honey produced in the region has just fame because of the floristic richness of the mountain. The area presents and abundance of Mediterranean aromatic herbs and offers good conditions for beekeeping.

The park encompasses an important fishing community that is dedicated to artisan sea fishing. Close to half of this fleet operates with little wooden boats (Ayolas) with less than 5 m in length and is dedicated mainly to fishing lines and hooks and catching fish and cephalopods such as octopuses,

cuttlefish and squid. The remaining fleet operates boats up to 7 m in length using gill nets for catching fish and essentially traps for octopus which is the most feature captured in the Park.



Starting research issue

How communication takes place, and how power operates?

Is communication characterized by consensus seeking and absence of power?

Or is communication the exercise of power and rhetoric?

How do consensus seeking and rhetoric, freedom from domination and the exercise of power, eventually come together in individual acts of communication?

How are the possibilities through which manage the slip of 'meaning planes' in the interactions between subjects, in contexts where cultural tradition hides the dimension of conflict and antagonism, which remains latent, not manifest or inexplicit, and which undermines the process efficacy?

May these opportunities can be found or develop in a democratic field within policies, shared values, practices and / or "creative" tools built collectively from the bottom?

In urban processes developed from the bottom, the main role of the relational-communicative aspects and of the power relations between subjects and stakeholders, through which it is implemented and shaped, can determine its success?

Choose tools and participative strategy can determine the achievement (or not) of the processes success?

Then, what is the sense of the experience work in the Serra da Arrábida? Could it be useful to help the Simeto river valley?

What is the boundary between insurgent practices, communities' mobilization and participation in politics?

Can cognitive closure be exceeded used a structured strategy to deal with institution in a more democratic way?

Before answering, or better before try to building an answer to these questions, I want explain deeper the Cognitive Closure mechanism discourse and its implication in terms of democracy and empowerment building.

PART II

BUILD DEMOCRACY STARTING FROM COMMON PEOPLE

3. Democracy and grassroots community efforts

In the previous chapter we talked about the cognitive closure mechanism in planning, linked it with the democratic process plane and the methodologies chosen in this work. Now we focus on its fallouts about the conflict and power plane, in the first paragraph, and then in its democratic implication and the practices observed during the research.

As already introduced in the first two chapters, the interest of this work is to explore the theme of hidden conflict in planning, starting from the juxtaposition of the values system and its irreconcilability (Lo Piccolo F., 2013). The first analysis undertaken has led to the theory of the trading zone and the necessity of an accordance (even if partial), rather than the obtainment of a consensus (in any case deaf to the needs of minorities voices), through the individuation of boundary objects.

The research consider the conflicts not as a problem to resolve, to prevent or to treat, as in the traditional participatory planning approach, but as a resource to look in depth and that could allow us to understand what can still be done even if you remain enemies. In this sense I focused on two features:

1. The cognitive aspects among participant as the key of the process and, starting from this, the cultural and educative modifications are the directly consequences. In this sense, the distinction between transmit and communicate, and between power and domain can be obtained only working with new educative methods and new practice that enlarge the cultural and local competences aspects of the society through its political and social empowerment (Dolci D., 2011; 1974).
2. The question of power, the political and decision making aspects are fundamental. For these reasons process building starting from people is considered in this research the better way to ensure a real democratic construction of solutions.

Related in particular to the first feature, the trap of cognitive closure inside a conflict reality could conform the people thinking differences and blow out every creative form of expressions. Gramsci in this sense speaks about dominant discourse and cultural hegemony as:

“the success of the dominant classes in presenting their definition of reality, in such a way that it is accepted by other classes as 'common sense' with a general 'consensus'. Any groups who present an alternative view are therefore marginalized. Cultural domination arises from a complex play of negotiations, alignments and realignments within society” (Gramsci 1971).

Moving from these reasoning to the practices observed in this research emerged that against this type of jeopardy, people involved in participatory processes and, even more, in PAR processes, de-

veloped new forms of action based on an enlargement of their cultural, political, procedural, bureaucratic, etc... capabilities. Probably a great influence on this phenomena are: the expansion of informational resources is related to the rise, spread, and reach of modern electronic mass media and information technology, from one hand, and the increase and spread of intellectual skills is linked to rising levels of education and cognitive demands in modern occupations, from the other hand. These two characteristics are the main component of the *Cognitive mobilization process*.

3.1 Cognitive mobilization

There is no ultimately accepted definition of 'cognitive mobilization' but the most often used sources are Inglehart's Culture Shift (1990, 1998) and Dalton's Citizen Politics (1984), both of which emphasize informational resources and intellectual skills as the two components of cognitive mobilization.

Dalton defines cognitive mobilization as a process through which more people acquire the political resources and skills that prepare them to deal with the complexities of politics and reach their own decisions (Dalton 2006). The variation about level of education and interest in politics is used to create an index. For both, if education increases progressively, the growth of the independence of citizens too. A high level of cognitive mobilization determines also a lower identification into party. Inglehart studies the evolution of CM and its reflection in some different societies; he wanted to understand how much it depends on other factors, such as economic and cultural development. I explain better this methodology in the next paragraphs.

"We are interested in these changes insofar as they contribute to the process of Cognitive Mobilization. The essence of this process is the development of the skills needed to manipulate political abstractions and thereby to coordinate activities that are remote in space or time. Without such skills, one is more or less doomed to remain an outsider to the political life of a modern nation-state. Consequently, historical changes in the distribution of these skills have been a major factor in defining the politically relevant public" (Inglehart, 1977: 295-296).

Inside planning conflicts this way to action, using the tools that have always been the prerogative of the 'System', can be a strong medium by which: modify reality remaining within the law, build a constructive and equal discourse among subjects, understand more specifics way to action and decided by political institution. So increase culture and specific functional knowledge is the key to understand if there is a hidden conflict that needs to come to light, and the key to find accordance when this conflict became explicit.

Cognitive mobilization is different from social movements; a social movement emerged when people have in common: objective problems to solve, an organizational networks that support and coordinate these people to facilitate their political action, relevant values that motivating people and certain essential skills (Inglehart, 1990).

Social Mobilization is a broad process. Western countries have long since completed many of its most important stages, such as urbanization, basic industrialization, widespread literacy, mass military service, and universal suffrage. Nevertheless, an essential aspect continues -

thievery core of the process: the increasingly wide dissemination of the skills necessary to cope with an extensive political community.” (Inglehart, 1977: 295-296).

In this sense it becomes fundamental the boundary between an ideology and shared values system. There isn't a defined sharply line: the first one, it's generally linked with a specific political party or movement that spread an action plan; the second term refers to the socialization as a whole. Values are less cognitive, more effective, and tend to be relatively enduring. In his work, *The Silent Revolution*, Inglehart states:

“Even when we take account of problems, organizations, values and ideology, we still have not considered all the major influences on participation in social movements. Effective political action requires the presence of certain skills among the relevant individuals; even severe problems or a superb organization would be unlikely to mobilize a population consisting of illiterate and apolitical people. The term “cognitive mobilization” refers to the development of political skills that are needed to cope with the politics of a large-scale society; relatively high or low levels of these skills have been shown to be an enduring characteristics of given individuals and of given political culture” (ibidem).

The interaction between values and cognitive mobilization is often present even though their cognitive implications have not been processed. Develop a logical connection between given values and the appropriate political stance is the real big effort that a lot of insurgent practices have to deal with. Furthermore, the impact of values on political behavior tends to be more relevant among people with relative high levels of education, political information, interest and skills, that are among those with high levels of cognitive mobilization. For the remainder, values could be binding for an effective action strategy or it could happen that the potential influence of values remains latent until a situation arises that makes their implications salient (or could never happen). This second aspect becomes critical when values and political choices are addressed on a *commons*. Far from a unique model as Ostrom explains, a lot of communities of individuals have based on institutions, that are nor the state nor the market, to govern some resource systems with sensible levels of success over long periods of time. Communities adopted different ways of governing and take care their commons. These ways are based on their possibilities and capabilities to be incisive from the decision making point of view. Many insurgent practices arise starting from a conflict that can be explicit or hidden but that, in any case, involved different interests on a collective good. Ostrom highlights that these conflicts were able to achieve accords about the sustainable use in time of the good through processing endogenous institutions responsible for its management (Ostrom, 1990).

In this work, I present two case of insurgent (and then participatory) practices: in the Simeto River case, people's fight for the defense, for the first time, and then the care of a commons, continued for long time with their building work of a collaborative and inclusive process to find alternative solutions; in the Arrábida Park Marine Protected, people start to collaborate and construct shared solution for a common-pool resource. In the first case study the commons is a good: the river and its

preservation for the survival of the valley; in the second case study, the common is a property resource: the fishing grounds for the survival of the economic plane.

“[...] a *common-pool resource* (CPR), also called a common property resource, is a type of good consisting of a natural or human-made resource system (e.g. an irrigation system or fishing grounds), whose size or characteristics makes it costly, but not impossible, to exclude potential beneficiaries from obtaining benefits from its use. Unlike pure public goods, common pool resources face problems of congestion or overuse, because they are sub tractable. A common-pool resource typically consists of a core resource (e.g. water or fish), which defines the stock variable, while providing a limited quantity of extractable fringe units, which defines the flow variable. While the core resource is to be protected or nurtured in order to allow for its continuous exploitation, the fringe units can be harvested or consumed” (Ostrom, 1990).

Both Ostrom and Inglehart considered structural changes in various fields (economic, social, political and cultural, etc...). Summarizing there are three principal processes in doing: the development and its economic and urban growth through modernization process; the evolution process of a better educated and more informed population; an end to scarcity process. These change the hierarchy of predominant values, moving from the satisfaction of basic needs (like feeding or security) to the self-expression need (this aspect will be better explained in the next paragraphs).

From the Cognitive mobilization point of view, between these aspects the evolution in terms of education and information among people is decisive. Furthermore, education guarantees that people are more able to understand and then interpret information coming from the media, that in the actually society plays a fundamental role in the daily life of people. Media forms attitudes, opinions and these vary from one socio-cultural context to another. So through education is certainly possible a form of opinion and expression freedom.

This evolution is fundamental because underline the rising autonomy of people in terms of bureaucratized forms, specific and functional knowledge, and hierarchies system regard politics and policies...in general a rising interest in comprehension of direct (top-down) decision and democracy. Moreover, this also explain the rising preference for new and unconventional forms of civic mobilization and public participation more consciousness and informed.

This “being politically active” determined also the citizen’s conviction that they can really eat into and influence political systems and decisions. While for Dalton Cognitive mobilization explain the changes in political participation and party identification, for Inglehart, and I am agree with him, Cognitive mobilization is more a symptom of the changing of values, education and information. The vision is completely inverted.

From a methodologically point of view, Inglehart present a series of hypotheses regard the effect and evolution of Cognitive mobilization. Among these, he underline how are directly proportional the level of cognitive political mobilization and then their level of political sophistication.

Through a cohort analysis during the time and in different country, concluding that young people, during the time and becoming more informed and educated, compared to their older generation,

mature and increase their cognitive mobilization (calculated as an index) and then participate more to the political life becoming more politicized. He stated:

“Here, life cycle effects clearly are present –but they work in the opposite direction from than specified by the “aging produces disengagement” hypothesis: People are less apt to discuss politics during their pre adult years, but upon reaching adulthood, the younger and more educated cohorts show higher rates of political discussion than do the older cohorts. This explains the anomaly . . . The youngest age group is, at any given point in time, less politicized than some of the older groups not because of a reversal of trends but because it has not yet reached political maturity”. (Inglehart, 1990: 346-347)

But I am not completely agree with him because he didn't considered social and, moreover, political crises, generated (and in this I found the key to the problem) by the same modernization that give young people tools and maturity to access to the political life. Seems to be and absurd and a problem without resolution, but trying to build a critic reflection about this, I discovered the study of Alaminos and Penalva (2012).

They extended the Inglehart's data series in terms of period of time, cohort analysis and physical extension of the application study. From this they concluded that out of that merged that, more than the expected growth by the rise in levels education and access to information, the index grows with political and social crises agitation. Moreover, these crises distort the normal process of political maturation.

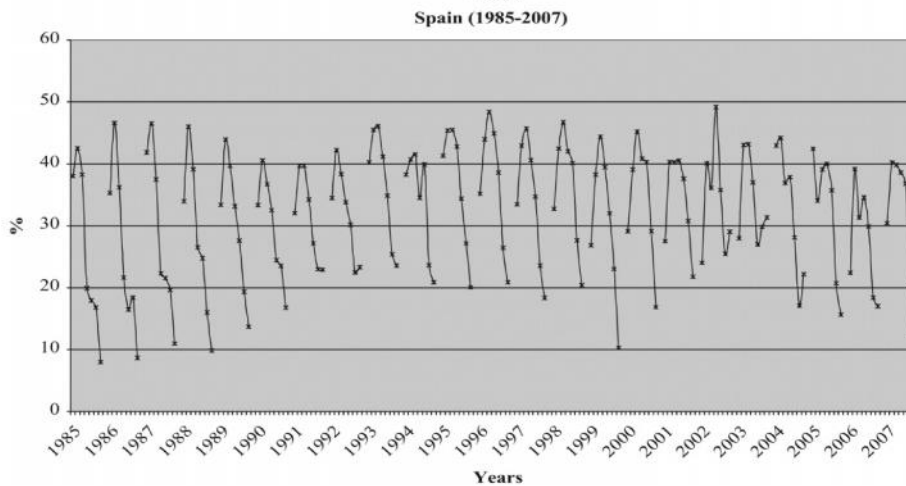
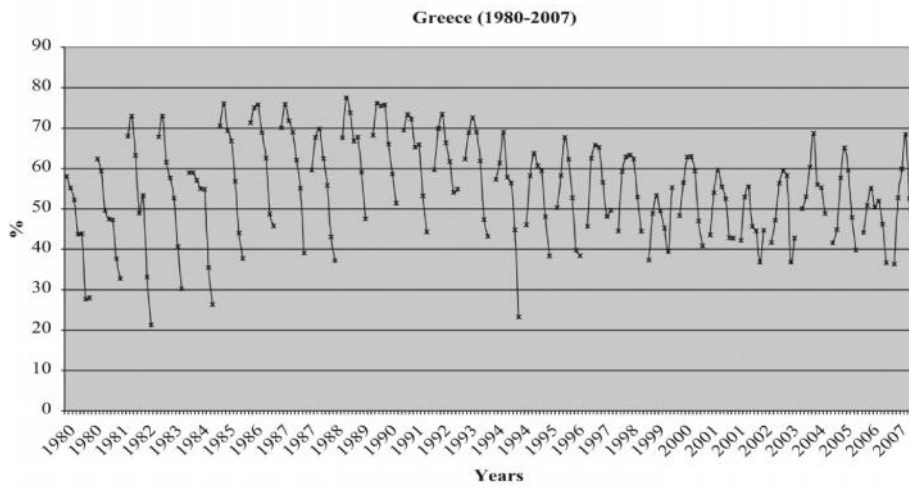
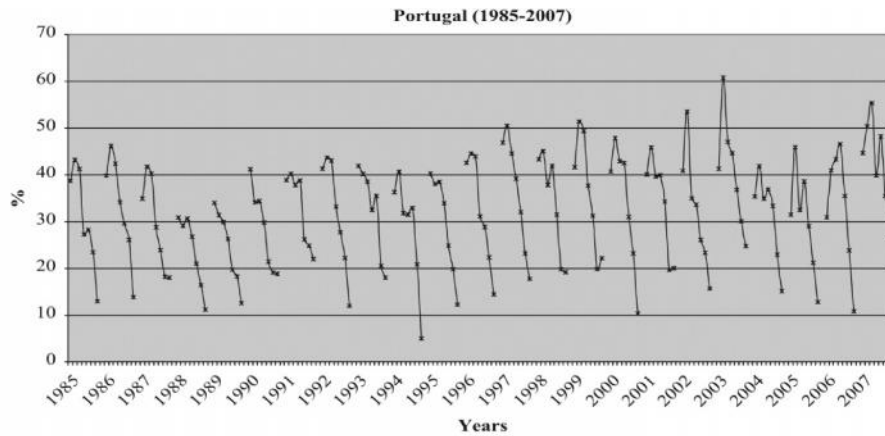
The authors tested this using data by the European Barometers database obtaining these graphics for some Southern European countries in transition to democracy in the 1970s: Portugal, Greece, and Spain. These countries lived a period of political intensity and marked politically a generation. These data are after amplified in a longer period of time. The aspect of socio-political crisis is really important because, when it occurs, it heavily has an impact on people. When a crisis happen, it is also true that some substantial political changes: system reforms, change take place of governments or regimes, economic reforms or territory transformations, and external transformation regarding other countries with results of diplomatic tensions. How citizens perceive and interpret these changes is fundamental. They also admit that:

“[...] the Euro barometer uses allow us to conduct empirical tests from the same data source that Inglehart used. In operative terms, this indicator separates the causes that lead to Cognitive Mobilization (education and information) from mobilization in itself and is backed up by Inglehart's initial definitions regarding direct political participation in the agora as a place to debate public issues. Inglehart gives priority to variables that measure participation by means of conversation and discussion with others, and considers that this is a better indicator of activism than electoral participation figures” (Alaminos and Penalva, 2012: 5).

In this sense the already discussed theory of Gramsci about *Dominant discourse* and the teaching about education, communication and democracy by Dolci are fundamental to enlarge the discussion and review the Inglehart position from different nuances.

Alaminos and Penalva focused the study on two historic stages of important political, social and cultural unrest that had an extraordinary reflection European societies: the mobilizations at the end of the 1960s in European countries with democratic regimes, exemplified by France in May 1968, and the mobilizations that occurred during the political transition in Mediterranean countries with the end of their autocratic regimes in the mid-1970s (Greece, Portugal, and Spain).

The following figures show the two types of the authors' models respectively based on: the growing trend of cognitive mobilization in the postwar generation; and the process of young political maturation in the Mediterranean countries.



Their data confirm the Inglehart’s hypotheses, of course, but till the postwar generations. The generation of the postwar Europe is more mobilized than the generation born before World War II, but it is not true for every generation. For example the new generation, born from the 60’s generation, present lower levels of participation. This happen because their period was really particular in terms of political climate, marked by social and cultural revolutions by younger in all Europe expressed strongly through mass protests and generating changes in behavior and norms. This same generation maintains high level of political mobilization during the following decades, modifying the generation structure in general. The consequence is that the subsequent generations are in general less politically involved compared to their fathers.

In these graphics we notice that Portugal was an exception compared to the other Mediterranean countries, because its young generation, belonging to the transitional period, maintains in their later life a high level of participation to the political life.

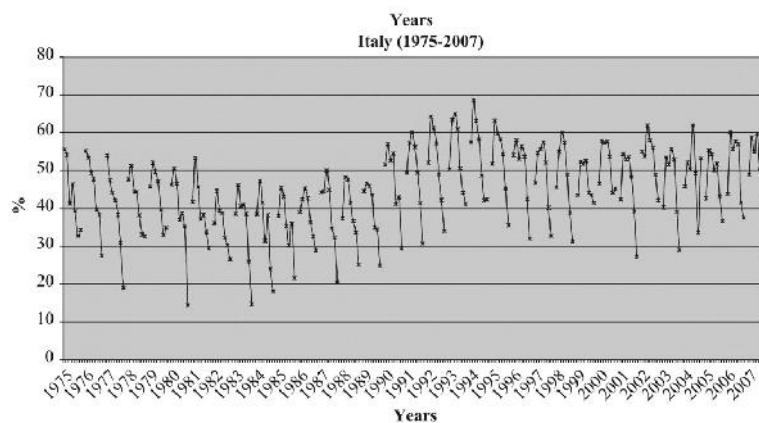
This generation, which “breaks” the Inglehart continuity theorization, has higher levels of participation and mobilization than those which replace it.

Is possible to find this type of young reaction for example in Germany, in the early 1990, with the fall of the Berlin wall, or in Spain following the terrorist attacks in Madrid in 2004.

As the authors explain:

“In the transnational dimension, with the data from 1982, Inglehart saw Greece as an atypical case: a country with a low economic level but high CM. He defined this as a “striking deviant case” in his cross-sectional analysis and interpreted it as an effect of the influence of the tradition of the former city state democracies. The effect of the period of transition to democracy, which was not considered by Inglehart, could be a better explanation and could also explain the historical maximums found in our analysis: the generation that was young in the political climate of 1968 records a maximum level. Subsequent generations, with higher levels of mobilization than those born after World War II, tend to be comparatively lower than those of 1968. The same occurs for the generations that lived through those times of transition to democracy in the countries considered” (Alaminos & Penalva, 2012:9).

I want to show also their analysis for Italy, which presents a similar trend to Spain or Greece.



3.2 What type of democracy?

Community empowerment has become an increasingly important driving impulse behind democratization. When representative democracy first emerged, was fundamental the role of the elite and its negotiation power. It still plays an important role but the improvement of an “effective democracy” have to be reflect the acquisition by ordinary⁵ people of resources and values that helped them to make concrete influence and pressure on elites and to effectively participate on the decision and policy making stage.

This process, even if it is generally underestimated and in the specific of southern Mediterranean Europe is undeveloped, it is the key factor of any form of conscious participation by people.

There is a tension between two different democracy understandings: the first one considers democracy in its strict meaning of suffrage; so any form of govern is realized through competitive, free, rightful and regular elections. In this vision the key is the elite agreement and mass preferences have a little influence on the decisions that are constructed by consensus of the majority more than accordance between different voices. This understanding is often called “electoral democracy” and its advocates sustain that certain features of democracy like social mobilization are not important. The second understanding critics this view of democracy underling that several times there are anyway elites highly manipulated, even if competitive elections still remain, and that it neglects the principle of genuine democracy that is realized by the people shaping of public policy through their mass preferences. Advocates of this wider definition, called “liberal democracy”, sustain that democracy is not only the right of vote, but it based on the mass voice in self-governance (Welzel & Inglehart, 2008).

Beside these three concepts, there is the “effective democracy” approach that reflects not only the extent to which the liberties are institutionalized but also measures the extent to which these liberties are actually practiced (Welzel & Inglehart, 2005).

So, the emersion and the persistence of democracy depends on social preconditions like a wider distribution of participatory resources and a more tolerant and trusting public that values free choices. Which of these democracy views is right? Is democracy simply a result of elite agreements and concessions, or should it reflect the orientations of the wider public? If the first strict view is correct, then the emersion and the persistence of democracy are independent of socioeconomic development. If the wider understanding is correct, then the emergence and survival of democracy are deep linked with the development. Both views of course are true, depending on the definition of democracy used.

During the “third wave” of democratization, from the half of 70's to the early 90s, electoral democracy knew a big growth across the world and elite agreements played an important role.

The international surroundings, transformed by the Cold War end, facilitated democratization especially in countries where the threat of military intervention and dictatorships had blocked it, or where Western support had long countenanced anticommunist autocracies. Many of these same countries today, however, could not reach the requirements of the democracy broader definition because they don't meet the sufficient level of an equal socioeconomic development.

⁵ The meaning I intend is of “common” and not “usual” or “simple”.

Once again, when we focused the argumentation on the first definition of democracy, the correlation between democracy and socioeconomic development is relatively weak, but it becomes much stronger when we apply the second broader definition.

Finally, if we consider the preconditions for effective democracy, the scenario changes radically. Many scholars underline that a lot of new democracies are infected by strong corruption and lack of law rules that makes them effective. Thus, a growing literature shows the inadequacy of “electoral democracy” and other forms of unreal democracy in which mass preferences are largely slighted by political elites, even before having a decisive influence on public decisions. This reasoning is crucial to divided between effective democracies and pseudo-democracies (*ibidem*).

Beside these concepts, I want to underline another one type of democracy and its implication. The so called “participatory democracy” tends to advocate more involved forms of citizen participation and greater political representation than traditional representative democracy. It is a process that emphasizes the broad participation of constituents in the direction and operation of political systems. Participatory democracy strives to create opportunities for all members of a population to make meaningful contributions to decision-making, and seeks to broaden the range of people who have access to such opportunities. Since so much information must be gathered for the overall decision-making process to succeed, technology may provide important forces leading to the type of empowerment needed for participatory models, especially those technological tools that enable community narratives and correspond to the accretion of knowledge. Increasing the scale of participation, and translating small but effective participation groups into small world networks, could be a really effective form to operate (Ross, 2011). Other advocates have emphasized the importance of face to face meetings, warning that an overreliance on technology can be harmful (Chambers & Kymlicka, 2002). Some scholars argue for refocusing the term on community-based activity within the domain of civil society, based on the belief that a strong non-governmental public sphere is a precondition for the emergence of a strong liberal democracy (Seligman, 1992). These scholars tend to stress the value of separation between the realm of civil society and the formal political realm (Osborne, 2006: 50-56).

In the last years, these different visions and positions found a radical translation on a considerable grassroots interest in participatory democracy generated by the Occupy movement.

The hearth of democracy is the empowering of common citizens. To have elections only is not sufficient to reach this aim. It is not only a question to make laws that formally establishes political rights of empowering, but it is necessary and fundamental that these are implemented and built with the participation of people. According with Inglehart theory, the effective democracy is not only the levels through which civil and political rights exist on paper as laws, but above all is the degree through which officeholders and managers totally comprehend and actually respect these rights.

So, even if a country holds free, fair, and competitive elections, it is not true that this is effectively a democracy. More times an in-depth analyses show that spread and embedded corruption and personal interests makes these apparent democracies much less receptive and sensitive to their citizens’ choices.

So in this sense I partially agree with Inglehart because it is not only a question of elite integrity as the scientist underlined but, in my experience as researcher and citizen, I understand that more often the problem is the misunderstanding regarding democracy meaning and how to realize an effective citizens participatory collaboration into political life. If interests, positions, values and thoughts are not deeply matured and clearly expressed by all the subjects, citizens including, it is not possible a real and in force democracy. Effective democracy is strictly linked to the society socio economical development and to a spread of participatory habits and autonomy among the public, but also with the cultural, cognitive and sensitive growth of this public.

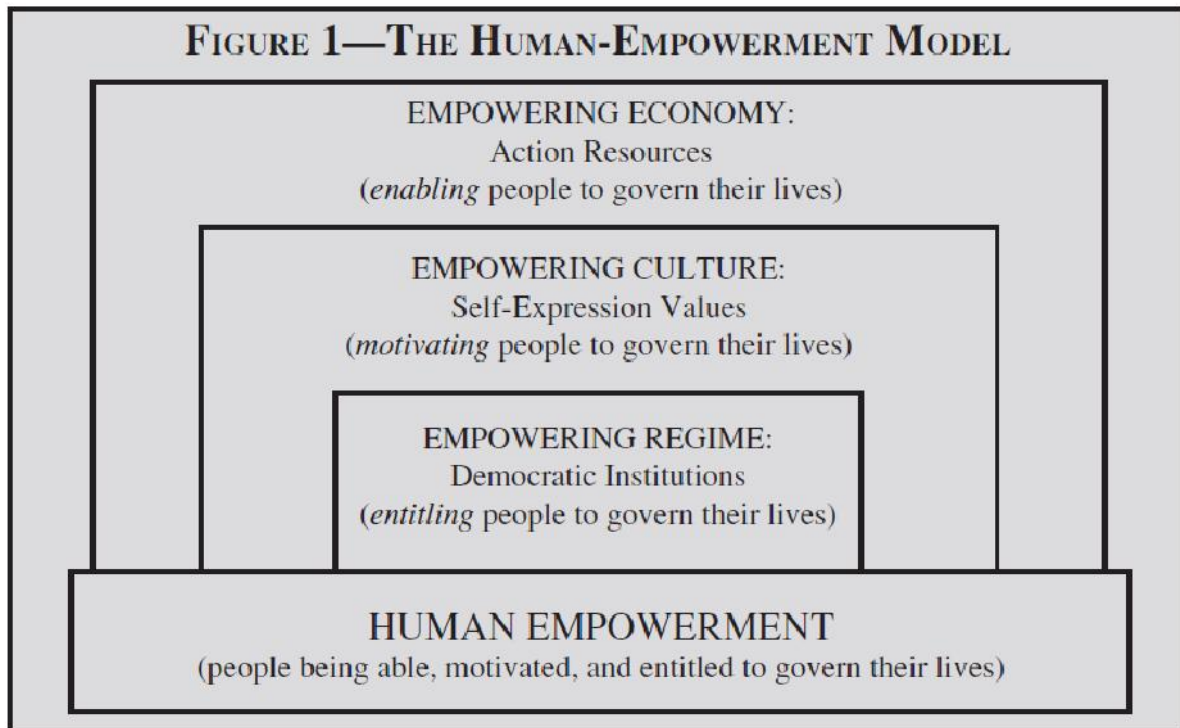


Fig. 1 The human-empowerment model (Welzel & Inglehart, 2008).

3.3 Reaching democracy through empowerment

Democracy is clearly also a question of power and the power have to be practiced by people. Seems to be a slogan but this understanding, often the base of many occidental Republic Constitutions, does not guarantee their real democratic government.

Inglehart identified three elements that constituted the empowerment: action resources, self-expression values and democratic institutions (see Figure 1). Enabling, motivating and entitling are the key words of this process. Through action resources people can reach material and also cognitive features, as skills and education, to achieving the empowerment their own lives. This educational level increase thanks to modernization, moving people to independent thinking, equipping and articulating their thoughts and action to a better participation in politics.

Societies that give high importance and priority to self-expression values allow participatory orientations toward society and politics; support gender equality; are more hosting with foreigners and tolerant with immigrants, accept homosexuals, and other "border-groups"; in general they inspire a high level of trust. Societies that emphasize survival values, on the opposite, tend to have a conflict-

ing attitude in each of these areas. If the first type of values increase, growing also the demand for civil and political freedom, gender equality and responsible govern, hence helping to found and support democratic institutions. So these values play a fundamental role in democratization: institutions guaranteed the civil and political rights that permit people to shape their private and public lives. In few words these values make people empowerment possible and then, make possible an increase people's ability to place pressure on elites and decision making process.

This process reflects the socioeconomic conditions. In general people tend to model their inspirations to their capabilities, making freedom and democracy obligatory because they have the resources to practice them. In fact, where material sustenance and physical security are not guaranteed effective democracy not occurs because people make corresponding between their values and their needs. But considering countries in prosperity, democracy in force could not occur also because: is not obvious that there is a high level of self-expression values, so could not express their preference leaving the elites to ignore them; or the elites could ignore or don't have the capacity to understand the people instances. For this reason pressure from external actors is fundamental for the "effectiveness" of democracy.

Democracy is of course a question of socioeconomic development, but the key is the freedom of choice that is linked with de development but it is not guaranteed by this. Since institution considered democratic allowed free choices, people self-expressed their values and tend to pursuit for effective democracy. So if people become increasingly articulate, well-organized and motivated to demand democracy, elites have less choice in the argument.

Furthermore, the key factor for democracy in force is not the political system. There were states that lived many years of authoritarianism but now reach a high level of democratization (for example East Germany). This occurs because they were among the most economically advanced in the world, with sophisticated educational and social-welfare systems. Thus when the threat of authoritarianism government was removed, they rapidly directed themselves towards democracy. Self-expression values emerge when a large share of people grows up with the guaranteed of survival and not of its high quality. So, even under repressive political regimes, action resources develop, people become more intellectually independent, more politically articulate and socially connected. Increasing these factors, modernization transforms people's values and widens their action possibilities. From the other hand of course, there is no guarantee that economic development and modernization will occur under authoritarian regimes. But more these countries tends to modernization promoted by their dictators, more people tend to understand and experienced the liberating consequence of modernization, which their rulers can suffocate only by abandoning the development itself. Although fascism and communism were not democratic governs, the urbanization, mass education and economic development that went with industrialization made representative democracy possible as well as their growing.

With the postindustrial society, liberal democracies proliferate; people accustomed to exercising their own initiative and judgment always starting to question on hierarchical authority. As consequence, democratic institutions have generally emerged because people started to struggle for them, before through liberal revolutions, then with the democratic revolutions. Motivation and values always played, and play today, an important role in the democratization process because these

erode the legitimacy of authoritarian systems, even if there is no certainty about the downfall of the authoritarian systems.

“Modernization tends to bring both cognitive mobilization and growing emphasis on self-expression values. This in turn motivates ever more people to demand democratic institutions and enables them to be effective in doing so as elites watch the costs of repression mount [...] Social change is not deterministic, but modernization increases the probability that democratic institutions will emerge” (Welzel & Inglehart, 2008: 134).

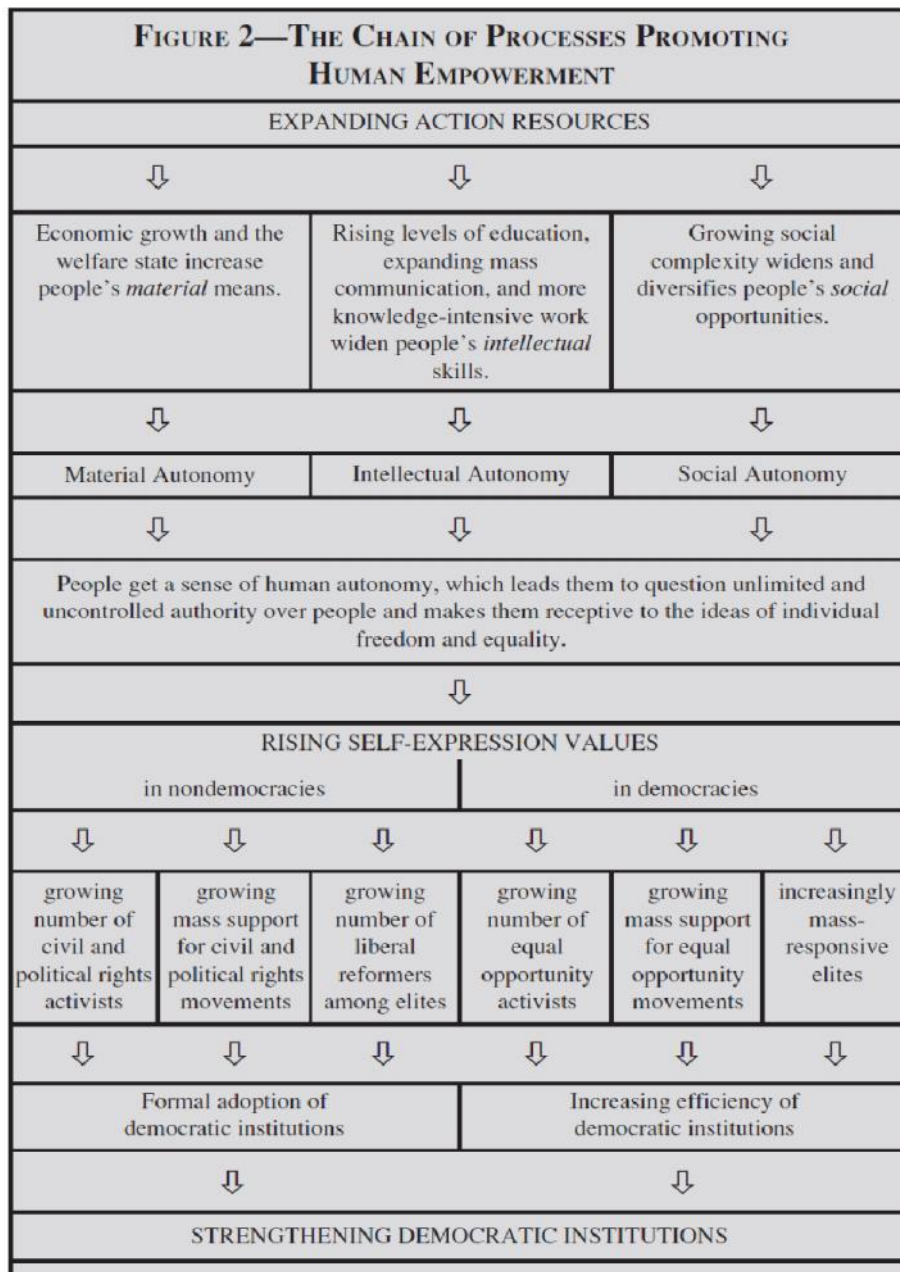


Fig. 2 The chain of processes promoting human empowerment (Welzel & Inglehart, 2008).

Some have state that masses are always in favor of democracy and that this is a constant feature. If so, mass democracy requests for democracy do not impact democratization. Inglehart assumes that

the process of social and cognitive mobilization can improve the population's capacity to participate effectively in making policies. Also this vision could be implicitly constant. Then, the decision to repress or expand the demand for democracy and the needs of wider franchise are only in the hands of the elites. I am not agreeing.

There are in fact enormous degree variations through which people assign priority to acquire democratic institutions and dedicate them to struggle for these. This occurs because action resources and mass self-expression values depend of the society type. The decision to extend political rights stays fundamentally an elite choice only since the person's action resources are lacking. Therefore the economic development deeply modifies this scenario. More information and cognitive resources enable the people to organize more powerful collective actions and to put effective pressure on elites.

Cultural factors also play a decisive role and mass education is a key indicator of how effective the people are becoming in their effort for political rights.

The nation-specificity and astonishing durability of these effects suggest that they are deeply rooted cultural factors similar to those uncovered by Robert D. Putnam in his analysis of the differences between the political cultures of northern and southern Italy, which he too traced back to patterns that have persisted for centuries. Trying to discover why some democratic governments succeed and fail, he understands how is fundamental the existence and action of "civic community" in developing successful democratic institutions. When Italy created new governments for each of its regions in 1970, he began his experiment. After spending two decades analyzing the efficacy of these governments in fields such as agriculture, housing, health services, etc... He reveals as they show models of associationism, trust and cooperation that facilitate good governance and economic prosperity (Putnam et alii, 1994). Across the human evolution, despotism and autocracy have prevailed. According again with Inglehart thought, this occur not simply because elites were capable to restrain people, but also because, until the modern era, the masses lacked the resources and organizational skills necessary to comprehend democratic institutions, and because obtaining them were not their principal desire. It is not only or exclusively the no privileged who desire democracy. When people have relatively wide economic and cognitive resources, and move from emphasizing self-expression values, they struggle most strongly for democratic institutions.

“Self-expression values reflect a synthesis of interpersonal trust, tolerance, and political activism that plays a crucial role in the emergence and survival of democracy. If we view democratization as a process by which political power moves into the hands of ordinary citizens, then a broader definition of democracy is required, and with such a definition we find that the orientations of ordinary citizens play a central role in democratization” (Welzel & Inglehart, 2008: 139).

3.4 Insurgent practices and community engagement

With this evolution in term of values and wishes, electoral participation is not the only form of political expression and action. In society with a higher level of Cognitive mobilization spread unconventional forms of socio-political action and a sort of “drop” in the importance of suffrage. People that moved from materialist values to self-expression values, voting is no more so essentially to act in

society. The interests are now focused on solidarity, identity, environment, equality, etc... In this sense vote become important only in the measure the ballot can affect the expectation hoped to be achieve according with the new values.

I think that Cognitive mobilization is the natural form through which people, in this historical period and with our system of values, act politically in the society; moreover, this type of action could be a central feature inside a broader process of modernization of our political and social systems. It is the first step of different forms of action, including unconventional methods like insurgent practices or citizens independent movements.

I think that some insurgent practices are the first starting point to construct a political community engagement lasting and conscious. Organizations and individuals build ongoing, permanent relationships for the purpose of applying a collective vision for the benefit of their community. While community organizing involves the process of building a grassroots movement involving communities, community engagement primarily deals with the practice of moving communities toward change, usually from a stalled or non-democratic suspended situation.

In this sense, insurgent practices and community mobilization can modify the situation and be the start of a durable and constructive discourse. Inclusion and citizenship are fundamental in this discourse.

Linked with the wider argumentation addressed in the Chapter 2 and with the previous paragraphs, insurgent practices are strictly related with the socio-economical system, increasingly liberal and capitalist. Hence, I try to understand what are the relationships and mutual influences between these two features.

In many part of the South world, for example, the experience of colonialism and post-colonialism teaches that, even if governments allowed some levels of inclusion of natives, it didn't meant consequently an increase of citizenship. Moreover, the apparent inclusion by government was several time a form of domination. It happened for example in India and in Portuguese African colonies. These processes were implemented trying to build modern citizenship under the flag of modernization, and often using coercion and corruption. But similar process also happens in the "south of north" world. In Sicily for example, and in general in the South of Italy, this type of policies had generated the actual and radical crises of political classes, citizenships values and a spread of corruption and mafia dynamic; moreover, far from any tentative to generalize, I think these dynamics had long been widespread in all the South of Europe.

This is the big contradiction of the actual era: people have gained more access, social and political inclusion to the institutions through local governments and wider participation, but it is certainly untrue that there is effective and affective inclusion and decision-making power from common people (Sandercock, 1998).

"I argue that in this neoliberal moment the hypocrisy of modern citizenship can be most clearly observed in the global South. In the liberal democracies of the global North, citizens experience the pretense of neoliberal capitalism through the shrinking of the public sphere and some infringement on civil liberties. In the global South [...] found universal citizenship rights are starkly contradicted by the material inroads on citizens' lives made by neoliberal capital-

ism. Their political citizenship and abstract formal rights have expanded, yet simultaneously their economic exploitation and the abdication of public responsibility for basic services continue, and their livelihood erodes (Miraftab, 2009: 40).

In this sense it is moving the EU economic strategy regarding for example the agricultural sector. The results are the exploitation of imported low cost products, with the consequent damage of the local and traditional market and the proliferation of illegal cheap labor. It will be better explained in the Simeto River story.

Starting from the reasoning above inspiring by Gramsci, Freire and Dolci, I developed another question: what is the meaning of insurgent practice for planning and pedagogy? And with what kind of planning are we dealing with? I understand through my experience into the field that there is a big difference, first of all, between legitimation, institutionalization and real decisional power.

Legitimation is fundamental inside the hegemonic relation of power. Many times the governments and the public try to be legitimated through governance that promotes political inclusion and participation, but postpone distributive equity problems.

In these contexts radical planning practices should be insurgent and a possible chance to improve and promote real social transformation. Insurgent planning can stop unreal tentative of inclusion through institutional governance and develop real participation among citizens.

Radical planners operated with NGOs and NGO-ized community trying to find spaces of inclusion beyond those formal and sanctioned by government, but making sure that these organizations are not the harm of a false inclusion. In few words, planners have to have the capacity to identify, support and develop not only the grassroots working exercised in spaces of citizenship create from an top-down decision , but also the grassroots objection practices innovating their own terms of engagement. In this sense, the focus of radical planning is based not on the role or capacity of the planners, but on the value-based definition of practices that are insurgent.

As already discussed wider in the first Chapter of this work, many scholars of radical planning have long recognize that planning is not a mysterious exercise of professionals that act isolated (Friedmann, 1973 and Sandercock, 1998 for first, but also many others). In these sense starting from the 1980s and 1990s we can assist to a spread of equity and participatory planning, and communicative sensitive planning theorized first of all by Forester (1989), Healey (1990; 1999), Innes (2004), etc..

Radical planners and community radical practices took place from the reality and their analysis: squatter citizens, illegal immigrants, marginalized community and people in general. These radical planning practices are easily recognizable in the numerous cities (especially in the south of the world) developed through spontaneous and unplanned community activities; Holston called this process as insurgent urbanization (1995; 2008).

So marginalized people, outside formal decision structures, build through informal processes, and develop, without “professional” planners and planning, their own housing, life spaces, their city.

“Insurgent planning builds on an expanded definition of radical planning in the ways just described. But insurgent planning has traveled an important further path by revealing how inclusive planning, with its emphasis on citizen participation and civil society partnership, has often become the accomplice of neoliberal governance. Insurgent planning reveals how the interests of global capitalism and the corporate economy misappropriate collective action to depoliticize progressive planning and transform its actors to ‘radicals you can take home to mother’ “(Miraftab, 2009: 43).

According with the Friedmann original definition of planning as the “mediation of theory and practice in social transformation” (1987: 391), radical planning have to go beyond the theory and work with citizens through real participation and inclusion trying to realize transformative planning practices coming from the grassroots and specific in every different context. In few words, insurgent planning practices answered to the old contraposition between dominance and selective inclusion and spaces of freedom and collective action.

Insurgent planning practices strip ‘democracy’ and ‘inclusion’ of their formalistic elements, recognizing the importance to counter-hegemonic movements of choosing their own ways of constituting their collectivities and their participation (Gills, 2001 in Miraftab, 2009).

Now I want to deepen another related issue. Radical planners in their work with grassroots community and NGOs, and in general with initiatives outside from the formal arena, have to pay attention and be careful on their origins, shared (and not shared) values and their agendas. It is important that they do not implement inequalities and false inclusion. This issue is important because it is related with two themes: the distinction between institutionalization that is different from legitimation that is different from real decision power; the consciousness of certain actors and the real understanding regarding values and interests between them.

The first theme is important because, sometimes, genuine grassroots actions risk being falsified and contaminated from dominance values through their institutionalization. Institutionalization is the process through which is possible become part of an institution; is related with committing of course but several times it become the pretense to transform, and then control, insurgent grassroots practices into the institutions or governments. In this sense, insurgent practices lost their autonomy and their creative action becoming pointless for the real equal transformation of society.

Legitimation is different from institutionalization because it is based on the recognition and respect of norms and values. In this understanding lies the problem. The big normative lack, its insufficiency (and several times also it is misleading) inside certain political reality determine a no recognition/respect of laws and then a deformation of legitimation meaning. Values, furthermore, are not shared and are not clearly expressed. These questions determine a big deformation and misunderstanding inside community insurgent practices regarding their real decision power. Legitimation can be formal but is not sure automatically that it is substantial. I try to understand these core theme in the cases presented in this work. I discuss the second theme in the next paragraph.

3.5 *Insurgent practices and shared values*

Distinction between who acts and actions themselves is fundamental inside insurgent planning practices. We know that inside these practices there are a great range of subjects: community activists, professionals, residents, NGOs, researchers, unemployed, etc... Their action is insurgent when aimed to eliminate relationships of dominance and inequalities, destabilizing the status quo hegemonically imposed. These actions need capacity and imagination of an alternative future of course, but moreover need of the consciousness from who acts and the sheering of their values and different interests.

In these sense I found very interesting the theorization of Paulo Freire, which will be useful to understand in a wider way the cases deepen in the next Chapters. His theory about Conscientization in Brazil is more close to the pedagogy of Danilo Dolci in Sicily, but he made a stimulating connection between action and freedom (Freire, 2000).

He outlined a critical dimension of consciousness that assumes human beings as active agents capable to transform their world, in a specific political and social situation. He focused their study in Latin America around 1970s and he brought out certain features and sub-cultures that I saw (and I lived) in Sicily as Sicilian and researcher, first of all, and then in Portugal (Freire, 1970). The connection between local question, territory framework and culture is fundamental. The starting point is:

“the critical comprehension of man as a being who exists in and with the world. Since the basic condition for Conscientization is that its agent must be a subject (that is, a conscious being), Conscientization, like education, is specifically and exclusively a human process. [...] His domain of existence is the domain of work, of history, of culture, of value the domain in which men experience the dialectic between determinism and freedom. [...] Only beings who can reflect upon the fact that they are determined are capable of freeing themselves. Their reflectiveness results not just in a vague and uncommitted awareness, but in the exercise of a profoundly transforming action upon the determining reality. Consciousness of and action upon reality is therefore, inseparable constituents of the transforming act by which men become beings relation. By their characteristic reflection, intentionality, temporality, and transcendence, men's consciousness and action are distinct from the mere contacts of animals with the world” (Freire, 2000: 40-41).

Moreover, critical reflection is testified by creative communication.

Cultural action for Freire is the necessary for breaking the existing “culture of silence” in specific contexts. This specific for of culture is reflection of a specific for of consciousness made of “over-determines” and “resignation” of a human dominated condition. Freire says that this culture born in the relationship between Third World and metropolis; in my cases of study this culture: in the case of Sicily, it emerged in the XIX sec, and it configures the relationship between poor and illiterate agricultural contexts and their effort for basic needs and modernization “defended” by some young “rebels” against the dominated institution. This sort of private protection of weak evolved in the history into Mafia criminal phenomena (Lupo, 2004; Gravagno, Saija, 2010). In the

case of Portugal, the culture of silence emerged during the Salazar dictatorship, during till 1974 (Cicortas, 2013). In both cases, as Freire stated:

"It is not the dominator who constructs a culture and imposes it on the dominated. This culture is the result of the structural relations between the dominated and the dominators. Thus, understanding the culture of silence presupposes an analysis of dependence as a relational phenomenon that gives rise to different forms of being, of thinking, of expression, those of the culture of silence and those of the culture that 'has a voice' " (Freire, 2000: 44).

I want deepen not this mutual relationship, but its perception from the dominated point of view. People attribute the sources of such facts and situations in their lives either to some super-reality or to something outside themselves, a superior power. In these things lie the origin of the fatalistic positions and the justification of a "natural" incapacity to address the problem. So, men action will not be orientated towards transforming reality, but towards those superior beings responsible for the problematical situation, or toward that presumed incapacity.

The crack of this situation occurs when society is in a transitional period, when emerged the first opponent movements and the silent masses begin manifesting. Transitional societies do not automatically become speaking totalities, of course, but certainly that emerging masses phenomenon forces power elites to experiment new forms of maintaining dominance producing as effects the alteration of submitted and fatalistic consciousness and perception of reality.

Masses become anxious for freedom and to overcome the silence; the elites become anxious to preserve their dominant status quo, and start to design superficial transformations.

Gradually society become dynamic and increases the critical consciousness of progressive groups, developing a challenge to the consciousness of the power elites. Societies live in a climate of revolution, and:

"Revolution is always cultural" (Freire, 2000: 64).

I think revolution, according to the author, it is a critical process that needs culture and reflection. The society in transformation is the result of dialogue mediation between people, on the one side of act of knowing, and the revolutionary leadership, on the other side. In this relation dialogue is the key. In this sense Conscientization is more than a simple pries of conscience, but implies an overcoming of false-fatalistic consciousness, to realize a critical understanding and demythologized action upon reality.

"The fundamental role of those committed to cultural action for Conscientization is not properly speaking to fabricate the liberating idea, but to invite the people to grasp with their minds the truth of their reality. Consistent with this spirit of knowing, scientific knowledge cannot be knowledge that is merely transmitted, for it would itself become ideological myth, even if it were transmitted with the intention of liberating men. The discrepancy between intention and practice would be resolved in favor of practice. The only authentic points of departure for

the scientific knowledge of reality are the dialectical relationships between men and the world, and the critical comprehension of how these relationships are evolved and how they in turn condition men's perception of concrete reality" (Freire, 2000: 60).

So I found in Freire what I found in the field: critical action and perception of society is not only something related with intellectual effort alone (that is fundamental in any case), but through praxis too. In this sense I can see through my experience the authentic union between action and reflection. In this discovery I think I realize my personal passage from student to researcher.

4. Question Research

The major contribute of the cognitive mobilization theory is that change the way through which citizens perceive and participate in politics both in terms of political efficacy, but also influencing different factors like culture, behaviors and wills that, furthermore, explain the differences between countries. Taking into consideration what has been said so far, my previous issues research and wider inquiry developed by the theoretical framework and methodological implications and moreover within the two cases experienced, now I can formulate a more structured research question. I will try to answer this question in the next two chapters.

Starting research issue

How communication takes place, and how power operates?

Is communication characterized by consensus seeking and absence of power?

Or is communication the exercise of power and rhetoric?

How do consensus seeking and rhetoric, freedom from domination and the exercise of power, eventually come together in individual acts of communication?

How are the possibilities through which manage the slip of 'meaning planes' in the interactions between subjects, in contexts where cultural tradition hides the dimension of conflict and antagonism, which remains latent, not manifest or inexplicit, and which undermines the process efficacy?

May these opportunities can be found or develop in a democratic field within policies, shared values, practices and / or "creative" tools built collectively from the bottom?

In urban processes developed from the bottom, the main role of the relational-communicative aspects and of the power relations between subjects and stakeholders, through which it is implemented and shaped, can determine its success?

Choose tools and participative strategy can determine the achievement (or not) of the processes success?

Then, what is the sense of the experience work in the Serra da Arrábida? Could it be useful to help the Simeto river valley?

What is the boundary between insurgent practices, communities' mobilization and participation in politics?

Can cognitive closure be exceed used a structured strategy to deal with institution in a more democratic way?

Final Question research

Can cognitive mobilization used as structured strategy to deal with institution in a more democratic way, allowing a real understanding between subjects and transform communities efforts into a substantial and legitimated decision power?

PART III

HOLD BACK THE RIVER

“Learning to see — accustoming the eye to calmness, to patience, to letting things come up to it; postponing judgment, learning to go around and grasp each individual case from all sides. That is the first preliminary schooling for spirituality”.

(Nietzsche, *Twilight of the Idols*)

5. Reading back the valley: an example of PAR

5.1 Insurgent movement and community mapping

This critical situation took its pick when the Regional waste plan to realize four big incinerators was approved; one of these was expected in the Cannizzola village (Paternò), in one of the most beautiful and productive areas of the valley. This top-down decision caused a strong conflict with inhabitants and farmers against the dump of high levels of toxic slag derived from the combustion of the waste to be reutilized as a component of bricks for a fabric in the Contrasto village (Adrano).

The big insurgent movement of protest against this choice promoted by a lot of spontaneous groups, after converging into the Vivisimeto Association, succeeded in blocking these projects and determined a sort of awakening of consciousness along with a strong motivation for the research of an alternative model of waste management to the ATO Simeto and Environment, today in liquidation, failed totally to ensure. This failure is largely demonstrated by the frequent interruptions of the service collection, sometimes for several weeks, during which the cities were literally submerged by waste, and by the micro-illegal dumping phenomenon and the waste fires in rural areas, with the addition that the Simeto area is one of the highest waste fiscal pressures in Sicily.

Another question of great importance, linked to waste management in the territory of the Simeto, concerns the granting by the Sicilian region of an expansion of the dump in Contrada Tiriti in the district of Motta Sant' Anastasia for an additional volume of 2,500,000 tons. Several citizens' groups worked for a viable and alternative hypothesis of waste management to a proposed extension of the private dump that moreover is sited at a distance less than that prescribed by law, causing future significant health problems.

To understand the question about sustainability and managing of the waste in particular, but more in general of the commons, it is important to understand which values, memories, current issues, ideas for the future are spread into the Simeto Community. However, in a context where the word Community itself is not always clear, this question has to be posed in a public arena in order to enhance the debate and to start the dialogue among different points of view, as a path to improve the sense of being a Community.

First of all I want highlight that I was directly involved into the process; second of all I think that is usefull start the story with two questions: what is Community Mapping? Who defined this practice? A mixed group, made by University of Catania students and scholars together with activists of local NGOs network, rolled up their sleeves and created a way to involve farmers, tourism operators, small businessmen, institutional representatives, and, in general, inhabitants, workers, users of the Simeto Valley, in order to reflect together about their land, supported by friendly tools and using maps as a catalyst for the debate.

Participatory maps are not a new practice. Starting from the Bioregional Movement, for example, whose principles were spread in Italy through Eco-Institutions or Ecomuseums, participatory maps have already been widely used. Here, with the term Community Mapping we refer to any representation of a landscape made by its inhabitants, synthesized in a common document which is an opportunity to speed up the dialogue among inhabitants themselves. It is the effort to answer together the question: Which is our history, and which present and future do we want, being the Simeto Community?

In November 2009, before designing and implementing the Simeto Community Mapping, it was helpful and encouraging to look at other similar experiences in the world, being aware that every context is different, and that Community Mapping has to be related to the peculiarity of the place where it is developed. After having defined the objectives we wanted to accomplish through the Community Mapping process in the Simeto Valley, we decided to use the following tools:

- Map of Mappers. To register participants and to understand how they are distributed into the watershed.
- Interviews in-depth and Mental Mapping. To allow participants describing their different perceptions about the River, through words and drawings.
- The Collective Map. A huge map 1:10000 scale into the wall, 4x8 yards wide, where participants can point and mark what they like, what they do not like, what they remember but now it is lost, what they would like for the future, their doubts about the Simeto Valley, writing down their thoughts and ideas, in order to allow participants sharing different vision about the Valley.
- The Water Map. Everything that participants think it is important about this precious resource, intended as the basic requirement for the community to exist (it has been widely recognized, by participants themselves, that without water there are no agriculture, no historical and cultural heritage, no wildlife and plant life, no beauty and pleasure, no tourism, nothing.)
- From December 2009 to May 2010 Community Mapping was implemented in Adrano, Paternò, Biancavilla, S.M. di Licodia, in a rural house, in a school, in a center for old people, in a parish, in a museum, in a civic center. 500 people have been registered; they were invited by word of mouth among the NGOs network, by letters of invitation and local media advertising.
- In May 2010, contents were organized as a Community Strategic Plan into a Report that synthesized the activities. Six relevant themes emerged: Sustainable Living, Sustainable Agriculture, Environmental Regeneration Responsible Tourism, Energy and Resources, Water

Common Good. The Report was presented during a Participatory Design Workshop in Biancavilla, called: Planning together is possible! An Agreement between Citizens and Institutions to revitalize the Simeto Valley. During three days of working, the aforementioned themes were deepened into six sessions of participatory design; six documents were produced in the form of letter to start the dialogue with institutions.

- During the workshop, we focused on the importance of starting a meaningful collaboration between the University/Associations Partnership (that led the Community Mapping at that point) and local institutions, through a new practice that we called River Agreement. The idea is to involve actively institutions in order to answer the questions Which Sustainable Management of the Commons? Which life-styles do we want to have? Which is our history, toward which future do we want to go, being the Simeto Community? In the meanwhile, we decided to implement two community projects in the short run:

- 1) To revitalize a derelict area close to the River in Paternò, that is used as illegal dumping ground for different kinds of contaminating trash, like tires that are often set on fire, or asbestos cement remains. The aim is to give the community back an access point to the River (nowadays they are quite rare), restoring the area planting native trees, like other wise people did into the past (see also the work of the Nobel Prize for Peace Wangari Maathai, and *L'homme qui plantait des arbres*, a story by Jean Giono that inspired the Oscar Winner short movie by Frédéric Back);

- 2) To realize a community garden in an abandoned municipal park in Adrano, that a local grassroots association of neighbors adopted and cleaned up from being another illegal dumping ground. The strategy was to start a partnership with a school, let children garden in order to have experiential learning opportunities, according to "Peace Gardening" principles, a national network that has some active representatives in Sicily⁶.

- 3) Both those projects showed how difficult it is to project and implement, even at a small scale, an Agreement between Citizens and Institutions that is concrete and that produces virtuous changes on the landscape. We hope that these projects will not be forgotten.

The Simeto Community Mapping interpreted the levels of ambient degradation as strictly linked with the progressive economic and socio-cultural decline processes of the valley. Summarizing, the interruption of the relationship (economic, affective, functional etc..) between community and river is considered as one of the principal development problems of this territory (i.e. Saija, 2011a).

The instances and wishes emerged during the Simeto community mapping were the starting point through which was built the Simeto River Agreement⁷.

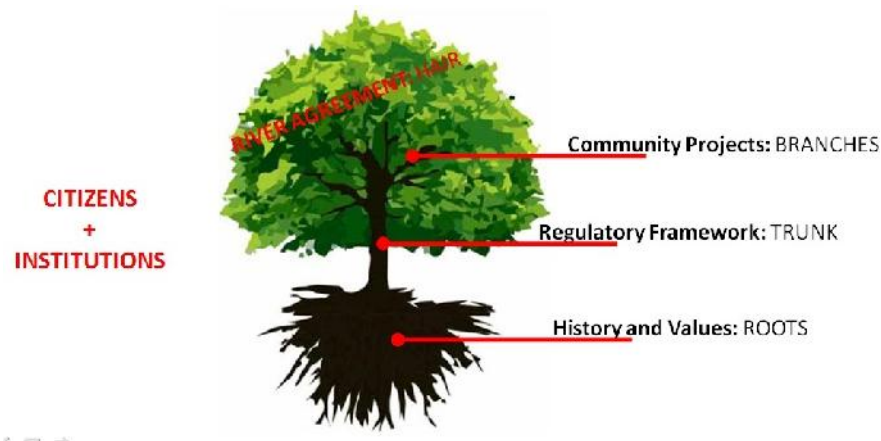
⁶ <http://www.ortidipacesicilia.org/>

⁷ <http://pattosimeto2013.wix.com/pattodelsimeto#!downloads/ctzu>

5.2 The river agreement

Inspired by two amazing Italian researchers, Giorgio Pizziolo and Rita Micarelli, that worked on a participatory process to revitalize another Italian river called Panaro, as well as by the European Directive 2000/60/EC Water Framework⁸, and by the European Landscape Convention⁹, we started a troubled dialogue with local Institutions.

After several months of meeting with representatives of local institutions, a document finally has been signed on April 2012, in order to start some steps toward the River Agreement. Signers are municipalities of Adrano, Belpasso, Centuripe, Paternò, Troina, the Province of Enna, the University of Catania - Department of Architecture, and local NGOs (Vivisimeto, Comitato Civico Salute - Ambiente Adrano, Boys and Girls Scouts at Upstream Simeto River, Casa di Maria Association). This document remained open to new signers.



The tree above represented a metaphor for the River Agreement; it symbolizes the most important steps of the process that has just started. Roots are history, inhabitant's memories, and all elements, material or immaterial, that deserve to be preserved and that are recognized as evidence of heritage and identity. These elements can be defined as Everlasting Landmarks. Trunk is the structure, it is the regulatory framework for transformations and behaviors, i.e. principles aimed at defining which projects are sustainable and represent a common vision. Rules are, at the same time, the organizational structure of the River Agreement. They have to be intended as adaptive and flexible during the process. Foliage and fruits are Community Projects; examples of them were proposed during the Community Mapping and the Participatory Design Workshop. Some of them were: Participatory Monitoring of resources like water and energy (the idea is that inhabitants themselves may start watching at indicators for pollution that can be easily recognized), Ecological Labs with schools, Restoration of sections of the river, Network of Responsible Tourism Operators promoted by different advertising devices, a Museum for the Lively Memory and Traditional Arts&Crafts. These projects must be intended as an opportunity to face the current socio-economic challenges in a balance with environmental issues.

⁸ http://ec.europa.eu/environment/water/water-framework/index_en.html

⁹ <http://www.coe.int/it/web/conventions/full-list/-/conventions/treaty/176>

The Participatory Simeto River Agreement¹⁰ process consisted on 4 principal community meetings in which people tried to systematize their ideas and wishes during thematic round table and then public debates. Every person could explain his position about the themes and discuss with other how realize the instances in terms of: subjects, economic resources, impacts, responsibilities, etc... A facilitator for each table allowed a people democratic participation, managing the discussion and writing every idea on a board by priority order. At the end of the round tables, the public discussion was useful to choose the core wishes and ideas emerged. Every meeting was organized in a different town to allow a better geographical participation and to guarantee a more democratic involvement of different territory realities.



On the 23th January 2013 the first draft of the Simeto River Agreement was publicly presented.

Participation of people was always numerous and very constructive. The level of discussion and opinion sharing was elevated and the finding of shared solutions and proposals was relatively simple. I believe that this was possible because of: first of all, starting from the incinerator experience, Simeto valley people worked together many years; they understood and learned how to work in a participative way and what was the most constructive form to share values and ideas; so, the Simeto agreement is more due to a result of a correct process to work, than of a mix of ideas well written. This was possible because it was present a system of values in generally shared, with some differences of course, but with a baggage of values that transform a lot of intrinsic conflicts in creative opportunities to construct decisions together. In second instance, a better knowledge of the river in term of geographical, geological and ecosystem terms was a great opportunity to realize that a river

¹⁰ <http://pattosimeto2013.wix.com/pattodelsimeto>

is a alive element, that it doesn't know administrative boundaries to flow and that its sustainable use is fundamental for the economic survival of the entire valley. Moreover, people understand that the protest for a respect of a right and for the defense of a commons is more productive if they understand how to deal with top-down choices with the same weapons; this is the reason why the interest for the institutional procedures is growing during the years.

Then, after this long period of "understanding training", if I analyze this process at the light of the cognitive mobilization, I can sustain that was clearly that people want to understand better what is the right way through which transform their ideas and wishes on a real institutional document, that could be the paper on which describe and allow every pragmatic action decided and shared together during the agreement process. The high interest for procedures, political skills, details, tools etc..was the principal desire that pushed people into the debates. To be involved and understand the mechanism of the bureaucratic and political machine was the key to open a balanced and democratic discussion with the politics and institutional decision makers.

From the 4th March to the 9th June 2014 municipalities councils (Adrano; Belpasso; Biancavilla; Centuripe; Motta S. Anastasia; Paternò; Ragalna; Regalbuto; Santa Maria di Licodia) adopt with official delegation the Simeto River Agreement made by two parts: the Community Mapping Report and the agreement with all the values, projects and priorities shared by the valley; on the 5th November 2014 also the Troina council adopts the Agreement. Even if the agreement was largely approved, when the institutional subject decided what type of project can be accepted or not, a conflict of power emerged clearly regarding economic interest and sustainability choices.

Far from every type of judgment, I can affirm that local institutions, first of all, are doing a cultural choice: define levels and limits of their choices not according with administrative boundaries, like a province, but rather the social and cultural affinities, and based on the presence or not of a shared planning. In this sense, choosing a participative mechanism helped to broke each form of boundaries and to construct new forms of decision levels, more close to the wishes and choices shared by local community.

During the drafting of the Agreement, people shared with institutions a clear vision of their desired future. The principal purposes were the valorization of existing resources and the search for new, trying to improve their quality of life through new opportunity of job, more cultural exchange and events, and, most of all, the recovery and regeneration of the original and natural connection between settled communities and the river system in its environmental, social, productive, ecological, etc... components. Becomes really important a reinterpretation of the original values and past errors, combined with the capacity to innovate planning policies and practices of living and based on a sustainable and supportive economy (reuse, recycling, social inclusion, equity, empowerment, legality, etc...).

This constitutive bond within community and river, considered not only in its physical aspects but, above all, as a system of shared values and rules, was summarized into three interconnected action axes:

1. Environmental: actions of river ecosystem regeneration;

2. Socio-cultural: actions to rediscovery the characteristics features of the Simeto identity and culture to creating a community with shared rules;
3. Economic: actions for production, processing and marketing (agriculture and aquaculture, green building, eco-tourism) in harmony with the principles of sustainability and solidarity.



5.3 The river agreement as new system of governance

The River Agreement first of all is an experiment. The experiment consists in the attempt to modify local policies through new systems of governance in which institutions and local governments have a constant and closer relationship with citizens and more and more complete information about their territory. In the Valley, local institutions are made a cultural choice based on the comprehension that a river is a living thing, so any sort of decision should not be subject to any administrative border, but rather on a shared cultural, social and design affinity.

This is the reason why the borders are disarticulated from their administrative features, and, with a participatory mechanism, are chosen new borders. Local communities are invited to construct different decision levels closer to the topics discussed and its future impacts.

The agreement operation is based on a River Agreement Agency through which different actors can collaborate to reach their common goals. The Agency functions are:

- Coordinate the municipalities work, included give support to the territory planning design and promote the innovation of practices and management tools for the implementation of the river agreement (like public calls, auditing, marketing etc.);
- Facilitate the direct relationship between local administration and settled community facilitated events and participative processes to support design and planning activities;
- Exceed the governance problems both from an administrative and bureaucratic point of view and the design area inside these, very often left alone and without resources. For example it could be possible deliver to the Agency the design and territory planning projects alongside the river thought integrated pilot projects about social, economical and environmental problems.

The Agency aims to overcome difficulties arising from the chronic incapacity of public administration and institutions to produce knowledge, certainly because of the heavy presence of mafia interest, but also due to the weakness and deficiencies of the planning tools, that determine the fragmentation of local policies, the undersizing of the municipalities technical staff, especially in the integrated design, planning and participation processes sectors, and the decisional submission of every municipalities to different authority districts (such as the Society for the Waste Regulation established by LRS 9/2010 or the medical districts established by Presidential Decree of 4/11/2002). Inside the Agency it could be possible create specific sectors for: environment, social inclusion and employment, legality and battle against mafia. They could work like permanent observers and incubators of new ideas, and they could control the effects of the progressive implementation of the agreement in the territory. These could encourage the structuring and dissemination of technical and scientific-technical knowledge; enhance and promote local knowledge for the construction of the collective memory of the Valley.

The River Agreement is formed by two part: a procedural part that characterize the agreement from a legislative point of view (see *Protocollo d'intesa*¹¹ and the attachments at the end of this work), signed by all the parties interested in and a collection of a lot of proposals and projects that, even if without the same definition and details, have in common the desire to be inclusive and capable to combine economic development and employment aims with cultural, educational and environmental features. Some are:

- The Etna-Simeto bio-agro district to promote new activities and support the old in sector (like agriculture, breeding cattle, aquaculture, tourism, handcraft, green building etc...) The purpose is to encourage the continued use of farmland for agricultural production. The proposal is based on a combination of landowner incentives and protections, all of which are designed to forestall the conversion of farmland to non-agricultural uses. Included in these benefits are preferential real property tax treatment (agricultural assessment and special benefit assessment), and protections against overly restrictive local laws, government

¹¹ <http://pattosimeto2013.wix.com/pattodelsimeto#!downloads/ctzu>

funded acquisition or construction projects, and private nuisance suits involving agricultural practices.



- Projects for the development of a “Simeto culture” to gain a national/international relevance, identity regeneration and education (like street theatre, creative workshops with schools and associations, etc...).

Some cultural local associations have already done some projects and labs for the promotion and cultural regeneration of the territory, also with the implication of actors and artists native of the Valley. One of these has the purpose of create real employment prospects inspiring on the traditional storytellers and “Pupi”¹² Sicilian theatre. This lab wants to combine the three features described above through the discovering of the meaning of the ancient cultural forms of the Simeto tradition. Events and people so trained can represent the uniqueness characteristics of the Valley and boost its tourist promotion and cultural valorization.



- A task-force on cultural heritage both in the towns both in the rural areas, with a particular attention to the archeological sector, and through actions like census, documentation and valorization of the goods, the creation of a network between the three most important archeological museums of Centuripe, Adrano and Paternò, etc..

¹² Typical sicilian puppets. <https://www.google.com/culturalinstitute/exhibit/i-pupi-siciliani/gQH-MBR8?hl=it>



- Another important action is the adoption of the Zero Waste Strategy¹³ from all the municipalities. The biggest and worse problem of the Simeto territory is the high use of illegal

¹³ See <http://zwia.org/> and <http://www.zerowasteitaly.org/chi-siamo/>

dumping. This problem is really serious and it is the visible symptom of the environmental, socio-cultural and economic deterioration of the Valley.

The Zero Waste Strategy 2020 aims to give birth to a new and sustainable management model for the waste. It is in accordance with the current European, national and regional laws in the purpose of reaching the reduction, reuse and recycling of materials recovered through the maximum percentage possible of collection (the strategy follows ten steps: 1) Source Separation; 2) Door to Door Collections; 3) Composting; 4) Recycling; 5) Reuse, Repair and Community Centre; 6) Waste Reduction Initiatives; 7) Economic Incentives; 8) Residual Separation and Research Centre; 9) Industrial Responsibility; 10) Temporary Landfill).

Moreover, inside the agreement are identified some priority action areas like: the implementation and improvement, from a technological point of view, of the actual system of ecological islands to its transformation in pre-storage and pretreatment waste centers; creation of for-profit initiatives inland and not only in the coastal areas; a strategy for the urgent treatment of wet waste part, the hardest to dispose of, for example with the creation of a composting center, whose activities could be linked with the establishment of the Etna-Simeto bio-agro district (actually there is a project for a composting center by the Region, but is currently locked for administrative-bureaucratic reasons that the signature of the Inner Areas Project (see below) could facilitate the overcoming of this block); an educational campaign on the waste themes like the common practice of the illegal disposal of the rubbish also by the individual citizens that, in some cases, create a periodic illegal dump like in the salinelle¹⁴ area, Paternò.; a technological alternative solution against the expansion of the Motta S. Anastasia landfill.

- Another key step in the implementation of the River Agreement is the implementation of projects and initiatives that will reduce the consumption and the CO₂ emissions, increasing the percentage of renewable sources use. Develop the potential of energy production with geothermal installations, exploiting the presence of this clean energy in the area.

In this direction there are some initiatives, already in doing, such as the candidature at the Kyoto fund of some projects formerly approved and the submission of a Project Life in partnership with the Turin University, interested in using the territory between the Simeto river and the Etna volcano as its preferential research field; some projects already undertaken by the National Institute of Geophysics and volcanology of Catania.

- Another fundamental part of the Simeto River Agreement is the promotion and creation of new policies for a responsible management of water resources based on the principle of water as public good. The monitoring and testing of integrated management practices to improve the quality of the entire water cycle. These have to be pursued through: the establishment of a participatory basin authority; the adaptation and rationalization of public wa-

¹⁴ rare volcanic formations; mud volcanos.

ter infrastructure to improve the efficacy and efficiency of the systems; facilitate the water transfer and treatment; etc...



Measures in this direction have already been launched: the public acquisition of the wells; the modernization of water public systems with remote control, financed by CIPE¹⁵; the drafting of a experimental project for the reuse of water resources, from the Paternò sewage treatment plant, into non-food agricultural production to be used for the bio building components production; the expansion of the areas occupied by phytoremediation ecosystems close to the Site of Community Importance (SIC. Dir. 92/43/CEE)¹⁶ called Ponte Barca (the project was presented as part of the EU program LIFE + 2013 and is still awaiting evaluation).

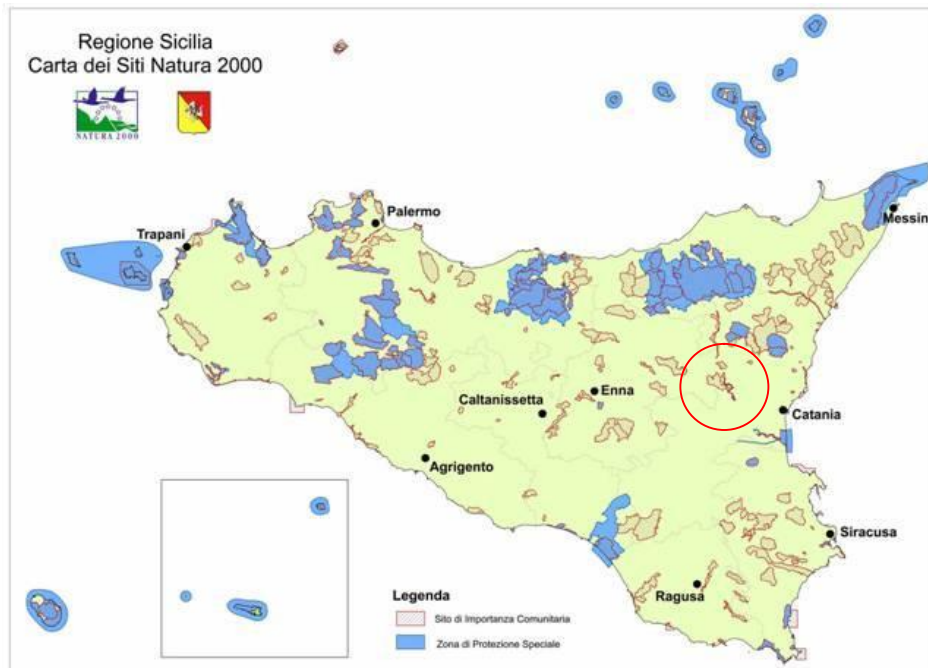


Figure 12. Maps of Site of Community Importance of Sicily (source: <http://www.sitr.regione.sicilia.it/content/view/152/1/>).



¹⁵ <http://www.programmazioneeconomica.gov.it/>

¹⁶ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:31992L0043:IT:PDF>

- Schools and educational institute are invited to develop a new role of territorial garrison to experiment integrated projects to enhance and reactivate resources and local expertise. The aim is to create permanent educational processes, promoting social integration and combating urban deprivation.

In this direction, some important results have already been achieved through the first experimentation of the projects Gardens of Peace in some schools of the Valley funded with the PON¹⁷ Sicily and the Community Gardens being designed. Both these projects actively involve schools, with joint activities between students, teachers and residents. These activities aimed at creating actions, both physical and cultural, for the revitalization of some parts of the territory.

So are experimented new forms of open-air teaching, inspired by the early '900 traditional educational proposal of Michele Crimi (cfr. Crimi, 1914) and the implementation and support of urban transformation processes carried out through the ordinary government tools of the territory by the PA. Other measures should be taken in order to improve the coordination of many projects put in place in individual schools, like the combating early school leaving.



- The agreement also include specific measures to contrast the mafia associated with the environment protection and enhancement: already several judicial investigations have shown that the business represented by the waste and their cycle, as well as the funding opportunities related to alternative energy, have caused a shift of mafia investments in these areas; another phenomenon is that the mafia subculture is strong influenced by the culture of territory protection and exploitation (cfr. Dolci, 1974).

Paternò, for example, has already prepared an agreement with the Catania Attorney regard the repression of illegal building that has always been a historic business of mafia territory hegemony.

- The reorganization of sustainable mobility through a network of greenway to reconnect city and countryside and to give new function and importance to the historical infrastructures

¹⁷ http://hubmiur.pubblica.istruzione.it/web/istruzione/pon/2007_2013

“oranges railway” and the “wheat road”, highly representative of ancient Simeto housing practices and potentially inspiring new sustainability practices of living and producing. The infrastructure are an opportunity for implement mitigation and prevention of hydrogeological risk, (the community mapping process indeed has shown an increasing number of landslides), due also to land abandonment processes.

Moreover this greenway grid is thought in connection with the metropolitan project of strengthening of the rail transport (circumetnea) that will connect the Valley with the city of Catania (this project is already that will connect the few chance to be funded in the near future).

- It has been identified the need for significant urban regeneration projects in some areas of particularly depressed cities of the valley (among them: the Idria neighborhood in Paternò, the Santa Maria Immacolata neighborhood in Adrano, the medieval center of Motta) and the need to implement new job opportunities in the entire valley. These interventions are shaped to increase the urban commercial activities (in crisis because of the construction of Etnapolis, in Belpasso, the largest shopping center of the Catania Province), and simultaneously address the problems of poor housing and re-functionalization of the historic urban public spaces as place for socializing. The shift in focus on the urban regeneration issues, than new construction, represents an important step in local urban culture: with a prevalence of builders who place in the 'new construction' (both legal market that than illegal) the biggest profit expectations, is needs to start a process of conversion 'industrial' and 'cultural' to the themes of recovery and reutilization.

There is already in place a territory planning general idea, but it does not translated in strategic initiatives, generating the risk of dissipate once again public resources. Paternò has, for example, a district agreement already submitted and approved, with the final design, but these projects have been realized without a real and deep involvement of the citizens, without their inclusion in a comprehensive network of interventions which take jointly the theme of social inclusion with the urban regeneration.



The agreement process started on 27th September 2013 with the auto candidature letter of the valley for the National Strategy “Aree Interne”¹⁸ (SNAI). After the candidature, a group of researchers, students and planners started to work with local community (citizens, ONG, farmers, politics, etc..) to understand how transform the mapping instance on a structured document.

5.4 Inner Areas Strategy

The Italian territory is characterized by a polycentric system, with towns, rural areas and municipalities linked by a solid network of relations, and larger towns and cities, which attract people because of their wealth of public services. Access to essential services such as education, mobility and healthcare is crucial to guarantee an adequate level of citizenship among inner areas’ inhabitants. The more remote rural areas, historically deprived of many of these services, have gone through a lengthy and steady period of abandonment in favour of urban areas, with high social costs in terms of hydro-geological instability, decay and soil consumption. This fall in population has been matched by a decline in personal services. These areas, however, contain much untapped natural and human capital, seen as strategic for the recovery and growth of Italy’s economic system. Interventions targeted to safeguard, rehabilitate and revitalize inner territorial areas have been thus deemed necessary to overcome the urban/rural dichotomy and put a new perspective on the concept of service accessibility. ‘Inner Areas’ are defined as territories substantially far from centers offering essential services and thus characterized by depopulation and degrade. Demographic trends, access to healthcare and adequate education provision are just some of the essential criteria to define and classify Inner Areas. These areas currently cover approximately 60 per cent of the Italian territory and hosting nearly 13.540 million people. This publication of Materiali Uval contains the Italian national strategy for reversing the depopulation and marginalization of these areas, hinging on two key economic policy assets: improving personal services and triggering local development projects. Inner Areas are areas at some considerable distance from hubs providing essential services (education, health and mobility), with a wealth of key environmental and cultural resources of many different kinds, which have been subject to anthropisation for centuries. Around one quarter of Italy’s population lives in these areas, which cover sixty per cent of the total national territory, and are split into over four thousand municipalities. A significant portion of the Inner Areas have become steadily marginalized since the end of World War II, through: population decline, now below the critical threshold; job cuts and falling land use; a decline in local provision of public and private services; social costs for the nation as a whole, such as hydro-geological instability, and degradation of the cultural and landscape heritage. Public and private interventions (cables, landfill, inadequate forest management and energy plants) geared to extracting resources from these areas, have also had negative effects, failing to generate local innovation or benefits: local administrations had given the go-ahead for these, partly because of their weak negotiating power due to lack of funding. In other cases, innovation was discouraged by tight-knit local community opposition to outside intervention.

¹⁸ http://www.dps.tesoro.it/Aree_interne

Equally, there are some Inner Areas where good policies and practices have been adopted, the upshots of which have been: a steady or growing population; municipal cooperation in the provision of essential services; environmental and cultural resources have been safeguarded and valorized.

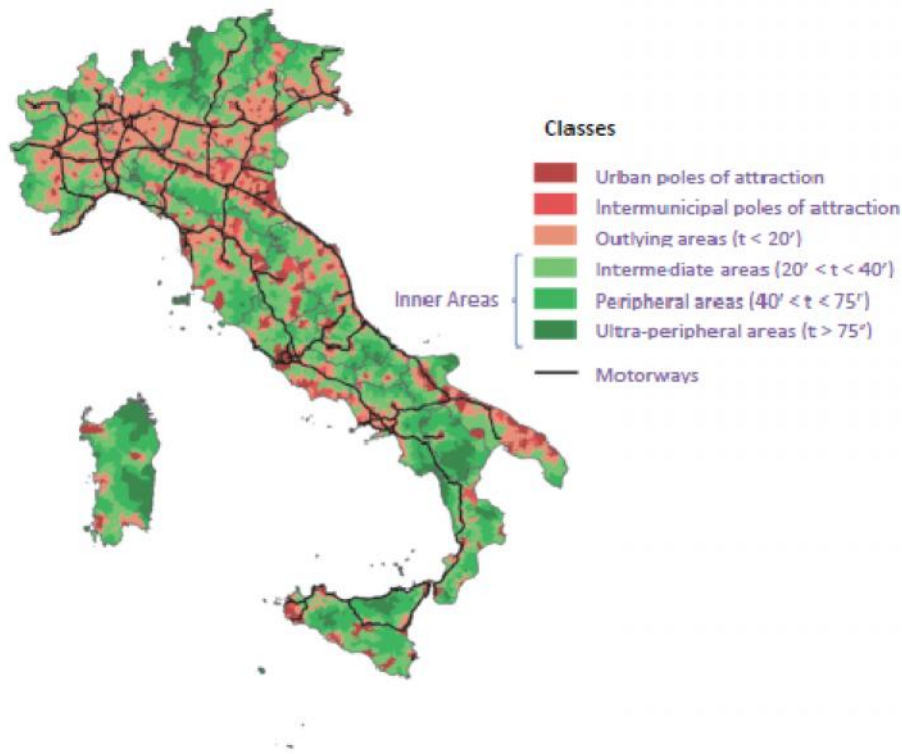


Figure 12. Maps of Italy's Inner Areas (Source: Ministry of Health, Ministry of Education and State Railway (FS) data processed by UVAL-UVER)

Italy's Inner Areas can be characterised as follows:

- they are at some significant distance from the main essential service centers (education, health and mobility);
- they contain major environmental resources (water resources, agricultural systems, forests, natural and human landscapes) and cultural resources (archaeological assets, historic settlements, abbeys, small museums, skills centers);
- they are extremely diversified, as the result of the dynamics of varied and differentiated natural systems, and specific and centuries' old anthropisation processes.

This shows that the general process of marginalization is not unavoidable and that these areas are capable of following through on growth and cohesion projects. It is therefore clear at the National level that there is high development potential in these areas of the country, which a robust, inclusive and ongoing national strategy could bring out.

This Strategy will be implemented by capitalizing on countrywide financial and methodological opportunities and leveraged by the Community funding programme for the seven-year period 2014-2020, along with the dedicated funding provided for under the Stability Law (national funds). It is a work in progress, being carried out in strict agreement with the Regions and through effective dialogue with the Municipalities and Provinces, in awareness that local, open and forward looking communities have their own part to play in making the national strategy work.

Consistent with the new methodology that must underpin different Community funding in the North and South, it is people's quality of life that sits at the heart of the national strategic plan for Inner Areas: intensive development that will improve inner area inhabitants' wellbeing and social inclusion; extensive development that will lead to increased job opportunities and territorial capital uptake. Growth and social inclusion therefore are mutually interdependent. Summarizing the ultimate objective and guiding light of the strategy is to reverse and improve demographic trends (cutting emigration from these areas; attracting new residents; raising the birth rate).

These outcomes and demographic land use recovery, in particular, are what will serve to combat the hydrogeological instability and degradation of the cultural and landscape capital in these areas.

In order to achieve these results, the strategy will encompass three powerful innovations. It will initially be rolled out to a limited number of areas - one per Region. It will have a national dimension operating through two interrelated classes of actions: one focused on promoting development through projects funded by the various available European funds, and the other focused on ensuring adequate public provision of essential services in these areas (health, education and mobility). There will be a binding time frame, careful and open monitoring of the outcomes and comparison of the experiences and outcomes by a Project Network.

The initial selection of the few areas ranging over multiple Municipalities (including those straddling more than one Province or Region) will be made by the regions. Basically, in agreement with the Regions and central government, the idea is to start with a limited number of prototypes, making sure that the initial phase of the strategy is 'played out' in the most needy project areas that also have the greatest chances of success. This selective approach, which marks a significant departure from the past, will be in the interests of all the Inner Areas, because the roll-out of the strategy will be influenced by the outcomes of this initial phase, once properly assessed.

The Municipalities involved in each project area will create appropriate forms of service partnership (or, where appropriate, associations), that will help to boost the long-term sustainability of the Strategy, and enable their normal activities to be aligned with the local development projects funded. The complete package of interventions will be formally sanctioned through special Programme Framework Agreements between local Bodies, Regions and central Administrations. The project areas and relative agreements will become part of an Inner Area Project network.

The strategy is also based on the valorization of the 'territorial capital' within these territories: the natural, cultural and cognitive capital, the social energy of the local population and potential residents, and production systems (agricultural, tourist and manufacturing). The territorial capital is currently largely unused as a result of the de-anthropisation process referred to earlier. Local development policies are developed for activating latent local capital.

Other than their development potential, these areas are of national importance due to the social costs related to their abandonment. In many cases they are characterized by production and investment processes which as a consequence of their scale and type, generate substantial social costs. Hydrogeological instability is just one example of the social costs associated with the current utilization of the human landscape. There are other equally significant examples, such as the loss of biological diversity and the loss of practical skills ('know how').

The mid-term/functional objective of 'local development factors' relates to two particular spheres: the 'market' and 'employment'. Market means the fact that local systems and their main economic actors must be able to compete for consumer demand and investor preferences on a national, European and even global scale. Re-launching Inner Areas naturally means re-launching local systems as production areas, which requires consolidated demand for locally produced goods and services. Demand is a fundamental development factor, and national and European policies have a decisive role to play in guaranteeing that this is sparked and remains steady.

The second local development factor in these areas has trajectory over the last few decades has 'voided' the territory: on one hand the working age segments of the population have fallen significantly (as have activity rates), and on the other, working skills have steadily declined. However, the economic recovery of Inner Areas cannot take place unless employment becomes central to these systems once more. This can be achieved through:

- a) immigration and rebuilding a solid working age group of the population;
- b) building abstract and practical work-based knowledge (required to produce the goods/services for which demand exists at national, European/global level);
- c) adequate remuneration for the work itself.

The two dimensions of local development are interdependent. The 'market' dimension alone will not suffice to build a local development strategy without the 'employment' dimension, with strong emphasis on the ability to intercept demand and satisfy it by activating 'good employment' – employment that generates quality goods and services, responding to market preferences. Equally, if an area cannot satisfy demand, jobs will not be activated, minimizing its development.

During the period in which industrialization and economic development were taking off in Italy, two fundamental territorial convergence/divergence dynamics were observed: the differences in economic development trajectories between macro-regions (North- South, North-Central-South); the differences in development trajectories inside each region and macro-region.

The convergence/divergence in macro-regional growth trajectories has been the focus of national public debate, while the marked development differences in the macro-areas between the central and peripheral areas have remained a local or regional issue.

The economic Development Strategy for these areas derives from the intersection of national and local perspective. It also takes in their variety and complexity, but is not capable of interpreting the local characteristics identifying local projects for the promotion of local development. Local communities alone can interpret the variety and complexity of the local society and territorial capital that characterize them, and turn them into projects, by leveraging innovators that already exist in some Inner Areas. They are often cut off from local society and the local economy, but linked to supra-national commercial networks of values and skills. It is at national level, however, that the obstacles to local development that make up the institutional and economic context within which local communities necessarily operate and evolve can be removed.

Is necessary, in any case, avoid both the 'illusion of a local project' – believing that the areas are equipped with all the economic and cognitive resources needed to carry out efficacious development strategies – and the 'unreality of a national project' – believing that a national strategy is capable of achieving its objectives without the input of local communities.

Local development projects must fall into the following categories:

- a) active territorial/environmental sustainability protection;
- b) valorisation of natural/cultural capital and tourism;
- c) valorisation of agriculture and food systems;
- d) activation of renewable energy supply chains;
- e) know-how and crafts.

It is believed that the outcomes of these project categories really can promote growth and trigger economic development, generating a trajectory of sustainable development.

Every Inner Area has some kind of diversity to offer: lifestyle, air quality, food and human relations. Preferences are becoming much diversified, despite the fact that the period we are living in is far from prosperous. When we consume, we also want to know, where whatever it is we are consuming, was produced, what symbolism is attached to the product, whether minors were exploited in its production, and whether it has travelled a great many kilometers, thus consuming energy and resources.

Interventions for triggering development processes in these areas, therefore, have to focus on these 'specificities', on latent development factors and on catalyzing and major issues, also (but not only) linked to the consistent potential of hidden resources in these areas. Focal points on which efforts should be concentrated must be identified in order to obtain visible and measurable results within reasonably short timeframes, thanks to the joint efforts of available human resources and funds.

Manufacturing facilities already operating with some degree of success in Inner Areas supplying global markets with industrial products unconnected with local know-how, form part of this Strategy as co-interested allies working to improve socio-environmental conditions within the territory and the wellbeing of its residents. Policies bolstering competition and the adaptive capabilities of these manufacturers within their own reference markets do not fall within the remit of these areas, which relies on these establishments for the modernizing force they represent at local level. The significant number of industries operating in open competitive sectors can contribute to development projects through some of their own resources, innovative human resources in particular, by taking cognizance of the territory playing host to them and taking on some of the responsibilities for actions needed to alter that territory. The dual nature of the Inner Area Strategy – which focuses on valorizing existing resources in these areas with a view to development, while targeting territorial sustainability and protection – means that the focal points may be some of the following and not others (self-selection):

- a) Safeguard of local communities and territory;
- b) Valorising natural, cultural and sustainable tourism resources;

- c) Agri-food systems and local development;
- d) Energy saving and local renewable energy networks;
- e) Know-how and crafts.

As final discussion of this paragraph, it is interesting to underline that this strategy is an integrated strategy because each single intervention has its specific effects, but the success of the Strategy as a whole rests on the synergic intersection of the effects produced by the interventions in each particular sphere. From this standpoint, what is being proposed is an integrated local development strategy.

There is a need to consider what have been defined as the pre-conditions for local development, seen as a specific level of intervention in their own right. The expression 'pre-conditions for development' refers to the production and provision within a territory of those services that in contemporary society are considered as constituents of 'citizenship': health, education and vocational training, and mobility.

The availability of these services is an essential condition for guaranteeing people willingness to pursue living in these territories – and for enhancing the attractiveness of these territories to new residents: it enables individuals and families living in these territories to realize their life plans.

In contemporary society, inadequate quality/quantity of these three essential services is a decisive hindrance to any local economic development strategy, because it renders people's life plans uncertain and unsatisfactory. The basic idea is that local development projects, on which the focus has almost exclusively been up to now, cannot generate all the desired effects or indeed fail to generate any of them if these pre-conditions are not guaranteed.

The public intervention will be financed by:

- 1) Specific public actions geared to 'local development projects' financed by Regional Operational Programmes (ROPs) with Community funding 2014-2020 (but also, where practicable, through the Development and Cohesion Fund) on the basis of a joint strategic framework set out in the Partnership Agreement.
- 2) Standard sectoral policy interventions (defined at various levels of responsibility, national and regional), funded primarily by additional national resources (cf. Stability Law 2014, Title II, Art. 3, par. 2-4, currently going through Parliament), for shaping the provision of essential education, health and mobility services.
- 3) These actions can be supported by national measures of a fiscal or insurance nature, or of other kinds requested and supported by more than one party and which would serve as complementary operational tools, possibly crucial to the success of the Strategy. These consist of interventions not currently receiving funding. In this regard, interesting opportunities for those areas that fall under the *de minimis* aid regime should be flagged up.

The operational Strategy for Inner Areas is not a closed national Programme, confined to certain resources. Nor it is an inconsistent set of different projects. It aims to represent a community of parties interested in planning experiences, inspired by a strategy and shared objectives, and for build-

ing a common feeling for the course of actions needed to tackle and interpret these areas issue, albeit through a variety of concrete solutions.

Planning packages will be put together onsite and therefore the prime actors are the territorial communities and their interim and regional contacts. They will only become wider ranging where there is a powerful strategy, real intent and national scope.

The Regions and other territorial actors will proceed with the pilot projects (i.e. those relating to the initial implementation stage of the Strategy). The Centre will invest in a 'Method' for a few 'pilot projects'. These projects, although territorial and location specific in approach - therefore respecting the individual vocations and potentials of the territories – will consist of a limited number of themed strands: territorial protection and management; valorization of natural and cultural resources; renewable energy; agricultural and agri-food systems; know-how and crafts.

The pilot projects are real and concrete projects that strive for change through new solutions, with a view to better understanding objectives and mechanisms geared to concrete construction and implementation. They will be turned into a certain number of Programme Framework Agreements (one per Region initially), relating to at least two of the identified thematic strands, working with the contact people and structures handling the project intervention issues at local, regional and Central level – concurrently with issues relating to essential services (Education; Health and Mobility).

These projects will be built – on the initiative of the Regions – by means of negotiating tools such as the PFA which – issue by issue – will see the most relevant and interested Administrations greatly involved (Ministries; Regions; Provinces; Municipalities and/or other Municipal Association), with the explicit intention of ensuring that these projects tie in with standard policies for essential services. The Pilot Projects will be selected in collaboration with the Regions and the National Association of Italian Towns (ANCI) and the various other interested and competent bodies.

Associations are an important subject for the strategy. These can take part in autonomous planning initiatives, in their most complete sense and implementation, providing feedback and ensuring support throughout, right up to their completion.

In the vision are also included Action Research Projects that, as the Strategy described, are knowledge-based, providing for research involving real and interested parties and drawing up operational solutions for determined issues that – while important – have not yet been sufficiently approached from a Research perspective. Active research projects will be set up, characterized by: cognitive pilot aims; streamlined, field-based research groups; close iteration with the different territorial structures within the selected areas.

6. Arrabida Marine Protected Park, Portugal.

The history

The 53 km² of the first Marine Park in Portugal – integrated in the Natural Park of Arrábida (Fig.1) and in the Nature 2000 – was established in 1998 (Regulamentar Decree N^o23/98 – Oct. 14).



Fig. 1 National localization of the Natural Park of Arrábida. Source: <http://www.icnf.pt/>

It extends the boundaries of the Arrábida Natural Park including a portion of the coastal waters to the south and west of the Arrábida Mountains. The so called Marine Park Professor Luiz Saldanha (LSMP) covers 38 km of rocky coast from the Figueirinha Beach, in the Sado estuary, to the North of Cape Espichel (Fig.2). It encloses an area recognized for its natural beauty and high marine biodiversity, including numerous commercially important species. This implies a strong and intense human pressure, conflicting with its natural values.

The concerns voiced over the years about the degradation of the marine environment and the perceived need to adopt measures to halt it eventually led to the 1998 decree that defines zones with restrictions of use and activities. It put at stake the traditional fishing activity, in particular affecting adversely the local fishermen community of Sesimbra town.

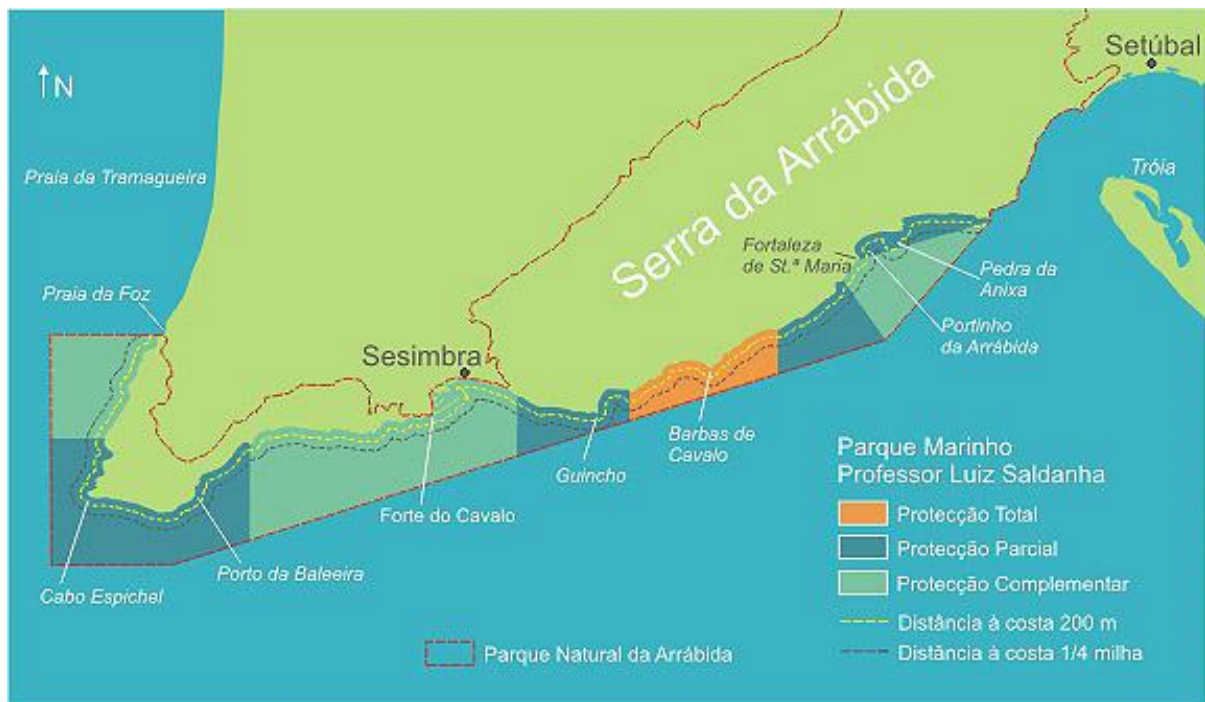


Fig. 2 Location of the Marine Park Professor Luiz Saldanha with indication of the protection level of each area. Source: <http://www.icnf.pt/>

The final limits of the park were established in 2003 (Regulamentar Decree Nº 11), with the index of a couple of sites deemed of particular interest for conservation (SCI).

The management plan was presented for public discussion in the first half of 2003. Concomitantly, consultations with populations living in and around the park and making use of its natural resources were held to discuss the draft proposal, which would be scrutinized once more in 2004 by an independent commission. Some of the public hearings held during this process were the stage of heated protests by groups of users of the park—in particular fishermen—who, already then, felt not only that their livelihoods were under threat, but also that the park’s proponents were being both insensitive to their needs and unyielding in their refusal of incorporating their proposals into the draft regulation.

The steps of the consultation process and how it was perceived by different stakeholders was the ground of the conflicts arose between the Park and different user groups; conflicts that persist up to this day.

The management plan of the park (*Regulamento do Plano de Ordenamento do Parque Natural da Arrábida*, hereafter POPNA) was finalised and approved in the summer of 2005 (RCM Nº 141). It entered into force on the day after its gazetting, with a transitional period of four years applicable to commercial fishing and some aspects of recreational boating.

Large and strong demonstrations were organized locally, attracting also the national wide media attention.

At the same time, opposition to the park’s regulations assumed other forms: opinion articles for and, more frequently, against the park in the local press and in the cyberspace; users and organizations discussed alternative management measures with the park authorities and they presented

proposals to that end; and a multi-stakeholder forum (Fórum Sesimbra) was established try to join the individual and non-organized voices and to find ways of improving the plan in a management closer to the users. Till now, the management regime of the LSMP has not been subject to any alteration de facto, but it is contemplated a new consultation process soon.

The main elements of the management plan

The POPNA born as an management instrument for a system ecologically complex and subject to varied and intense human use. It has been criticized for its rigidity and insensibility to the need of the local community. The fundamental tool of the protection plan is a zoning scheme that determines where different activities are allowed or not (Fig.3).



Fig. 3 Location of the Marine Park Professor Luiz Saldanha with indication of the uses and activities allowed or not. Source: <http://www.icnf.pt/>

Commercial fishing is limited to a total of 25 species—which include all species traditionally caught—and to boats of less than seven meters in length. It is authorized only through a specific licenses released by the park’s administration. There are specific licenses also for the other activities like SCUBA diving or maritime tourism etc...

The zoning scheme considers three different levels of protection applied to eight zones (Figure 2, 3):

- In the total protection zone all human presence is forbidden except for research, monitoring, surveillance, enforcement and emergency.

- In the partial protection zones are allowed some activities with the granting of licences; commercial fishing with traps at distances more than 200 m from the shore. In the area around the Portinho da Arrábida, commercial fishing is not permitted at all, and additional restrictions are applied to recreational boating.
- In the zones of complimentary protection, restrictions about the berthing of recreational boating are abandoned, sports fishing is allowed, as is commercial fishing with nets, hook and line, and with traps at distances more than 0.25 nm from the shore.

Some activities are allowed in the Sesimbra bay when incorporated into tourism or cultural events. In this sense has been signed a specific protocol between the park and the Sesimbra municipality.

Very important are some aspects about the licensing of commercial fishing inside the park. At present there are about 80 active professional fishing licenses granted by the park—a number that has remained unchanged since the initial round of licensing that followed the entry into force of the POPNA in 2005. The licenses are granted exclusively to fishermen with boats registered in the port of Sesimbra, and can only be transferred or sold to direct relatives. The transference or the sales to non-direct relatives is possible only in case of prolonged and confirmed illness. The annual renewal of licenses is strictly dependent from a minimum of 100 catches per year, and the sales have to be registered at the local official fish auction (Docapesca).

Deconstructing the conflict

From the participation and agency point of view, the first perception of many groups about the consultation process during the elaboration of the POPNA was negative. Many people felt that participation was meaningless and without real influence about the choices already decided. This feeling occurred because, even if formally people had been given the possibility to give proposals, the supporter of the park—the ministry of environment through the INCB first of all —showed almost no regard for these instances, giving birth to a regulation in which the stakeholders' input was minimal. This feeling persist till now; in fact, despite some attempts by the groups and NGOs aimed to convince the park to change specific regulations of the management plan o some parts of this, no alteration has yet been made. This only feeds the generalized perception that the park's authorities, even if open to receiving proposals, show no will to include them in a revised series of rules. For many participation is possible, but agency not.

This feeling current among the park users, generated distinct reactions:

- Some tried to bypass the park's authorities expressing their claims directly to higher offices (the state secretary and the minister of environment, the president of the parliament and the president of the republic)
- Others continue to operate within local user and NGOs trying to generate a critical voice and to elaborate constructive proposals sufficiently strong to force the park to modify the POPNA.
- A smaller number of more radical users started a fight against the park and its management plan not believing in any possibility of change.

The park's authorities recognize the discontent of certain groups but only from an economical point of view; they do not understand why participation and agency play a significant role into the arose conflict.

The pre-2005 consultation phase was a suitable path for beneficial interchange between the park and certain user groups and contemporary it was the stage where other groups started to understand their weakness in the open public hearings. For this reason, many consider the approved POPNA a tool that contain a number of provisions that compromise the conservation objectives in favour of certain human activities and the real democratic and inclusive exchange.

The post-2005 alteration of the plan has been conditioned by two main aspects: first of all, the legal impediment of revising the plan before the first three years of gazetting (that is till the August 24 2008, but if we counts from the end of the transitional period, the revision of the plan not take place before August 24 2012. Until now no revision has been took place); secondly, the question that has not yet passed enough time since the plan came into force, and then, its conservation and socio-economic virtues and shortcomings are not yet countable.

After the entry into force of the park, preliminary results show some recovery of commercial fish species especially inside the total protection zone. From the socioeconomic impacts point of view, there isn't a monitoring program in place. The issue of participation and agency is probably the one where it is more difficult to understand where the truth lies. Is sure that, the many voices and positions of people about the park if from one hand had allowed a discussion about the problem, the possibility to a real participation and the construction of shared alternative visions; from the other hand give the possibility to reveal hidden conflicts, enforced hold and created new.

The opinion of the authors is that, whatever is the type of conflict, it remain the unique and stronger way to discuss about our life and wishes. If conflict is right addressed it can become the more creative source to allow a more democratic and inclusive discourse.

Degradation of the marine environment

The intention at the bottom of the creation of Park was principally to impose a more strictly regulatory framework on the human activities, in order to preserve natural ecosystems and to permit recovery of habitats and species not yet threaten by the anthropogenic pressure in that area (Cfr. RCM Nº 141/2005). In the decree, then, is implied that the cause of the degradation of the marine environment is based on the different human activities made there. This understanding is shared up to this day by the most of the park's stakeholders; different opinions appear when they consider the contribution of those single activities to the degradation.

Commercial fishing is the principal degradation source, according to most especially the scientific community, the park and most recreational users, including many fishermen themselves. Move away from this position the professional fishermen that have a different opinion. It is important underline that professional fishermen, even if they work in a small community like Sesimbra, do not form a single and homogeneous group. They are clearly divided into different group according to the type of boat and gear used, and by the fishing area. These divisions facilitated an exchange of responsibility accusations regard the sale of all fish stocks. Most fishermen believe, and also the author, that the largest negative impacts for the environment arise from fishing activities, especially

when these used gears not allowed, but at the same time they point the finger against the sport fishing and diving, that are under less control by the park authorities. A lot of fishermen acknowledged the need to restrict (at least some) fishing activities to allow for the recovery of marine ecosystems in the park and some underline that this choice is a typical workers behavior and it is the reason why fishing is divided into seasons and species.

The scientific view supported by the park is that the pollution originated from the Sado river estuary is carrying out by prevailing currents and winds along the Atlantic coast of the Tróia peninsula. A set of sandbanks on the eastern edge of the park moreover blocks some of this pollution from affecting the park's waters. Since no important sources of pollution exist inside the park, it is practically sheltered from the only major pollution source in the region, the Sines petro-chemical hub, except in the rare occasions of storms from the south. Many people think that this explanation is incorrect, and they assert that the pollution from the Sado too frequently reaches the eastern third of the park, including the only zone of total protection. The park retort that if so, the ecosystems would be affected as a whole, while, from the studies carried out, it is emerged that primarily are the species targeted by fisheries that show signs of decline.

In the absence of convincing and reliable data, it important to underline that while significant restrictions have been imposed on fisheries during the year, the level of pollution has remained unaltered, and the Arrábida seagrass meadows are often brought to the stage to show the great relevance of pollution affecting the LSMP.

New measures suitability

Among most stakeholders the idea to have a marine protected park is a good thing because it was evident the degradation state of the area. But, in the same time, a feeling of discontent born amidst people which condemn the POPNA as adequate regulatory tool. Common thought is that the management plan, although the numerous and detailed restrictions and rules on human activities, is doing nothing in terms of environment recovery and protection. This displeased raised because, in spite of the immediate consequence from the activities point of view, repercussions the ecosystems are more slow and much more difficult to discern. In few words, there is a time gap between (immediate) costs and (delayed) benefits. Moreover, as mentioned above, the recently studies about the flora and fauna inside the park are less comparable with the few data preexistent and in any case, cause the variability of the parameters and methods, they don't demonstrate nothing about the good or not perception of the POPNA.

Professional fishermen manifest their opposition to the park zoning scheme underline that specific regulations would go deeper in terms of biodiversity preservation and allowing an acceptable level of fishing. Moreover, they argue for a selectivity and environmental friendliness of their gears returning to previous fishing grounds, because their exclusion from the total and partial protection zone overcrowded the complementary zone, increasing the potential conflict with the other users. Another principal cause of disagreement among professional fisherman is the park's licences regime for commercial fisheries. In 2005, approximately 80 licenses were granted exclusively to boats registered in Sesimbra. In the meantime, the park has argued that this number already represents too high a fishing effort for a marine protected area—an argument that probably justifies the fact that no additional licenses have been granted since.

Furthermore, if 80 licenses are an excessive effort for the environment, why then impose 100 registered catches per year, a request too high by most fishermen? Those licenses were granted only to Sesimbra boats with the result that the few fishermen from the near port of Setubal, who always used the park's waters, started to forge registries in Sesimbra to have access to the park. Obtain the renewal of the license is not easy, In fact all the park's fishermen have to registered the 100 sales per year to the local fish auction (that only takes place in the weekdays), but it is not considered when the weather conditions do not allow for fishing or when the number of catches is too small to sale at the auction, so achieve this number become very complicated. So, fishermen could be lost their license if they don't renew it every year and, since they can only sold license to direct relatives, they often forge fake sales in order to reach the required number of 100.

The common trick is to ask fishermen from other boats, who often fishing outside the park waters, to share some of their catch. With the other consequence that in this way the periodical data collected about the number of fish inside the park are distorted and fake. Again, fishermen accuse the POPNA to remove them all the possible options, underline that this way to do is become a necessity to continue earning a living from fishing.

Also the other users manifested their oppositions to the park's zoning scheme. Some recognize its value as the right way of leading commercial fishing out from certain areas, while most claim about having lost access to areas always used in their past, to beaches and certain sites along the coast, or sports fishing grounds. Total agreement is reached about the possibility of specific regulations for each activity instead of the current one-size-fits-all zoning.

Another face of conflict regards the type and extent of violations of the park's regulations. The park's own patrol is one of the four forces that normally control the maritime activities in the area; the others are the Navy, the Maritime Police and the para-military National Republican Guard. There is no perfect harmonization of functions and no ideal exchange of information among these different forces, with the result that the park does not know with certainty how its own regulations about violations have evolved. In generally, there has been notice a decline in the number of offences, but a contemporary increase of the levels of sophistication and furtiveness.

With reference to this theme, emerge different views among users. Fishermen outside the park's waters stated that fishing effort in the park has no changes with the POPNA, the only difference is referred to what now is caught illegally, because in their opinion surveillance and enforcement, as well as voluntary compliance, are non-existent. Members of the parliament highlight for example that strong surveillance and enforcement could jeopardize the effectiveness of the POPNA as a conservation instrument. In fact fishing effort in the park has fallen significantly, not only because commercial fishing was forbidden from a lot of areas, but also because of overcrowding in others. Violate the park's regulations is considered as risky and expensive, and most do not take the chance. Indeed, a recurrent objection by fishermen is the excess of police surveillance at sea. Amongst recreational park's users, the problem regards the illegal spear fishing that has been completely banned within the park's waters. Even if this activity has seen a decline in recent years, is also true that it continues taking place illegally and to be considered as a synonymous of high quality of the fish for the local restaurant.

6.1 MARGov project

The MARGov project aims to build a Model of Collaborative Governance for Marine Protected Areas using as case study the Marine Park Professor Luiz Saldanha. The high purpose is to empower local communities enabling them to be agents for change for the sustainable governance of the Ocean, through an eco-social dialogue supported by active participation. This intends to reinforce competences and the co-responsibility of all the actors involved. The successful Marine Protected Area is strongly linked with a return to a sustainable balance between human activities and environment, and therefore, with a more democratic and sensible dialogue among all the actors.

According to the literature, the building up of participatory tools that assure an articulation of perspectives between different groups, allowed a constructive dialogue to achieve a more sustainable management, contributing to overlay different local knowledges and experiences. This could generate enriched and stronger solutions (cfr. Sandercock, 2004; Healey & Gilroy, 1990; White, 1981). Moreover, such processes generate new synergies and potentiate the exchange of ideas, experiences, technical-scientific cooperation, as well as the integration of knowledge and good practices, and they regularly create the conditions for the appearance of original and creative alternatives. The MARGov collaborative model of governance born as an answer to an already installed conflict. The project intends to facilitate and build synergies, creating a dialogue platform that allow a safe and constructive interaction among all the stakeholders, acknowledging the different views and constructing collectively shared views over them. Stakeholders involved are the direct users of the area and some users of the surrounding, namely the Territorial Protected Area.

The project aims to:

- Empower actors for change in order to develop a sustainable governance of the Ocean through the intensification of the eco-social dialogue;
- Reinforce the social and human component to develop sustainable management of marine protected areas promoting the local communities active participation;
- Structure a GIS for the integration of data to support the collaborative process and to become a database of information/knowledge (including a system of sustainability indicators and management indexes) on which to build actions the long term management;

The conflict is considered as a core-strategy in the search for collaboration among the stakeholders to build common definitions of stronger and less contested decisions.

The project underline that the weak governance and the absence of local stakeholders' participation inside the management of Marine Protected Areas are obstacles to the sustainability of the Ocean. This is the reason of the inexistence of the project on a social agreement about conservation and use of marine resources and on a stronger articulation between entities with different competences and legitimacy.

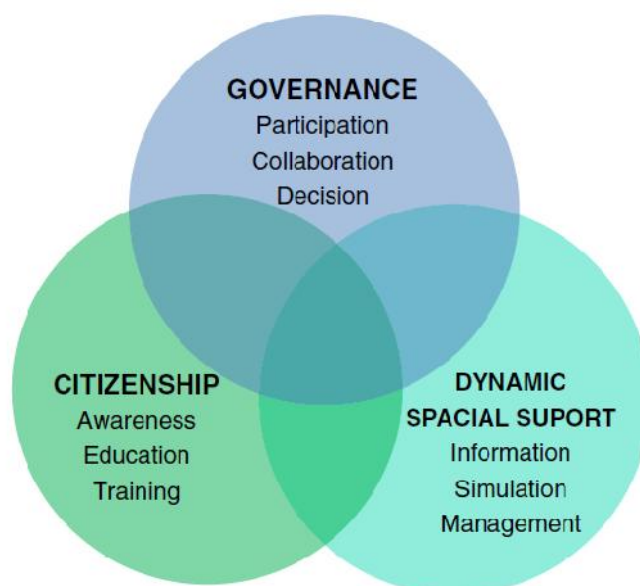


Fig. 4 Scheme of the overall structure of the project MARGov

The MARGov Project is structured in three main components (Fig. 4):

- Governance – which is referred to participation, collaboration and decision making. This includes most of the participatory processes;
- Citizenship – that focuses on awareness, education and training, including all the components referring to education for sustainability;
- Spatial Dynamic Support – like information, simulation and management, including geo-referenced registering, sustainability indicators and management indexes.
-

These three aspects work simultaneously in deep mutual articulation, potentiating the different dimensions of the project.

The participatory and collaborative process was developed through four main phases:

- 1) A preliminary diagnosis and organization of the baseline, which includes the stakeholders identification and the mapping of the conflicts;
- 2) The structuring and steering of the processes;
- 3) The elaboration of the process for public awareness and education;
- 4) The proposal of a collaborative management.

The first part of the project (to the end of 2008 until July 2009) was dedicated to the stakeholder identification and analysis, and the development of contacts. Specific entities to be involved for the various key issues emerging out of the process were also recognized. Intensive qualitative in-depth interviews were carried out next to intense document analysis, in order to develop an initial diagnosis. Methodologically, the project team used SWOT Analysis and conflict mapping.

The situation of reference so characterized was the base of the second part of the process (from July to September 2009): the design and structuring of the participatory process.

Since October 2009, MARGov has devolved collaborative negotiation techniques with the actors to identify, acknowledge and address the existing conflicts. The aim was to create a collective process to reach joint decisions. These actions on the ground aimed to promote also a “pedagogic development”: stakeholders learn to be productive and to build additional values as they turn into responsible changing agents. (cfr. Dolci, 1974) In few words, empower of the local agents for the sustainable co-management of the area.

Several participatory forum and workshops were carried out, either open to the overall community or involving a specific group of users. In this phase the strategy was to work more closely with the fishermen as the most direct users of the Marine Park. Nevertheless the other stakeholders of the process were provided with continuous information.

Participatory sessions were:

- 1st Expanded Forum – 19 Oct 09
- 1st Workshop – 21 Oct 09
- 2nd Workshop – 26 Nov 09
- 3rd Workshop – 16 Dec 09
- 2nd Expanded Forum – 13 Jan 10

The methodological strategies of the performed participative events were adjusted along the process referring to the spatial organization possibilities, the target-groups etc..

As a result, the MARGov team often switches the way of working with the different groups and inside a specific group too; this sort of “adjustability” it is indicated in many of my interviews like a power aspect of the project.

Building starting from the conflict

The last twenty years showed a rising call for participation in preservation projects. This allowed an increase of grassroots involvement in the design and management of protected areas in all Europe. Participation strategies born to “amplify the diminished voices” through the community empowering, sharing the idea that top-down policies and tools without broad consensus from the bottom leads to failure. Participation per se is not panacea to all the problems. It can have many features, and very often is bland. There are a lot of variety and levels of community participation, as the Arnstein ladder teaches (cfr. Arnstein, 1969).

The project MARGov stated clearly the promotion and exercising of an active participation: community and stakeholders are active in their own empowerment. Happen that the type of participation in a certain project stage depends on the level of intervention in the decision process that is considered desirable or allowed by the status quo. So, interventive and responsible collaboration by all stakeholders is fundamental. In this sense, the project supported a mix between the “Social Exchange” idea and the “Network Approach” to facilitate a long term social relationship and sustainability.

The central idea is to improve exchanges of different capitals. In the specific: “relational capital” as the accumulation of socio-psychological characteristics of the social relationships, principally based

on trust and commitment, and the degree of “connectedness” as the power of the connections (like bonds, activities and resources) that make changes in social relationships.

Growing social relationships “gives way to conservation as relational connectedness expand and relational capital is consolidated” contributing for change from conflict-based relationships to cooperative interactions. This emergent phase is seen as the collaborative state.

In opposition to a more generalized views, conflict can be a benefit at start. If adequately addressed, it could be an excellent opportunity for change and maturity. This aspect is crucial within participatory process, because the all the stakeholders involved have already reflected on their positions, collected data and information to support their views, searching alliances among the others that share their position. Hence, they have developed intellectual and social capital that, if not present, had to be constructed along the way. This sort of “self-growth” and consciousness of the actors allowed the process to start in a more advanced and mature phase and to be focused in the most conflicts at stake.

Participation process inside the conflict

In the last decades arose a big debate about the necessity of new forms of Democracy. Deliberative democracy as traditional decision making process is based on majority voting and hierarchical administrative decisions. This approach is constitutionally and legally legitimated but, from the conflict management point of view, many think that it is not totally appropriate.

Mainly in conflict cases, it is not necessary expected that the dialogue among stakeholders happen naturally. In many experiences, if stakeholders had no possibility to talk before the conflict arose, manifest and, more often, latent adversarial dynamics can cut partially or completely any form of possible dialogue. Conflict grows and takes over constraining stakeholders to remain in a grey area between grouching silence or harsh protest.

The participatory democracy and, more specifically, the participatory approach in the management of conflict give the possibility to wider dialogue and then to mutual education and understanding of interested parts, aiming not strictly at consensus but more at the construction of an accordance as far as possible. Methodologically, the need is to design a process that address and and meets the procedural needs of implicated subjects towards productive discussion and the need to bring all decisive stakeholders to the discussion table without forget the others instances. It is obvious that participatory processes will very in all probability not product always in an general consensus. Hence dialogue and mutual understanding of stakeholders can lead to solutions everybody can, at least, live with. Participatory processes have their own dynamics and procedural demands.

The decisive point is to have the capability and sensitive to construct with all participants (politicians, civil servants, entrepreneurs of all kind, and organized or individual citizens) a well elaborated process, characterized by sufficient flexibility and adaptability, in order to open a possible arena where they can talk and reach a consensus, at least an accordance, about the principal matters of discussion. This type of processes aim to work together building as possible sustainable solution for the specific situation.

In this respect, the MARGov project involved different facilitators with sound methodological knowledge and a lot of professionals, showing successful example and cases and performing different

types of large-group methodologies, (public participation workshops, focus groups, parallel group dynamics, etc.), mixed it with traditional meeting structures in order to involve all the different subjects.

This strategy has proved successful and its principal result, as many subjects I had interviewed said, was the beginning of a dialogue among participants and then the intensification of these personal relationships between stakeholders, which learned to interact according to the shared defined rules trying to structure the debate and to construct creative solutions. This exchange of information and ideas gave the opportunity to better understand problems and to analyze this from other points of view, generating a good circle of mutual trust and growth of the group.

6.2 POSMARGov project

The project MARGov finished in the 2012. At the end of the same year during the European Marine Protected Areas Congress in Galicia, Spain, there was a big discussion about the important synergies and the efficient network born with the previous four years of work. Furthermore, the community expressed strongly the will to continue the participatory work. Is in this moment that all the people that were part of the MARGov project group decided to continue the work in the Arrabida marine protected area.

The POSMARGov project took place for two years, more or less, with a lot of group reunions focused on the conclusions of the previous work but, more than anything else, on its possible developments.

In the same period was established the Park Strategic Council managed by the ICNF¹⁹ (Institute for the Conservation of Nature and Forests). The Council has a rotating system of a year for its members which represent different institutions and sectors involved into the area: the municipalities of Palmela, Setubal and Sesimbra, universities and research centres, NGO's, the marine, the port authority, the economic sector, fishermen, industry etc...

The Council is the only principal responsible for the management of the marine park. The relationship between the Council and the Project Group was always difficult and conflictual. Even if the Council was formed by representants of every sector and groups, no one of the MARGov and POSMARGov project group was included inside its organic, except for the only correspondent of the ICNF. Till the implementation of the plan, the conflict between park and fishermen was always difficult to address and resolve. The Park was constantly in dichotomy with the work of the MARGov group with community, and often no space for dialogue was possible. But, such was the impact of the process on people that the groups decided to work in any case, even it meant not to encompass the Park in the project. The enormous thrust of people, the decision of the team to include in any case the community into the project and the necessity to not allowed an open conflict in the area, forced the park to meet the instances and wishes clearly expressed during the year, and to recognize officially the working group.

The participatory process was instutionalized and recognized in the first months of 2014. The project group become a sort of "harm" of the Council with official delegation in matter sea (were also institutionalized other groups in other matters) taking the name of Grupo do Mar.

¹⁹ For more information see: <http://www.icnf.pt/portal/icnf>

6.3 *Lessons from the field and implications*

The documental analysis, about participatory forum and workshops, showed a strong emotional conflict arose principally for the creation of a constructive dialogue space. Working with this type of conflict it was possible to build a productive participatory process that, for the first time, allowed people to seat in the same table simply for speaking and explaining their positions and wishes trying to “lowered the pressure”. People expressed through the participatory process that their disagreement was not principally based on the creation of the marine protected area (that for most was a good thing) but their frustration grew with the process of implementation, that did not insured in their opinion a democratic and balanced use of the water between different stakeholders. Certain of them felt completely excluded from the decision making process.

This originated several levels of conflict against the specific rules established for the area. The absence of collective discourse from the part of the direct users (especially the fishermen) and difficulties in expressing themselves in more expanded arenas, was the motivation why the project gave special attention to them; even if afterwards the process was expanded to account for the other users.

It is possible to summarize this first part of the case study in four moments:

- 1) Identification of the conflict and of the entities to be involved in;
- 2) Deconstruction of the conflict with the creation of a space for dialogue that allowed to deconstruct every form of preconstituted thought and myths;
- 3) A joint and mutual expression of compatible and conflicting interests and perspectives, based on mutual education and deep understanding of subjects;
- 4) Development of joint proposals and solutions.

Through the analysis of documents, reports etc...emerged some key considerations:

- The initial antagonistic speech changed gradually to a more open and constructive dialogue. This seems to indicate a progressive deconstruction of the conflict to the direction of collaborative effort; I can't affirm the same for the hidden and non explicit conflict that never emerged clearly.
- People that have the role of “opponents” during the sessions, with their own surprise, found out common interests with the others; discovering that dialogue is always possible, even when there is disagreement on facts and situations. This permitted a change in attitude and play a key role in facilitating a more authentic and open dialogue among participants with opposite views, gaining space for possible negotiations and accordance;
- Various groups gain some level of empowerment manifesting, during the time, to feel much more comfortable with their participation into the process, becoming more vocal and inter-ventive.
- Participatory processes if methodologically well structured and if wanted and constructed starting from the same community where they took place, can impact the institutional level of decision making and acquire importance inside this.

The questions suggest some point to deepen during my work inside the Grupo do Mar.

First of all, participatory processes, both successful or not, needs of pre-conditions to put it into effect. This pre-conditions regard for example the direct to have a job and the possibility to live dignified. If this is threaten, participatory processes have, with great probability, less interest from col-

lectivity. Speak about tools, policies, democracy, communicative planning, shared dialogue etc... seems to be something of strictly theory and far from the reality.

According with Lo Piccolo, it always necessary:

“to create the ‘premises’ for the construction of a public space of democracy that can allow and nurture a real communicative turn in practice. The Habermasian (Habermas, 1981, 1989) substantive norm, which is associated with the idea of public interest, fails because of its ‘level of abstraction’ and because it represents a restrictive model that does not apply to most collaborative decision-making processes (Hillier, 2003). [...]it also fails due to the absence of a basic level of access to citizenship rights and material needs (housing, water supply, work, education) that are the indispensable ingredients (or, as we say, pre-conditions) for Arendt’s space of democracy, which is the (physical and metaphorical) arena where participative practices can really take place and flourish” (Bonafede and Lo Piccolo, 2010: 371).

Secondly, even if a genuine and productive participative arena took place, there is not the same certainty about the real and deep understanding between subjects. This second aspect that I will deepen in the next chapter is crucial for the success of participative processes and for a construction of real shared decisions.

Now, considering the Simeto valley and the Arrábida park case study differences about management and participatory processes it selves, i will try to understand what is the meaning of the Arrábida process for the Simeto valley, in few words, what the Arrábida could teach to the sicilian valley? Maybe, it will be useful to show what could be the risk and the consequences of a top-down decision in the management of a common good always used by its community? How is possible to construct a participatory process that can gain the institutional recognition as important and essential in matter of local conflict? Have that processes really impact on the decision making level, succeeding to change policies, improve new, renew traditional tools in something closer to emerged instances and constructed with local communities?

7. Conclusions

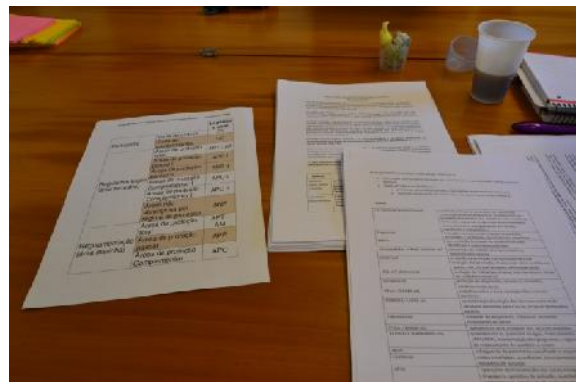
7.1 Study abroad: attending the Grupo do Mar work

The Grupo do Mar started to work officially on 4 July 2014 deciding to make one meeting every month. My role was of an external observer of the process and I attend every meeting, starting from the first, till 30 July 2015 producing a personal logbook.

The second part of my study abroad was to interview every subject of the Grupo do Mar with an open survey divided into 5 groups of principal questions:

1. Environmental Programs in Portugal-Background
2. Community Engagement
3. Water Management and Conflict
4. Participatory Work into the Grupo do Mar
5. Sustainable Development and Future Scenarios

It concludes with some final remarks and a final message to share with the Simeto River Community.



This participation inside the process and especially through the interviews, allowed me to reach some important results:

- There is a big hidden conflict of interest inside the Strategic Council of the park. Happen that who have to be the “controller” and the guarantor of the rules, is the same time, the “con-

trolled". Above all, this happens within the productive and industrial sector settled in the protected area which has, according with the law, representatives inside the Council.

- Preservation of political and economical interests are often disguised as conservation and protection of nature.
- A big legislative gap and, sometimes, a totally disconnection, with contrasting aspects and rules, between different legislative organization levels. More often, there is no dialogue between national laws and local rules. This problem occurs also with the too many and too different institutions and subjects that have power in terms of decisions inside the park. The result is a wide confusion among users and a proliferation of disagreement and open conflict.
- Necessity of new form of participation that pretend to work with and inside the institutions and the political body. In more interviews was underline the necessity to "sign to take and share responsibilities" and it is only possible if the "local works into national" level of decision. It was expressed also a more involvement of inhabitants inside participatory process and, then, more capability of inhabitants to better address and reduce the conflict.
The high expectation of group like Grupo do Mar should be to gain capability to be a bridge between community and institutions, maintaining the motivation of the actors and increasing the participation of the State into the process. The first part was quite reached; the second condition is a harder work.
- The MARGov works was extraordinary in terms of methodology adopted and for their capacity to call at the table almost all the voices affected of the plan. This construction of a good and positive actor's network was the key for the success of that project and the solid base where the Grupo do Mar leaned to continue to work. The repetition of moments and methodologies/tools of work as strategy and its adaptability, when necessary, accompanied by the systematization of the work, was the strength of the process.
- Another positive point was the maturation and the growth of the actors inside the work group. This was fundamental for a flourishing of mutual trust and open dialogue that enabled a clear individuation of the conflict and its features and reason. From this point of view I didn't saw a misalignment between different understanding plans and different deep meaning about matters and problems because every position and interest inside the group was clearly and suddenly place on the table. The same doesn't occur if we analyze the conflict and the understanding plans in a "vertical way". Out of the work group, many forces and interest have affected the area and the process. Just think of the negative influence on the environment of mining in the parks hills, of dams and industry activities alongside the Tago and Sado rivers (as I explain widely in the chapter 2), to understand that the real and deep problems is not the increase of fishing, at least not only this, but all the surroundings and "with no voice" questions around the park that, cause their proximity and entity (in this sense I want underline something stupid maybe: water is a living thing) , affected negatively the area, creating a strong pollution and exploitation of its natural characteristics.

7.2 Come back to the river: reading back the Simeto River Community work

Using the same reasoning scheme, I can summarize my work in the Simeto Valley as follows:

FIRST PART:

- The Simeto Community started to work more than 10 YEARS AGO
- I started to work with their in the 2009 and i attended the process till MAY 2015
- My role was of an Active Practitioner: i produced my LOGBOOK
- RESEARCH HOMEWORK

SECOND PART:

- I interviewed almost every subject with an OPEN SURVEY dived into 5 groups of questions regarding:
 1. Environmental Programs in Portugal-Background
 2. Community Engagement
 3. Water Management and Conflict
 4. Participatory Work into the Simeto river agreement
 5. Sustainable Development an Future Scenarios

LOGBOOK + RESEARCH HOMEWORK + INTERVIEWS results

- Conflict of interest inside the Institutions
- Preservation of political-economical interest VS nature preservation
- Legislative Gap
- Necessity of new forms of Participation:
 - ✓ work inside the political body : “ sign to take responsibility”-LOCAL INTO NATIONAL
 - ✓ more involvement of inhabitants
 - ✓ more capability of inhabitants to reduce the conflict
- Construction of a good actors network
- Maturation of the actors during the process through a good methodology:
 - ✓ Repetition of the moments during the time
 - ✓ Repetition of the way to work during the meetings: same tools acquired from the actors
 - ✓ Systematization of the work
- Capacity to translate in projects the instance from community to the institutions
- Maintain the motivation of the actors

7.3 Discussion about the reality: some key discoveries

The approval of the park's management plan in 2005 inaugurated a new regulatory regime that imposes important restrictions on all marine activities that have traditionally been carried out in the area. The perceived impacts of these restrictions on the livelihoods of some of those stakeholders, coupled to a generalized feeling of exclusion from decision-making processes affecting the park are at the root of the discontent with the management plan. This discontent is today not as visible as it was immediately after the plan entered into force, a fact that results more from growing disappointment with, and disbelief in, positive changes, than from improvements in how stakeholders perceive their situation and their relationship with the park. Moreover, there are signs of decreasing

cohesion between the various stakeholder groups themselves: positions are increasingly polarized, common platforms have decreased in influence, and even public protests no longer attract the variety of stakeholders that they earlier did. It is questionable whether or not a prolonged *status quo* will enable the park's objectives to be reached in the short and medium terms.

Finally, it may be necessary to consider ways of improving participation of park users in decisions affecting park management. Perceptions of lack of opportunities for effective and meaningful participation are widespread among users, and, as discussed above, are at the root of much of their discontent with the current state of affairs. With regard to fisheries, it has been shown elsewhere that improving local users' participation in management may enhance benefits from marine reserves, and one may speculate that a similar situation would be possible in the LSMP. However, it should be borne in mind that the LSMP, like many other protected areas, also needs to respond to interests other than those of local populations, and that these also need to be considered when taking management decisions. A recent initiative is working on this front, attempting to build a platform for stakeholders of the LSMP to communicate and resolve conflicts. It remains to be seen to which extent it succeeds in reversing the current level of mistrust and disappointment that characterizes many of the relationships between those stakeholders.

The MarGov project and the subsequent projects tried to engage, mobilize and empower stakeholders to become part of the management process, ensuring the continuity of their involvement and enhancing the contributions of the group as a whole.

On the other hand, occur that these eco-biological studies, when highlight positive outcome carry out from the parks, is also true that the same not occur for the negative aspects highlights from these studies. Happen that more often when is individuated a negative features, alteration and criticism within the park area, is not correspondingly individuated the possible causes of these alteration. So, spread the "rumors" about the bad use of the area by the fishermen or, worse, there isn't a wider idea among the stakeholders about the influence that the marine area receives from:

- the massive fishing of Asian fleet off the coast that threaten the existence of the species and their biodiversity catching the fish shoals before they reach the coast (especially alongside the migration routes) and without any form of respect and selection by type or dimension;
- the problems carried out from dams along the rivers that affect the ecosystem through the lowering of the water downstream flow and the resulting damage for the plants and animals, especially those that go back upstream to spawn;
- the pollution comes from the chemical and industrial sector situated on the two estuaries (the Sado river as the south-east limitation of the park, first of all, and of the Tajo river in the north) that surrounding the park that impend on the reproduction of species and their ecosystem balance and habitat survival;
- the pollution comes from the quarries disseminated in all the territory that, several times in contrast with the restrictions of the Park in terms of digging depth or distance from the coast, affects the entire Park ecosystem, both for the acoustic and vibration effects on the environment (like the release of fine particles in the air and their sedimentation on the plants, or the awakening of the bats during hibernation, etc...), but also for their influence on

the water quality (more often the liquid comes from the processing are released into the sea by streams and canals).

Especially the last two aspects are many times underlined during my interviews by the park users.

I want here deepen in particular this last aspect because present some peculiar features. During my research I discovered that the quarries sites inside the Park are cutting out from the Park area because these are regulated by another system of laws and rules for “production areas”. It is easy to verify simply analyze the Uses and Activities Chart of the Park²⁰. The Strategic Council of the Park (that is the subject that officially have the power to decide over the area) is formed by one representative of each stakeholder involved within the area and, among these, is included a sit for the quarries interests.

I think that it is normal, simply because the quarries are inside the park and operated obviously in that area, but I don't understand why the necessity of a sit for this subject if quarries are regulated by other laws then the POPNA and for these reason are physically (better, in the chart) out of the Park boundaries?

Another element is linked to the National level of thoughts. The Park born following the Season of plan focused on environmental and sustainability that, in Portugal, was strongly promoted by its prime minister José Sócrates (minister from 2005 to 2011), who was the first PS leader to win an absolute parliamentary majority for his centre-left party in 2005. After this nomination, he was environment minister in the previous legislature. He oversaw negotiations for Portugal's €78bn bailout by the EU and International Monetary Fund in 2011 before losing a general election in the same year and resigning as party leader. He was accused by many to protect and support the great interests of business, to allege pressures in favor of Secil, cement factory sited inside the Park area, and to support the expansion of quarries in Arrábida for over 37 years.

He has been arrested for suspicion of corruption, money laundering and tax fraud on November 2014.

I was deepen this reasoning and story because remember me another story comes from Sicily.

To get into the incinerators business the companies could "not exclude actions of corruption and criminal activity events in the negotiations related to the projects in Sicily." This was the warning of the auditing firm Ernst & Young commissioned by Gea, the German giant listed on the Stock Exchange which was to construct, with the Italian Pianimpianti, three of the four maxi-incinerators that would have to produce electricity by burning waste.

The tender was convened in August 2002 by the President of the Sicily Region Salvatore Cuffaro in his appointment as commissioner for the waste emergency in 2003. The tender was won by four consortiums: Tifeo, Platani and Pea, controlled by the Falck-Actelios group through Elettroambiente, and Sicil Power, controlled by Daneco and Waste Italia. But the project never saw the light for a set of obstacles that prevented the realization of the incinerators.

²⁰ <http://www.icnf.pt/portal/agir/sab-mais/mar>

The most serious hindrance occurred in July 2007, when the Court of Justice in Luxembourg, unexpectedly, canceled the tender (because not compliant with the European standards) while they were in progress for some time the activities of pre –engineering carried out by the winners companies.

Then, the call was rewriting spending almost two years. Meanwhile Cuffaro had to resign the resignation as president of the Sicily Region, less than two years after his second election, in front of the Ars, with a final sentence of 7 imprisonment years and the perpetual interdiction from public office for the crime of aiding and aggravated abetting to Cosa Nostra (Mafia) and the revelation of the justice. He was held since 20 January 2011. The new government of the Region was Raffaele Lombardo. The reformulation of the four tender was the ARRA, the Regional Agency for the waste and the water. The new auction went deserted, because of a clause which required the implicit compensation of the previous contractor by the new winner. Lombardo abandoned the project, opening an irremediable fracture between him and the center-right party. The result was an extensive contention that still today opposes the Region to the company that asks for damages before the suppression of the orders. This contention saw in the 2013 the death at the first instance of the Falck. Three procedures are still under the investigation by several Italian courts.

From the corruption point of view, we can highlight also that a sub holding (Lurgi) of Gea company was investigated by the Bolzano attorney because it had paid bribes to win the incinerator of Colferro, in the province of Rome, and that it was embroiled in other corrupt activities for the construction of similar plants in different parts of Italy. The Company risked not being able to work more with the Italian public administration. To archive the embarrassing affair, the company preferred the plea bargain paying 3.7 million euro and commissioning Ernst & Young to carry out an audit of all activities of the company. During this activity of revisions emerged dark episodes in relation to payments and especially in Sicily. The investigations continue highlighted and increasing the suspects also on Pianimpianti, especially regards some over-invoicing of orders.

The judiciary Bolzano sent a dossier of 800 pages to the public prosecutor of Palermo, Francesco Messineo. In Palermo, the runway of incinerators had long been beaten by the judge Roberto Scarpinato, who headed the department of economic crime. Scarpinato had realized that the project of the maxi-incinerators and the interests of Cosa Nostra for the waste sector in Sicily were in close correlation. The judge, who had worked with Falcone and Borsellino against Cosa Nostra, participated in the hearing in front of the Parliamentary Commission on the eco-mafia realities, headed by Gaetano Pecorella. In that stage he highlight how the Mafia organization had intervened decisively to gain economic control of the entire cycle of municipal waste disposing in Sicily and he denounce the cooperation of mafia, politicians, professionals and entrepreneurs, also not Sicilian, aiming to win the monopoly of the waste procurement and the construction of the incinerators. Scarpinato continued to investigate until he left Palermo to take the position of General Attorney General in Caltanissetta.

In the final report of the work, the Commission underlined that the investigation of incinerators and particularly on procurement and conventions had been opened only following the complaint of the regional administration but, despite the alarm raised by Scarpinato in 2007, yet in 2009 the prosecutor of Palermo admitted to have investigated only for the environmental damage crime; no mention of the substantial documentation and reports about corruption and Mafia support arrived from

Bolzano. The existence of a corrupted procurement process emerges several years after by the administrative courts.

7.4 Final discussion

I have developed these arguments, working in the field, first of all, with the Simeto river associations and the University of Catania during all the river agreement construction process, and starting from May 2014, with the Arrábida group. In the first case I was directly involved into the PAR process and I wanted to describe this case of study in retrospective, trying to be most possible afar from that experience and to reach a more objective description and constructive critics. In the second case, I was involved into the process but only as an external observer.

Furthermore, my role as researcher and planner is more different in these experiences, but allows me to reflect more deepen about participatory processes and practices from the bottom.

Thus, I want to take as core issues that: first of all, where there are no public spaces (physical and not), where people can exercise their rights as citizens and make their voices heard, there are not even practical possibilities of exchanging ideas and values democratically; second of all, is fundamental to exist starting conditions, regarding primary needs and rights, which allows people to act in concert in a common space. We would argue that, as literature explain, the communicative approach cannot just rely on the attitudes or orientation of individuals towards dialogue and communication, but requires collective action in public space (Bonafede and Lo Piccolo, 2010).

The role of ordinary people in democratization and the insurgent practices have gained a respectable and fundamental role inside planning. Then, insurgent planning culture dealing with top-down planning trying to solve conflict and to create new forms of tools and shared values could be the right answer to understand how it is possible to construct more sustainable forms of live. In this sense, this cases over light another aspect: the wishes of these practices to be part and to be recognized by institutions and the necessity to gain a sit into the decision making discourse.

These topics are really relevant in countries, like Portugal and Italy, where the participative culture hasn't a long tradition and where people are not used to cooperate.

In the two cases presented, the starting point of the processes was the mobilization against a political choice that didn't consider what people want for their territory because the decision makers didn't try to start a process with a participatory vision. Projects with the characteristics are: on big scale, it invests a lot of towns and villages; it requires much time to be totally in regime; it involves a lot of peculiar element from a lot of points of view (economic, environmental, social, cultural, etc...),and are much invasive in the life of people. Apply and construct collaborative process, and involving tools are necessarily and, I want say, much more democratic.

These reasons become more important when the people starting to move for a care or survivor of their commons. In the Simeto Valley and in the Arrábida Park people have already understand that their territory and it's survive are strictly linked and fight to defend their space of life is fundamental. The things that they apprehend in the participatory process starting after the movement is the right way to do this: construct shared solutions with the collaboration of the people involved into the project and try to be more democratic in the exchange of other point of views.

In the Simeto case study people have worked to structure the mobilization into something more organized. This process was extremely important because allow the birth of a common sense and perception of the meaning of the river for the valley and the sharing of values in a common vision.

At the end of this learning and collective growth process comes the agreement. The River Agreement first of all is an opportunity to experiment with new systems of governance, in which local authorities have a steady relationship and a more direct dialogue with citizens.

Inside the Agreement is also specified the need to have an River Agency that performing coordination functions between administrations, helped these on to the project level, and facilitating collaborative relationships between the different actors (institutional or not) for pursue common goals.

The cognitive effort by the parties to find all the tools and knowledge to be able to converse in the future with the political institutions and the desire to give continuity to the mobilization of consciences is creatively shape into the Agency. Emerges the desire to want to solve the problems encountered in the process and respond with an idea of future organization more structured and organized. The highest aim is to build up and innovate the local policies working together with the institutions, often fragmented and lacking in programming tools and in the management of effective participatory processes, to combat the mafia hand into the territory.

The second case of Arrábida has some similar aspects but highlighted different topics. In this case there was something of extraordinary: people want to strongly participate into the process and they pushing also after the MARGov to continue the participatory process. However, the growing step from passive functional participation to active empowerment of communities and stakeholders is not already done. Evidently, the type of participation in a certain project stage depends on the level of intervention inside the decision process, which is considered desirable or allowed by the status quo. The processes to which I have participated, not without errors and possible adjustments, however, have proven to be consistent and, although with numerous delays and problems at the level of political power, continues to stay alive and to advance the values and desires that the people involved have expressed.

From the participatory process point of view we can underline also that: in the Arrábida case study the trend process made by continue peaks and ups become the path of the growth of the group self; the good network and the formal capability of their components I think could impact the institutional decision making level in a long period of time; the Simeto Valley PAR was instead characterized by a slow growth of the community involved; also in this case I think that this process could impact the institutional decision making level in a long period of time thanks also to the participation as experimental area inside the ministerial Strategy for Inner Areas.

What is sure is that the reduction of the explicit conflict reveals the hidden conflict behind every the participatory processes, and that the capability to be a strong link between community and institutions and the capacity to translate instances from community in real projects for institutions are not sufficient (individually) to impact the institutional decision making point of view.

	Italia	Portogallo
Processo	PATTO DI FIUMESIMETO Processo partecipativo a carattere ambientale	PROGETTO MARGov Processo partecipativo a carattere ambientale
Soggetto promotore	Comunita' locale organizzata in NGO's + Universita'	Comunita' locale organizzata in NGO's + Universita'
Inizio processo	2002	2000
Inizio progetto	2010	2008
Problema	Proteggere il piu' esteso fiume della regione attraverso lo sviluppo di attivita' economiche sostenibili e ecocompatibili	Gestire a livello socio-economico il parco marino attraverso la preservazione delle attivita' tradizionali di pesca
Scopo	Protezione di un bene comune	Gestione di un bene comune
Strumenti	Non esiste uno strumento istituzionale proposta di Patto di Fiume BOTTOM-UP	Esiste uno strumento istituzionale Parco Marino Protetto TOP-DOWN
Aspirazione	Equilibrio ambientale-economico	Equilibrio ambientale-sociale
Carattere del processo	Aspetto progettuale ben sviluppato	Carattere processuale ben sviluppato
Conflitto	Conflitto manifesto chiaro Conflitto latente forte	Conflitto latente chiaro Conflitto manifesto debole
Livelli di senso	Si lavora per raggiungere un allineamento, esiste l'esplicitazione dei valori di base (simili) ma gli interessi individuali (disomogenei) non sono chiaramente specificati.	Si lavora per raggiungere un allineamento, attraverso l'esplicitazione dei valori di base (simili) e degli interessi individuali (disomogenei ma compatibili).
Esperienza personale	Interna al processo di PAR	Osservatrice esterna

Therefore, in this work centered on the Cognitive Mobilization as process through which different values and consequent democratic implications are deepened and shared within southern-Europe insurgent practices, I understand that it's necessary to:

1. allow a deeper understanding between people that have shared same values
2. allow a more democratic and balanced dialogue between subjects
3. enable a real taking into account of bottom-up suggestions

In contexts like the south Mediterranean area of Europe, where traditionally there's not a long habit to public participation and where the cultural features hides the latent dimension of conflict, Cognitive Mobilization could be a good tool to explicit (at least) these contentions and then try to reduce/resolve them.

What I learned with this process is that by working together we can build another shared vision of the future, closer to our own identity and respectful of our own living environment. That it is impossible innovate with old tools or, at least, the innovation is possible only to a certain point and with a lot of limitations.

Moreover, to create new development and environmental-social policies we must experiment on decision-making processes, because who is not allowed to participate inside there remains always outside and who is allowed only in the design process, at the end of games, remains out of the great decisional moments because they cannot make decisions or block decisions that are not shared. It is also necessary to work over the conflicts management, we must be prepared to feed needed conflicts and to facilitate their solution, if indispensable. Then, we have to work on sharing and communication methods between local, technical and politics subjects and on their legitimation processes.

Excerpt of the report post Simeto River Community Mapping

VIVISIMETO 2010

DOCUMENTO DI SINTESI

Il lavoro di mappatura, il convegno con i circa 90 partecipanti ai tavoli tra imprenditori, ricercatori, docenti di varie università d'Italia, esponenti di associazioni di categoria e culturali, professionisti ecc., hanno confermato con forza il radicamento nella valle della "identità" simetina, cioè:

- a) la consapevolezza dell'importanza di un grande passato storico, culturale, economico comune e della persistenza di belle e variegate risorse nel territorio;
- b) la volontà viva di volere superare insieme le molte criticità attuali e tutelare il fiume ed il suo territorio e di volerne rilanciare la vita socioeconomica e l'immagine curandone lo sviluppo ecosostenibile.

Pertanto si profila chiara la necessità di lavorare insieme per **pervenire al più presto al "Patto per il fiume"**, un istituto già sperimentato in varie parti d'Italia, che, evitando gli inconvenienti di un Parco (burocratizzazione, lentezze, non coinvolgimento della comunità dalle azioni di tutela ambientale), ne assicura invece gli effetti positivi mediante la condivisione da parte di istituzioni, abitanti, imprenditori, operatori economici, della formazione, della cultura ecc. di codici di comportamento, di azioni, di metodologie, di regole, volte alla salvaguardia ed allo sviluppo ecosostenibile del fiume e del suo territorio.

Pensiamo che il lavoro da noi fatto in questi anni possa considerarsi come una preparazione se non un avvio al patto per il fiume e proponiamo, quasi a titolo esemplificativo, come palestra comune per la salvezza del fiume, che i comuni, insieme alle comunità cittadine, attivino tutte le iniziative politico amministrative e mediatiche possibili, per ottenere il corretto funzionamento dei depuratori e l'informazione diffusa sui risultati dei controlli sull'inquinamento delle acque del Simeto.

Il nostro lavoro ha già costruito una ipotesi di piattaforma comune da cui partire per la costruzione del Patto del Fiume Simeto. Dentro la piattaforma ci sono già impegni che le parti sociali hanno stanno assumendo e l'individuazione di iniziative che possono essere portate avanti a breve termine, anche senza l'attivazione di grandi canali di finanziamenti, la cui efficacia dipende però dalla sinergia che queste avranno con precise azioni istituzionali (come mostrato dal seguente quadro sinottico).

AMMINISTRATORI LOCALI

Un codice di comportamento comune dentro ciascun territorio comunale. In particolare è necessario mettere in campo tutte le azioni necessarie alla tutela delle risorse del territorio. Questo ha bisogno che le singole amministrazioni mettano in campo azioni sinergiche, lavorino insieme, nell'ottica di programmare insieme, alcuni semplici passi necessari alla "rinascita" della valle:

1. L'URGENZA ASSOLUTA E' UNA MIGLIORE GESTIONE DELL'ACQUA: è necessario la messa in campo di tutte le azioni politico-amministrative mediatiche per esigere il corretto funzionamento dei sistemi di smaltimento e depurazione dei reflui; Pubblicazione e continuo aggiornamento sui siti web dei comuni dei dati ARPA sullo stato di salute del fiume.

2. LA GESTIONE DEI RIFIUTI: invitiamo i sindaci a un tavolo informale per discutere come organizzare il servizio di gestione e valorizzazione dei rifiuti solidi urbani nell'ottica e nello spirito della nuova legge approvata dal governo regionale (LRS 9/10).

3. MISURE A FAVORE DELL'USO DI ENERGIA PRODOTTA DA FONTI RINNOVABILI: che venga dichiarato l'impegno che i prossimi edifici pubblici siano progettati o recuperati secondo criteri di ottimizzazione energetica e uso di fonti rinnovabili.

4. PROMOZIONE TURISTICO-ECONOMICA DELLA VALLE: Organizzazione sinergica degli eventi sul territorio:
 - Concordare il calendario degli eventi per non farli in contemporanea e favorendo gli eventi fuori stagione;
 - rivisitazione delle feste, in modo da integrare l'esistente (es: manifestazioni religiose) con contemporanei eventi "appendice" negli altri comuni, in modo da fare in modo che quando un comune, è in festa tutta la valle e' in festa;
 - costruzione di un legame tra eventi e stagioni di produzione di un dato prodotto di qualità.

Segnaletica e pubblicitaria:

- I) Concordare un logo e uno stile di segnaletica turistica comune, da fissare una volta per tutte e utilizzare sempre anche in fasi di realizzazione differenti;
- II) Iniziare con una realizzazione su un percorso strategico pilota, come quello per esempio già individuato dagli operatori turistici che si stanno consorziando e con gli importantissimi terrazzi lavici o i boschi ripali (di cui comunque va curata l'individuazione e l'acquisizione al demanio di quanti non vi rientrano);
- III) Per il logo: si potrebbe organizzare un concorso internazionale di idee, primo passo di visibilità della valle.

Gli Enti locali possono fare da facilitatori presso le mense delle strutture pubbliche come scuole e ospedali per il consumo di prodotti locali.

SOGGETTI DEL SETTORE AGRICOLO

Azione agricole e associazioni di categoria (tra cui l'AIAB), in generale stanno lavorando in un tavolo permanente che individua strategie di promozione dei prodotti locali in un'ottica di sostenibilità ambientale. In particolare verranno messe in campo le seguenti azioni:

- Certificazione partecipata (processo di certificazione dal basso, basato su forme di riconoscimento della comunità dei coltivatori, che non si serve di strutture a pagamento, in collaborazione con l'AIAB).
- Mappatura delle produzioni di qualità.
- Censimento dell'offerta produttiva di qualità.
- Promozione consumo prodotti locali presso i consumatori locali (bar, ristoranti, ecc.).
- Negli incartamenti dei prodotti locali, si può "reclamizzare la valle come destinazione turistica" (marketing incrociato).

ASSOCIAZIONI DI COMUNITA'

Perpetrano le attività fatte fino a oggi, ma in sinergia con le attività che vengono messe in atto dagli altri soggetti.

In particolare:

- Continuano il lavoro di sensibilizzazione delle comunità, con l'attività di mappatura;
- Collaborano alla individuazione dei contenuti culturali e ambientali da evidenziare per la promozione della valle;
- Utilizzano i dati ARPA pubblicati dai comuni per una attività di sensibilizzazione;
- Implementazione di pochi progetti concreti di "miglioramento" del paesaggio, come il rimboscimento di un'area a nord di ponte barca per la fruizione del fiume; piantumazione della villa comunale del quartiere Cuore Immacolato di Maria.

OPERATORI TURISMO

si stanno organizzando in consorzio per la promozione turistica del comprensorio Valle del Simeto-Etna, attraverso cui occuparsi di:

- un sito internet di promozione delle strutture ricettive – con i link delle aziende di altri settori (agricole, artigianato, ecc.), se vogliono (marketing incrociato);
- la differenziazione dell'offerta ricettiva con le diverse specificità delle diverse strutture;
- l'offerta di precisi itinerari enogastronomici presso le aziende locali certificate.

in basso: la fase di condivisione dei contenuti dei singoli tavoli di lavoro.



MAPPARE LA COMUNITÀ DEL SIMETO - report delle attività svolte dic 09-apr 10 - pagina 75

The next attachments is an

Excerpt of the Simeto River Agreement (Protocollo d'Intesa)

4

Protocollo di Intesa – Patto per il Simeto

alla crescita di aree derelitte con conseguente compromissione dell'assetto del paesaggio tradizionale della Valle.

Considerato che le Province di Catania ed Enna stanno provvedendo, con la redazione dei propri strumenti di pianificazione, alla individuazione di un ambito fluviale da sottoporre a tutela e valorizzazione con proposte progettuali varie, tra cui l'istituzione di un Parco; tale proposta trova riscontro nelle intenzioni delle Associazioni aderenti.

Considerato inoltre che le direttive politiche comunitarie impongono di:

- coinvolgere attivamente gli abitanti nei processi decisionali sulle questioni ambientali (Direttiva 2001/42/CE: Strategic Environmental Assessment);
- mantenere la portata minima vitale e il miglioramento della qualità dell'intero sistema idrico (Direttiva 2000/60/CE: Water Framework);
- conservare e ripristinare le biocenosi autoctone con particolare riferimento ai sistemi igrofilii (Direttiva 79/409/EEC: Wild Birds, ZPS, Direttiva 92/43/CEE: Habitat, SIC);
- approntare misure di prevenzione del rischio idraulico e idrogeologico (Direttiva 2007/60/CE: Flood Risk, Piano di Assetto Idrogeologico del Bacino del Simeto);
- migliorare il sistema di gestione dei reflui e dei rifiuti solidi urbani (Direttiva 2008/98/CE: Waste);
- promuovere l'uso consapevole, responsabile e controllato dell'energia stimolando l'uso di fonti rinnovabili (Direttiva 2009/28/CE: Renewable Sources);
- recuperare il patrimonio archeologico e architettonico (Carta di Cracovia 2000);
- valorizzare il patrimonio infrastrutturale rurale con particolare riferimento alle attività socio-economiche connesse alla produzione e distribuzione di colture di qualità (DOC, DOP);
- promuovere attività di turismo sostenibile che permettano una fruizione responsabile dei beni diffusi sul territorio (Carta di Lanzarote 1995).

Tutto ciò premesso, si conviene e si stipula quanto segue.

Art. 1. Le premesse costituiscono parte integrante del Protocollo d'Intesa.

Art. 2. Le finalità di tale protocollo riguardano l'avvio di un processo partecipato per costituire uno scenario condiviso volto a facilitare il dialogo tra i soggetti che, a vario titolo, ciascuno con proprie competenze e responsabilità, operano nella Valle del Simeto.

Entro tale scenario condiviso:

- gli Enti istituzionali firmatari si impegnano a svolgere le proprie attività di programmazione, pianificazione e progettazione in coerenza con gli obiettivi individuati dal Patto;
- le Associazioni aderenti si impegnano a proseguire il proprio lavoro di sensibilizzazione con le Comunità Locali, promuovendo la partecipazione alle attività per la costruzione e attuazione del Patto;
- l'Università di Catania – Dipartimento di Architettura, nel suo ruolo di Ente catalizzatore per rivitalizzare il territorio in cui opera, si impegna a sostenere e

implementare il Patto, svolgendo le proprie ricerche in partnership con i soggetti attivi del territorio.

Art. 3. Lo *startup* del Patto è costituito dalla definizione dello **Statuto di Fiume**, documento fondante realizzato, attraverso un percorso partecipato, per delineare:

- invarianti territoriali, ovvero gli elementi strutturali che si intende mantenere e trasmettere alle generazioni future;
- regole di trasformazione e comportamento per la valorizzazione del territorio;
- regole di gestione del Patto stesso.

Art. 4. Per realizzare lo Statuto del Fiume, ciascun soggetto firmatario si impegna ad assumere compiti così individuati.

- L'Università di Catania – Dipartimento di Architettura, si impegna a coordinare la realizzazione dello Statuto del Fiume, attraverso la promozione di incontri formativi sulle pratiche e tecniche di coinvolgimento degli abitanti, destinati al personale degli Enti istituzionali aderenti e ai membri delle associazioni interessati; si impegna inoltre a coordinare un **gruppo di lavoro** misto che si faccia carico di alimentare in termini operativi il processo di costruzione dello Statuto;
- Gli Enti istituzionali si impegnano a individuare, nel proprio organico, uno o più soggetti incaricati di partecipare al gruppo di lavoro misto per la realizzazione del processo di ascolto e coinvolgimento degli abitanti; essi inoltre mettono a disposizione le proprie strutture funzionali, supportano le iniziative di ascolto fornendo i propri locali e le proprie attrezzature, promuovono la diffusione mediatica;
- Le Associazioni si impegnano a individuare, tra i soggetti attivi della propria rete, tutti coloro che, per ciascun Comune, interessati alla costruzione del Patto, si facciano carico di partecipare al gruppo di lavoro misto e di attuare concretamente il processo di ascolto e coinvolgimento nel proprio territorio.

L'adesione al gruppo di lavoro avviene su base volontaria e senza oneri di spesa.

Art.5. La titolarità dei risultati delle ricerche/studi e la proprietà intellettuale saranno successivamente regolamentate in relazione alle particolari caratteristiche degli stessi.

Art.6. Le parti si impegnano, rispettivamente, ad osservare e far osservare la riservatezza circa le informazioni dell'altra parte di cui dovessero venire a conoscenza e/o in possesso in relazione allo sviluppo delle attività del presente Protocollo, salvo esplicita deroga.

Art.7. Le attività oggetto del presente Protocollo si svolgeranno presso la sedi dell'Università di Catania – Dipartimento di Architettura, e presso le sedi degli Enti Istituzionali firmatari.

Il personale di uno degli Enti, che si rechi presso una sede dell'altro Ente, per l'esecuzione delle attività di collaborazione, è tenuto ad uniformarsi ai regolamenti disciplinari di sicurezza e di protezione sanitaria in vigore nell'ente ospitante.

Art.8. Ciascuno degli Enti è sollevato da ogni responsabilità per qualsiasi evento dannoso che possa accadere al personale delle altre parti durante la permanenza presso i locali di sua proprietà salvo i casi di dolo o di colpa grave.

Inoltre, ciascun Ente esonera e comunque tiene indenne l'altra parte da qualsiasi impegno e responsabilità che, a qualsiasi titolo, possa ad essa derivare dall'esecuzione di attività relative al presente Protocollo svolta dal proprio personale dipendente nei confronti di terzi.

Ciascuna parte provvederà alla copertura assicurativa del proprio personale che, in virtù del presente Protocollo, verrà chiamato a frequentare la sede di esecuzione dei lavori oggetto dell'accordo.

Art.9. Le parti convengono di definire amichevolmente qualsiasi vertenza che possa nascere dalla interpretazione del presente Protocollo.

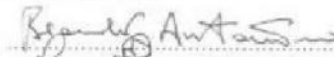
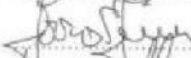


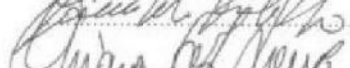

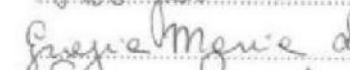


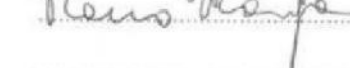

Art.10. Il presente protocollo decorre dalla data di accettazione e sottoscrizione delle parti interessate ed avrà durata tre anni. Le parti si riservano, fin d'ora, dopo una valutazione dei risultati raggiunti con la presente collaborazione, di prorogare o rinnovare la durata di detto accordo mediante semplice comunicazione da fare pervenire prima della scadenza del Protocollo stesso.

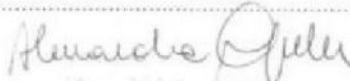
Art.11. Per quanto non esplicitamente previsto dal presente Protocollo d'intesa, si fa espresso riferimento alle Leggi vigenti al momento della sottoscrizione stessa, ed in particolare al Codice Civile.

Art.12. Il presente Protocollo redatto in bollo in copie è soggetto a registrazione in caso d'uso ai sensi dagli artt.5,6,39 del D.P.R. 131 del 26/04/86. Le spese di bollo, in eguale misura, sono a carico della parte che lo richiede.

Data _____

Sottoscrittori

	SINDACO CENTURIFE
	SINDACO ABRATO
	ASS. PROV. REG. LE ENNA
	SINDACO TROINA
	ZONA ETNA ALTO SIMETO
	Comune Altopalermo - <i>Prof. A. Gentile</i>
	SINDACO BELPASSO
	Associazione "Villaggi Simeto"
	ASSOCIAZIONE "CASA MARIA"
	Associazione Comunisti Siciliani - Abato
	SINDACO PATERNÒ


14 MAG. 2013



Il Pro Rettore
Prof. A. Gentile



1st Meeting Grupo do Mar

Sesimbra, Conde Ferreira Auditory, 4th of July 2014

This meeting was assembled for the creation of the MAR Group, in the sequence of the also recently created Strategic Council of the Arrabida National Park (CE).

The meeting took place on the Conde Ferreira Auditory on the 4th July 2014 from 15:30 until 17:00. The list of presences is below mentioned.

The debate was centered first on the definition of the specific contribution for each Group MAR partner and then afterwards on the identification of the main issues to debate and resolve by the group. In this sequence, the following issues arised:

1. Create a positive discrimination the small fishing boats (aiolas) inside the PM.
2. Promote the non utilization of more than one fishing art at the same time.
3. Stimulate fishing as a touristic activity outside the PM.
4. Redesign the rules for fishing licence renovation (100 fishing days obligation).
5. Increase regulation on recreational fishing inside PM.
6. Redesign the rules of fishing licence transmission inside PM.

The MAR Group proposed to debate and if possible to resolve all this questions in the following meetings. It was also solicited to the partners to consult the information previously created and transmited with former Group contribution, because this questions were already debated in the past.

Presence List:

1. António Pila (AAPCSS)
2. Carina Reis (AAPCSS)
3. Cristina Rosa (DGP A)
4. Filipa Ferro (MARGov)
5. Flávia Silva (MARGov)
6. Flávio Fernandes (IPMA)
7. Laura Longhitano (MARGov)
8. Lia Vasconcelos (MARGov)
9. Sueli Ventura (LPN – Grupo Oceanos)
10. Tiago Cagica (CMS)
11. Yorgos Stratoudakis (IPMA)

2nd Meeting Grupo do Mar

Sesimbra, Conde Ferreira Auditory, 12th of September 2014

The meeting took place on the Conde Ferreira Auditory on the 12th September 2014 from 15:30 until 17:00. The list of presences is below mentioned.

It began with the remembrance or the MAR group functioning method. Dra. Maria de Jesus Fernandes mentioned the need to evaluate the last Territorial Arrabida Park Plan implementation period, as the new beginning point for a possible reformulation.

This issue was widely debated, being clarified to the ones that were not present in the first meeting the main issues debated on it. It was accorded that each entity was responsible to assemble a list of benefits and constraints of the Park, as a method of evaluation of the past developments, in order to the MAR Group propose a final list. It was also accorded to circulate within all parties the information related with the last PE meeting. The meeting progressed to the debate of the previously meeting arisen issues:

1. Create a positive discrimination the small fishing boats (aiolas) inside the PM.
2. Promote the non utilization of more than one fishing art at the same time.
3. Stimulate fishing as a touristic activity onside the PM.
4. Redesign the rules for fishing licence renovation (100 fishing days obligation).
5. Increase regulation on recreational fishing inside PM.
6. Redesign the rules of fishing licence transmission inside PM.

Given its direct correlation, issues #1 and 3 were firstly debated.

From this debate, some new questions emerged:

7. The Territorial Plan (PO) must privilege traditional activities, given its obvious local benefit;
8. The need to specifically define the difference between a “aiola” and a “bote” ;
9. To positively discriminate small boat activities;
 - a) Explore the possibility for small typical boats to complement its main activity with touristic activities in partnership with tourism companies.
 - b) Define the period of exploration for each of activity mentioned, given the fact that during summer period, the fishing activity is reduced.
 - c) Exploit the possibility to use the small fishing boats for people transportation until the number of 4, (the current number of persons allowed in the boats is 2)
 - d) exploit the possibility to use the small boats for fishing activities observation and also taxi activity.
10. To restrain leisure fishing activities, especially in PNA area.
11. To promote the local selling of the fish caught by traditional methods. As an example, the creation of specific selling packages.

12. Clearly define rules for all stakeholders.

In resume, create a positive discrimination for small boat line fishing activity (aiolas e botes), and its non compatibility with other fishing methods. Another issue arised to discussion by Pedro Viera, mentions the abolishment of the Arrabida Port as a Shelter Port between September 2i30th and May 1st). It was accorded that these questions will be developed within the next MAR group meetings.

Specific Developments for Next Meeting (TPC)

Pedro Vieira posposed to contact Lino Correia from Clube Naval (já contactado e colocado em email aqui) to join the discussion group.

As an attachment:

1. Anexo do PosMargov
2. Lista dos temas Grupo Mar
3. Quadro dos contributos para o PNA
4. Edital Porto de Abrigo

Presences:

1. Alda Mendes (DGRM)
2. Ana Lúdia Freire (ICNF)
3. António Marques (CMS)
4. António Pila (AAPCSS)
5. Carina Reis (AAPCSS)
6. Cristina Rosa (DGRM)
7. Filipa Ferro (MARGov)
8. Flávio Fernandes (IPMA)
9. Jonas Cardoso (CMS)
10. Laura Longhitano (MARGov)
11. Lia Vasconcelos (MARGov)
12. Maria de Jesus Fernandes (ICNF)
13. Miguel Henriques (ICNF)
14. Pedro Vieira (Clube da Arrábida)
15. Sueli Ventura (LPN – Grupo Oceanos)
16. Yorgos Stratoudakis (IPMA)

3th Meeting Grupo do Mar

Sesimbra, Conde Ferreira Auditory, 29th of October 2014

The meeting took place on the Conde Ferreira Auditory on the 29th October 2014 from 15:30 until 17:00. The list of presences is below mentioned.

At the beginning of the meeting, the need to know the number of boats comprised in each type of activity was identified, in order to evaluate the impact on the present and future local economy.

It was also mentioned the importance of catalogue the boats according with its use, including foreign boats visiting the park.

The control on fishing activities was debated. As a result, it was defined that new rules for the control of it must be centered on leisure fishing days limitation instead of the control of the amount of fish captured by this activity, because of its difficulty.

In this sequence, the importance of leisure fishing was discussed. One of the limitations concerning it, is the non existence of formal representants of this activity, and therefore, the lack of inputs from this sector in MAR Group discussions. As a result, it was decided to invite to the next MAR group meetings leisure fishermen with different profiles such as retired former professionals or 100% leisure fishermen in order to collect the most input possible on this subject.

The previously meetings discussion on the touristic activities was resumed. Positive discrimination on small fishing boats such as aiolas was again discussed.

On important fact mentioned by Jose Saleiro, was that accordingly with the recent DL 149/2014, fishing boats can now registered simultaneously on maritim touristic activities. In this sense and context, aiolas can now have a touristic value, and therefore, economic value as well.

Further doubts arouse concerning the practical implementation of this DL, concluding that further legal details should be decreted in a Portaria.

A few suggestions were mentioned such as: the total number of persons allowed in each boat should be defined accordingly with the activity in question, for security reasons and all boat activity should be registered and labelled in a daily basis. The fisherman must also be allowed to alternate both activities according with its needs.

In this meeting, the discussion was based on issues #1, 3 and 5. Therefore, the next meeting will be centered on issues #2, 4 and 6.

It was also determined, that in the same morning, the MAR Group will meet some local invited leisure fisherman.

Specific Developments for Next Meeting (TPC)

The creation of 2 separate lists, one focused on the benefits, and the other one focused on the constraints of the Park. Both lists should be available to all stakeholders in advance for the next meeting.

List of Presences:

1. António Marques (CMS)

2. António Pila (AAPCSS)
3. Carina Reis (AAPCSS)
4. Filipa Ferro (MARGov)
5. Flávia Silva (MARGov)
6. João Cerqueira (Clube Naval)
7. José Saleiro (APEATE)
8. Laura Longhitano (MARGov)
9. Lia Vasconcelos (MARGov)
10. Lino Correia (Clube Naval)
11. Miguel Henriques (ICNF)
12. Pedro Vieira (Clube da Arrábida)
13. Sueli Ventura (LPN – Oceanos)
14. Yorgos Stratoudakis (IPMA)

4th Meeting Grupo do Mar

Sesimbra, Auditory Conde Ferreira, 1st December 2014

The meeting took place at the Conde Ferreira Auditory (with the contribution of CM Sesimbra) on Monday, the 1st of December 2014, between 15h30 and 17h00 with the presence of 12 people (detailed below).

The session began with the brief reminder of the questions raised on the previous meeting, including the creation of the inventory of the most valued aspects and biggest constraints of the Parque. Yorgos Stratoudakis summarized a debate with the recreational fishermen that happened on the present morning.

The discussion continued on the recreational fishing activities on the PMLS, the number of those, the allowed operation period and the need of a better monitoring of their activities.

In continuation of the same subject, the debate centered on the ailoas, toneira and the integration of recreational fishermen in the Professional fishing activities concerning:

(1) the need for protection of the ailoas as an important cultural asset, and the need to recover the deactivated ones in order to increase the operating number of them (a complementary touristic activity could be developed, if obviously regulated

(2) about the toneira fishing, it was agreed that it should be imposed a limitation on the number of days allowed for this recreational activity, and decided that the limit should be 2 week-days and Sunday.

(3) the definition of the actions to incentive recreational fishermen to integrate professional fishing was referred as a strategic goal to create a sustainable professional fishing system in the PMLS. On this subject, some of the possible actions suggested were: the redefinition of the terms to sale in lota (100 days), the transmission of the fishing licenses to district residents, the transmission of other fishing boats to ailoas but the impossibility to do the opposite, the decrease of the annual value demanded by DGRM and the definition of rules to positively discriminate those who follow regulations.

Next Meeting:

The present agreed that the next meeting should be on 20th January 2015, at 15h at the same place of the current meeting. It was also agreed to schedule a meeting with the recreational fishermen on the same day after the initial meeting.

List of Presences:

1. António Marques (CMS)
2. Carina Reis (AAPCSS)
3. Cristina Rosa (DGRM)
4. Flávio Fernandez (IPMA)
5. João Cerqueira (Clube Naval)
6. Jonas Cardoso (CMS)
7. José Saleiro (APEATE)
8. Laura Longhitano (MARGov)

9. Lia Vasconcelos (MARGov)
10. Miguel Henriques (ICNF)
11. Sueli Ventura (LPN – Oceanos)
12. Yorgos Stratoudakis (IPMA)

5th Meeting Grupo do Mar

Sesimbra, Auditory Conde Ferreira, 29th January 2015

The meeting took place at the Conde Ferreira Auditory (with the contribution of CM Sesimbra) on Wednesday, the 29th of January 2015, between 15h30 and 20h30 with the presence of 18 people (detailed below).

This meeting was divided in two distinct phases. The first one was exclusive of the MAR Group and followed the exact subject order previously determined. The second one was with recreational fishing representatives.

On the first one, the debate centered on the recreational fishermen issue in the PM. Who are they and how many of them are retired fishing professionals?

The competition with professional fishing and the conflicts with touristic activities were some of the points debated at the beginning. The monitoring of the activity was also debated.

The description of the recreational fishermen was made by Yorgos Stratoudakis, and the possible termination of some “semi recreational” activities was debated as well, namely the activity suspension on some off peak periods, the allowance of fishing just on 2 weekdays plus Sunday and the creation of specific fishing areas.

The rule of 100 days at lota obligation for license renewal was also debated, focusing on the rule abolition possibilities or in a positive discrimination alternative for aiolas (for example, just the need for 50 days between others). At the end of the first meeting, the Shelter Port of “Portinho da Arrábida” docks was discussed.

At 18h10 it began the second part of the meeting. After a brief introduction by António Marques, Yorgos Stratoudakis presented the general objectives for the meeting. After all introductions, Manuel Ruivo presented the results of small interviews with the standing recreational fishing that fish on the frontiers of the PM. Of these interviews, an important information raised: that several people are illegally fishing inside PNM frontiers. João Borges showed interest on the continuation of Grupo do Mar meetings (in person or through a representative) and the support in the creation of a recreational fishermen association in Sesimbra.

The recreational fishermen did not support the idea of the establishment of a national association because of the loss of local representatively, yet they also did not showed interest in the creation of a local association because of lack of time and resources.

João Narciso mentioned the existence of 50 recreational fishermen (being approximately half of them retired professionals) that because they currently sell their fishing product, cannot be associated. He mentioned also that already exists and association (ANAESE), and that they are available for associate with them in future.

The purpose for this meeting was to manage to elect a representative of recreational fishermen to be present in Grupo do Mar meetings, but that was not achievable because it was concluded that actually exists 3 types of recreational fishing.

Next Meeting:

The present ones agreed that the next meeting should be scheduled for one of the following possibilities: 24th of February, 3rd or 4th of March, at 17h.

List of Presences:

1. Alda Centeio (DGRM)
2. António José Pinto (PLE - pescador reformado) **
3. António Marques (CMS)
4. António Mendonça (PLE) **
5. António Pila (AAPCSS)
6. Carina Reis (AAPCSS)
7. Flávia Silva (MARGov)
8. João Emílio Borges (ANPLED - Vice Presidente) **
9. João Narciso (PLE - pescador reformado) **
10. Joaquim Rodrigues (PLE) **
11. José Saleiro (APEATE) *
12. Laura Longhitano (MARGov) *
13. Lia Vasconcelos (MARGov) *
14. Luís Gomes Pinto (PLE - pescador reformado) **
15. Manuel Ruivo (Pesca Lúdica Apeada) **
16. Miguel Henriques (ICNF) *
17. Tiago Cagica (CMS)
18. Yorgos Stratoudakis (IPMA)

Notas:

* Only present in the first meeting

** Only present in the second meeting

(PLE – Pesca Lúdica Embarcada)

6th Meeting Grupo do Mar

Sesimbra, Auditory Conde Ferreira, 4th March 2015

This meeting was divided in two distinct phases. The first one was exclusive of the MAR Group and followed the exact subject order previously determined. The second one was with professional fishing representatives at their request.

The first phase began with the reading and analysis (10 min) of the 1st proposal of the document “Grupo do Mar – Topics and Contributions: Positive discrimination of aiolas inside PM. After the reading, it followed the discussion of the proposal, the aiola and its future, the passage of aiolas to recreational fishing, the change of aiola to bote, the cultural preservation of aiolas and the main subject of analysis, positive discrimination of aiolas.

It was agreed that the content of the proposal should be revised because it did not include former proposals made by IPMA, and because some contents should not be included in proposal 1, but in proposal 3 instead (2nd point of AAPCS suggestions).

Afterwards, it began the discussion of the 2nd proposal: “Prohibition of more than one fishing art inside the PM simultaneously”. By overall consensus, it was decided to abolish this proposal, but it was suggested its alteration to “Fishing Effort Management”, being proposed subtopics on it: marking of the arts, only one art in the area, fish origin certificate (local and type of fishing method used).

It was also discussed during this meeting the 3rd proposal: “The Use of Fishing Boats for Touristic Activities in the PM”. It was decided that this subject will not be considered in the Grupo do Mar discussions, for its lack of relevance for the Parque. It was mentioned the importance of increasing the efforts to promote the legal changes necessary to it.

At 16:40 began the second part of the meeting with the professional fishermen representatives included.

Carlos Macedo detailed why professional fishermen promoted this meeting and presented their proposals on the subject (the proposals are in a letter sent by Artesanal to Grupo do Mar and included in this work).

The present concluded that the idea could be implemented but with some constraints and rules approved by all parts, being necessary the definition on 1) Who decides what amount is considered abuse of cavala fishing (the fish species included in the proposal). 2) Who invites whom. 3) Who controls the number of fishing captures inside the PM. 4) Is the invitation only for boats from Sesimbra. 5) What is the maximum number of professional fishing boats allowed inside the PM. 6) The invitation should be adjusted to the types of fishing according the needs. 7) How to control captured species.

Near the end of the meeting and after professional fishermen representatives leave, it was discussed the issue of non registered boats such as canoes inside the area of total protection of the parque. All agreed that this subject could not be discussed in this meeting and that it should be postponed for the next meeting. However, it was of the overall consensus that groups of canoes could be allowed in special days by specific authorization by the ICNF e LPN.

Next Meeting:

The present ones agreed that the next meeting should be scheduled for the week of 13th of April

Work to be developed

It was defined that MARGov team will revise the document discussed in the meeting e proceed with the suggested alterations. It was also defined that the correspondent document will be sent for all partners for approval.

List of Presences:

1. Alda Centeio (DGRM)
 2. António Marques (CMS)
 3. António Pila (AAPCSS)
 4. Carina Reis (AAPCSS)
 5. Cristina Rosa (DGRM)
 6. Filipa Ferro (MARGov)
 7. Flávia Silva (MARGov)
 8. Flávio Fernandez (IPMA)
 9. João Cerqueira (Clube Naval)
 10. Jonas Cardoso (CMS)
 11. José Saleiro (APEATE)
 12. Laura Longhitano (MARGov)
 13. Lia Vasconcelos (MARGov)
 14. Miguel Henriques (ICNF)
 15. Sueli Ventura (LPN – Oceanos)
 16. Yorgos Stratoudakis (IPMA)
-
- A. Carlos Macedo – Artesanal Pesca
 - B. Manuel José Santos – Artesanal Pesca
 - C. Jorge Paulo – Representante dos armadores da pesca do cerco

7th Meeting Grupo do Mar

Sesimbra, Auditory Conde Ferreira, 28th of April 2015

The meeting took place at the Conde Ferreira Auditory (with the contribution of CM Sesimbra) on Tuesday, the 28th of April 2015, between 17h20 and 19h30 with the presence of 12 people (detailed below).

The session began with the presentation of a chart containing all partners contribution on the subjects debated in all previous meetings. Afterwards, a brief description occurred on the methodology to validate all proposals presented in the chart. Not all of the present were in concordance with the proposal aggregation.

By taking advantage of the presence of a representative of Clube da Arrábida, their proposals were analyzed and discussed.

First of all, it mentioned the consequences on some limitations imposed on the navigation that resulted in the reduction of the number of places available to visit (such as Alportuche e Galapinhos), and the excessive application of fines as a method for revenue increase. It was mentioned also that the creation of a landing dock never happened in spite of promises related with this.

The proposal presented in the previous meeting by Artesanal about fishing was debated, with some presents non in accordance with it, specially concerning the equilibrium between the different fishing activities and the real need to control cavala concentration on water.

Next Meeting:

The present ones agreed that the next meeting should be scheduled for the 2nd of June, at 17h.

Work to be developed:

It was defined that MARGov team will resend the chart with the suggested alterations and that all partners should revise it and indicate which proposals they were in concordance and which ones not, and that the correspondent document will be sent for all partners for approval.

List of Presences:

1. António Pila (AAPCS)
2. Carina Reis (AAPCS)
3. Filipa Ferro (MARGov)
4. Flávia Silva (MARGov)
5. José Saleiro (APECATE)
6. Laura Longhitano (MARGov)
7. Lia Vasconcelos (MARGov)
8. Miguel Henriques (ICNF)
9. Pedro Vieira (Clube da Arrábida)
10. Sueli Ventura (LPN – Oceanos)
11. Tiago Cagica (CMS)
12. Yorgos Stratoudakis (IPMA)

8th Meeting Grupo do Mar

Sesimbra, Auditory Conde Ferreira, 17th of June 2015

The meeting took place at the Conde Ferreira Auditory (with the contribution of CM Sesimbra) on Wednesday, the 17th of June 2015, between 15h20 and 17h20 with the presence of 12 people (detailed below).

Lia Vasconcelos presented the methodology to adopt in the meeting and the charts that would be object of work during the session. In these charts, all proposals from all presents until date were presented.

The work session began with the analysis and categorization of proposals just like described in Activity 1 chart: Proposal Categorization. The present identified which proposals were related with alterations to POPNA / Management / Promotion / Good Practices / Others.

Then followed Activity 2 that included the Merge of Proposals (2.1) that all present identified as similar between them, and the redefinition of Overall Title Proposals (2.2).

Next Meeting

The present ones agreed that the next meeting should be scheduled for the 6th of July, to work on points 1, 2 and 4.

Work to be developed:

It was defined that MARGov team will resend the chart with the alterations. The remaining partners should identify the Plan articles on which the proposals incite.

List of Presences:

1. António Marques (CMS)
2. António Pila (AAPCS)
3. Carina Reis (AAPCS)
4. Cristina Rosa (DGRM)
5. Filipa Ferro (MARGov)
6. Flávia Silva (MARGov)
7. Laura Longhitano (MARGov)
8. Lia Vasconcelos (MARGov)
9. Marisa Batista (LPN – Oceanos)
10. Miguel Henriques (ICNF)
11. Tiago Cagica (CMS)
12. Yorgos Stratoudakis (IPMA)

9th Meeting Grupo do Mar

Sesimbra, Auditory Conde Ferreira, 6th of July 2015

The meeting took place at the Conde Ferreira Auditory (with the contribution of CM Sesimbra) on Monday, the 6th of July 2015, between 14h30 and 17h20 with the presence of 14 people (detailed below).

Lia Vasconcelos presented the methodology to adopt in the meeting and the charts that were reorganized during the previous meeting according with proposal Categorization (alterations to POPNA / Management / Promotion / Good Practices / Others) and the redefinition of general organization in the following Themes: "THEME 1": Positive discrimination on line fishing / "THEME 2": Fishing efforts management / "THEME 3": Use of fishing boats in touristic activities inside PM / "THEME 4": Licencing / "THEME 5": Recreational fishing in PM Rules / "THEME 6": Recreational Nautic Activities / "THEME 7": Others

In this meeting, the present centered the discussion on Themes 2 and 4, related with fishing, and that were identified as an alteration to POPNA, with the purpose of identify which proposals have full validation from all partners.

The articles from POPNA regulations on which proposal was related to were identified during the meeting. A new proposal rised concerning the creation of a management board for fishing management. It was also mentioned the importance of redefine mechanisms to improve fiscalization.

Next Meeting

The present ones agreed that the next meeting should be scheduled before the end of July (possibly 29th, 30th or 31st) to work on points 3, 5 and 6 in case of the availability of the recreational nautic partners or otherwise in points 2 and 4.

List of Presences:

1. Alda Centeio (DGRM)
2. António Marques (CMS)
3. António Pila (AAPCS)
4. Carina Reis (AAPCS)
5. Cristina Rosa (DGRM)
6. Filipa Ferro (MARGov)
7. Flávia Silva (MARGov)
8. Jonas Cardoso (CMS)
9. Laura Longhitano (MARGov)
10. Lia Vasconcelos (MARGov)
11. Marina Batista (LPN – Oceanos)
12. Miguel Henriques (ICNF)
13. Tiago Cagica (CMS)
14. Yorgos Stratoudakis (IPMA)

10th Meeting Grupo do Mar

Sesimbra, Auditory Conde Ferreira, 30th of July 2015

The meeting took place at Lugar da Terra (with the contribution of Junta de Freguesia do Castelo) on Thursday, the 30th of July 2015, between 16h30 and 19h00 with the presence of 15 people (detailed below). This meeting was divided in two distinct phases. In the first one, the debate on Theme 2 and 4 continued, and on the second one, the debate on Themes 5 and 6 began.

Lia Vasconcelos began the first phase asking from every present the development on two specific questions related with the previous meeting. The new proposal on the creation of the fishing management board and the the importance of redefine mechanisms to improve fiscalization.

In this first phase, it was also discussed alternative methods for license transmission and renewal (nº1 of Article 46th) and some proposals relative to Theme 1 were developed.

The second part of the meeting began with the revision on the comments from APECATE concerning some proposals of Themes 1, 2 and 4 discussed previously. Afterwards, began the debate on Themes 5 and 6 related with touristic and nautical activities previously identified has a POPNA alteration.

Next Meeting

The present ones agreed that the next meeting should be scheduled for the 17th of September, by 14:30, to work on points 5 and 6, and to develop questions related with Themes 1, 2 and 4.

Work to be developed:

It was defined that MARGov team will send an email to all partners as a reminder for the delivery of the information before the next meeting, and that all partners should prepare the correspondent information for the next meeting.

List of Presences:

1. António Marques (CMS)
2. António Pila (AAPCS)
3. Carina Reis (AAPCS)
4. Cristina Rosa (DGRM)
5. Filipa Ferro (MARGov)
6. Flávia Silva (MARGov)
7. João Cerqueira (Clube da Arrábida)
8. Jonas Cardoso (CMS)
9. José Saleiro (APECATE) *
10. Laura Longhitano (MARGov)
11. Lia Vasconcelos (MARGov)
12. Marisa Batista (LPN – Oceanos)
13. Miguel Henriques (ICNF)
14. Tiago Cagica (CMS)
15. Yorgos Stratoudakis (IPMA)

The next attachments is the

11th Meeting Grupo do Mar on 22 October 2015

ATA nº 11

11ª Reunião Grupo MAR

Sampaio, Centro de Estudos Culturais e Ação Social Raio de Luz

22 de Outubro de 2015

A reunião contou com 14 presenças (lista em baixo) e decorreu no Centro de Estudos Culturais e Ação Social Raio de Luz (espaço gentilmente cedido pela Câmara Municipal de Sesimbra), na quinta-feira dia 22 de Outubro de 2015 entre as 14h30 e as 17h30.

Este encontro, à semelhança de anteriores, compôs-se de duas partes, a primeira na qual se deu continuidade ao diálogo sobre as propostas referentes aos temas relacionados com a atividade da pesca, e a segunda na qual se debateram propostas relativas aos temas relacionados com a náutica de recreio. Lia Vasconcelos fez uma breve apresentação do histórico do grupo e da metodologia a seguir no início de cada fase.

Ainda antes do início dos trabalhos, Miguel Henriques e Yorgos Stratoudakis, chamaram a atenção do grupo sobre a necessidade de elaborar um documento resumo do histórico e resultados do Grupo do Mar de forma a ser apresentado no dia 5 de novembro de 2015 na Reunião do Conselho Estratégico do PNA, tendo ficado acordado que Yorgos Stratoudakis fará nessa reunião a apresentação das atividades do Grupo do Mar.

A reunião focou-se na apresentação e revisão das 31 propostas listadas pela equipa, resumindo as questões debatidas ao longo do último ano e trabalhadas durante as últimas reuniões do Grupo do Mar. Este documento intitulado "Alterações ao regulamento do POPNA – Síntese dos resultados desenvolvidos entre julho 2014 e outubro 2015", serviu de suporte aos trabalhos da reunião.

No final houve ainda algum tempo para se discutir o que se vai apresentar/discutir na Reunião do Conselho Estratégico do PNA, em nome do Grupo do Mar.

TPC

Ficou definido que as várias entidades que formam o Grupo do Mar deverão reunir-se em subgrupos para definirem/fecharem alguns dos pontos ainda em aberto, trabalharem-nos mais especificamente, e posteriormente apresentarem os resultados ao Grupo do Mar alargado. A formação destes subgrupos será feita autonomamente pelos próprios parceiros, notificando-se o restante grupo por email. Foi também debatido e aceite incluir nestes subgrupos de trabalho, sempre que necessário, outras entidades relacionadas com o tema em discussão.

Próxima reunião

Será realizada a pedido dos parceiros do Grupo do Mar, sempre que se justifique, para apresentação do desenvolvimento dos trabalhos aos restantes parceiros do grupo.

Presenças:

- | | |
|---|--|
| 1. António Marques (CMS) | 8. Lia Vasconcelos (MARGov) |
| 2. António Pila (AAPCS) | 9. Maria Manuela Gomes (CMS) |
| 3. Carina Reis (AAPCS) | 10. Marisa Batista (LPN – Grupo Oceanos) |
| 4. Cristina Rosa (DGRM) | 11. Miguel Henriques (ICNF) |
| 5. Filipa Ferro (MARGov) | 12. Pedro Vieira (Clube da Arrábida) * |
| 6. Flávia Silva (MARGov) | 13. Tiago Cagica (CMS) |
| 7. João Cerqueira (Clube da Arrábida) * | 14. Yorgos Stratoudakis (IPMA) |

* Apenas presentes na segunda parte da reunião

The next attachments is the final

Table of key issue of Grupo do Mar work

SÍNTESE (NOVA Tabela GM_total_v7 – 28Out2015)

Temas gerais

"TEMA 1" - *Discriminar positivamente as aiolas dentro do PM*

"TEMA 2" - *Gestão do esforço de pesca*

"TEMA 3" - *Utilizar embarcações de pesca em atividades com carácter turístico dentro do PM*

"TEMA 4" - *Licenciamento (entradas, saídas e transmissões)*

"TEMA 5" - *Regras de pesca lúdica no PM*

"TEMA 6" - *Náutica de recreio*

"TEMA 7" - *Outros*

Caracterização das propostas

Alteração ao POPNA

Gestão

Alteração ao POPNA + Gestão

Novo Regulamento de Gestão (Previsto no POPNA para a Pesca Lúdica)

Promoção (produtos, boas-práticas, atividades...)

FCT-UNL		A preencher pelas entidades (Concordo: S/N)									
TEMAS	Propostas	Porquê?	AAPCS	APEcate	Clube	CMS	DGRM	ICNF	LPN	Yorgos	Observações
"TEMA 1" - Discriminar positivamente as aiolas dentro do PM											
1	<p>1. Distinguir a definição de aiola e bote, utilizando o comprimento como critério e incluir outras embarcações semelhantes (CMS)</p>	<p>O Plano de Ordenamento (PO) deve privilegiar as atividades tradicionais uma vez que estas são uma mais-valia local (CMS)</p> <p>Arte com raízes culturais em Sesimbra muito identitária (CMS)</p>	S	S		S		? (S)	S	S	<p>AAPCS Obs.: Para discriminarmos, temos de saber logo à partida o que é uma aiola. A definição de aiola tem de ser definida ainda antes de passarmos ao "como?"</p> <p>APEcate Observações: A aiola deve ser definida como tal usando mais do que o critério do comprimento (por exemplo o facto de ser de madeira)</p> <p>DGRM Observações: Não percebo o que é "e incluir outras embarcações semelhantes"</p> <p>ICNF Observações: Distinguir sim mas não pelo tamanho pois o que se quer preservar é o tipo aiola e não barcos pequenos em geral</p> <p>LPN Observações: Sim, há que definir concretamente "aiola". Não percebermos inteiramente a proposta...</p> <p>DGRM Observações: Trata-se de um critério de renovação das licenças mas considera possível de ser considerado em licenciamentos futuros.</p>
1	<p>2. Prever 12 ordenados mínimos em vez de 24 no caso de se manter duas embarcações de pesca, uma delas a aiola (AAPCS)</p>	<p>Forma de premiar positivamente a manutenção da aiola como embarcação de pesca (AAPCS)</p> <p>Preservação cultural da aiola</p>	S	S		S		? (N)	S		

	(como pesca, recreio ou turismo – não apenas como pesca) (AAPCS)																			
1	3. Aumentar o número de licenças para aiolas no PM (CMS)	Idem Proposta 7	S	S	S															

Comentário [FF2]: Ver proposta 17

ICNF
Observações: Antes de refletir se isto é possível, desenvolver o que se pretende com a manutenção de suas embarcações por pescador, com que licenças e regime?
LPN
Observações: Não somos completamente contra. Desde que:
- Não se aumente o esforço de pesca
- As duas embarcações não operam em simultâneo
AAPCS
Reformula: Aumentar o número de licenças, **exclusivamente com linha**, para aiolas no PM
Observação: Esta medida aplica-se em simultâneo para promover as aiolas e para promover a pesca à linha – e são compatíveis. E deve ser visto.
DGRM
Observações: Porquê aumentar o nº de licenças de pesca profissional? Com que critérios se atribuem novas licenças?
ICNF
Observações: Hoje há abandono destas pelo que prever aumento do seu número não faz sentido. Todos os itens da categoria 1 devem no seu conjunto ajudar a que o abandono diminua.

1	<p>4. Reformular o objetivo sobre a pesca tradicional com linhas e anzóis, admitindo o princípio de discriminação positiva para aiolas com linha de mão (Yorgos)</p>	<p>O PO deve privilegiar as atividades tradicionais uma vez que estas são uma mais-valia local (Ata 2)</p> <p>Declínio acentuado no número das aiolas no PMLS (maior que o declínio na fota nacional e maior que o declínio de botes com licença do PMLS) (Yorgos)</p> <p>Identificação de graves problemas de constrangimento espacial para a operação do palangre indica que o objetivo do POPNA para "o desenvolvimento sustentável pela promoção de atividades económico-tradicionais de base regional como a pesca tradicional com linhas e anzóis" (artigo 33) não foi alcançado neste período (Yorgos)</p>	<p>S</p>	<p>S</p>	<p>S</p>	<p>S</p>	<p>S</p>	<p>S</p>	<p>S</p>	<p>LPN</p> <p>Observações: Somos contra aumento do esforço de pesca, a menos que haja sustentação científica concreta que indique a capacidade dos ecossistemas para suportar esse aumento</p> <p>Yorgos</p> <p>Observações: Potencialmente sim, em condições muito específicas sobre as regras de pesca com aiola no PMLS</p>	<p>Observações: Sim como novo objetivo para o Parque. Desenvolver metas e ações.</p>	<p>AAPCS</p> <p>Discriminação positiva da pesca à linha (sejam aiolas ou botes)</p>	<p>ICNF</p>	<p>?</p> <p>(S)</p>	<p>S</p>	<p>S</p>	<p>S</p>	<p>S</p>
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Comentário [FF3]: Para ver em conjunto com a seguinte (Proposta 5)

2, 1, 4	5. Transmitir licenças de outras embarcações para a aiola (mas não da aiola para outras embarcações) (Ata 4)		-	S	N	?	S	N	<p>AAPCS Observações: Temos dúvidas sobre esta proposta</p> <p>ICNF Observações: Falta enquadramento desta proposta</p> <p>LPN Observações: Sim, se houver um número máximo de licenças estabelecido; se houver fundamentação científica. O sector deveria ver o que prefere de entre as hipóteses "em cima da mesa" ...</p> <p>Yorgos Observações: A ideia da aiola é para uma pesca a linha, não para replicar os botes. Todavia um pequeno número de covas (sem auxílio de alador) pode ser algo a considerar se ajudasse a sustentabilidade da atividade</p>	Comentário [FF4]: Para ver em conjunto com a anterior. (Proposta 4)
4, 1	6. Prever a venda de aiolas com a garantia de manutenção da embarcação e da atividade com linha de mão (Yorgos)	Idem Proposta 1	-	S	N	?	S	S	<p>AAPCS Observações: Temos dúvidas sobre esta proposta</p> <p>DGRM Observações: ...a residentes em Sesimbra</p> <p>ICNF Observações: Ver em conjunto com a seguinte, as duas não parecem concorrer para o mesmo problema</p> <p>LPN Observações: Desde que não aumente o esforço de pesca e</p>	

	<p>APECATE Observações: Desde que não choquem ou sejam inibidoras de atividades turísticas</p> <p>ICNF Observações: Estabelecendo horários específicos (=serão)</p> <p>LPN Observações: Desde que apoiado por informação científica que sustente que o impacto de tal regra não prejudica substancialmente os objetivos de conservação da biodiversidade marinha</p>														
	<p>AAPCS Destaca: Permitir pesca à lula ao serão com tonaieira sem restrição de distância à costa (NÃO APENAS aiolas só com toneira) Observação: Esta medida deve ser discutida em conjunto com as medidas de promoção da pesca à linha.</p>														
	<p>APECATE Observações: Com alguns limites pois a existência de cefalópodes é fundamental para a existência de cetáceos</p> <p>LPN Observações: Desde que com condições muito bem definidas. Por exemplo, restringir à época da lula e ao horário a que corresponde o serão: Só permitir toneira/ piteira e só para pesca profissional, só aiolas.</p>														

Comentário [FP8]: Para ver em conjunto com a anterior. (Proposta 8)

9. Permitir pesca à lula ao serão com toneira sem restrição de distância à costa (aiolas só com toneira) (ICNF)

1

"TEMA 2" - Gestão do esforço de pesca									
2	11. Identificar a piteira como arte passível de usar nas áreas de proteção parcial. (AAPCS, CEMAS)	Idem Proposta 1 Arte equivalente à toneira (já aceita) (AAPCS) Apoio à pesca tradicional (à linha) (AAPCS) Excluída do regulamento do Parque por questões de semântica (AAPCS)	S	S	S	S	S	S	<p>APECAE Observações: Tendo em conta os mesmos comentários que fiz para a toneira</p> <p>ICNF Observações: Tratamento idêntico à toneira em todas as regras do PM</p> <p>LPN Observações: Poderá ter as mesmas regras implementadas para as toneiras</p> <p>AAPCS Observações: Este trabalho é necessário para o objetivo de fixar um número de licenças por arte. Tem de ser muito bem discutido, quem o faz e com que critérios.</p> <p>DGRM Observações: Confuso. Acho que está incluído em outros tópicos acima identificados. Já se garante em sede de renovação de licenças o controlo do esforço de pesca. O ICNF e IPMA nunca definiram a Capacidade de carga que permitisse contingentar artes.</p> <p>AAPCS Observações: A fiscalização adequada já devia estar a funcionar, não é uma alteração ao regulamento. Mas concordamos.</p> <p>LPN Observações: Sabemos que é complicado conseguir.</p>
2	12. Dividir a frota por artes utilizadas, verificar em cada arte o nível atual e a capacidade de carga estimada; ensaiar métodos de renovação das licenças garantindo que a capacidade para cada arte não é ultrapassada gerindo entradas e saídas favorecendo as artes mais apropriadas face às condições (ICNF)		S	S	N	S		S	
2	13. Implementar um esforço de fiscalização adequado de modo a evitar atividade ilegal (que põe em causa os resultados dos esforços de proteção implementados) (LPN)		S						

Observações LPN Tema 2 – Gestão do esforço de pesca										
2	<p>A) A pesca tradicional no PMLS, de impacto reduzido e sob a devida regulamentação, é uma atividade importante para a região e que não poderá ser total/ extinta (LPN)</p>								<p>APEcate <u>Observações:</u> Deve ser definido uma percentagem de redução da pesca tradicional como limite para descaracterização cultural e de identidade da região, abaixo do qual deverão ser tomadas medidas de manutenção dos níveis ideais.</p> <p>DGRM <u>Observações:</u> É verdade mas não passa aqui de uma afirmação.</p> <p>LPN <u>Observações:</u> Sob as devidas regras de gestão apropriadas, tal como referido noutros pontos</p>	
						S	S	S	S	S
2	<p>B) Revisões que levem ao aumento da pressão de pesca sobre os ecossistemas do PMLS devem ser suportadas por informação científica (LPN)</p>								<p>APEcate <u>Observações:</u> A situação está invertida pois o ónus dos estudos científicos fica assim ao cargo do sector da pesca, quando é o estado eu tem os meios para o fazer</p> <p>DGRM <u>Observações:</u> Estamos a enumerar princípios não?</p> <p>LPN <u>Observações:</u> Somos contra aumento do esforço de pesca, a menos que haja sustentação científica concreta que indique a capacidade dos ecossistemas para suportar esse aumento</p>	
										N

Comentário [FF9]: NOTA MINHA: Originalmente a LPN tem este ponto como observação do Tema 4 – Licenciamento (entradas, saídas e transmissões) [artigo Tema 6 – Transmissão de licenças e respetivas embarcações].

2	C) Devem ser tomadas medidas que limitem o esforço de pesca globalmente (LPN)												<p>APECATE Observações: Deve no entanto colocar-se o foco no desperdício de peixe e no aumento da rentabilidade financeira do pescador</p> <p>DGRM Observações: Essas medidas já existem</p> <p>LPN Observações: E em simultâneo implementar esforço de monitorização/ avaliação do impacto das medidas a implementar</p> <p>AAPCS Observações: Que precauções? Deve ser discutido.</p> <p>APECATE Observações: Qual é o objetivo? Qual é o porquê?</p> <p>DGRM Observações: Mas atualmente já existem inúmeras regras</p> <p>LPN Observações: E em simultâneo implementar esforço de monitorização/ avaliação do impacto das medidas a implementar</p> <p>AAPCS Observações: Os tamanhos mínimos já são acutelados pela Docapesca</p> <p>DGRM Observações: Porque a referência aos tamanhos mínimos? Não são a medida de gestão mais importante.</p>
2	D) Devem tomar-se precauções relativas à seletividade das artes licenciadas (LPN)												<p>APECATE Observações: Qual é o objetivo? Qual é o porquê?</p> <p>DGRM Observações: Mas atualmente já existem inúmeras regras</p> <p>LPN Observações: E em simultâneo implementar esforço de monitorização/ avaliação do impacto das medidas a implementar</p> <p>AAPCS Observações: Os tamanhos mínimos já são acutelados pela Docapesca</p> <p>DGRM Observações: Porque a referência aos tamanhos mínimos? Não são a medida de gestão mais importante.</p>
2	E) É preciso garantir cumprimento das regras nomeadamente no que diz respeito aos tamanhos mínimos de captura (LPN)												<p>APECATE Observações: Qual é o objetivo? Qual é o porquê?</p> <p>DGRM Observações: Mas atualmente já existem inúmeras regras</p> <p>LPN Observações: E em simultâneo implementar esforço de monitorização/ avaliação do impacto das medidas a implementar</p> <p>AAPCS Observações: Os tamanhos mínimos já são acutelados pela Docapesca</p> <p>DGRM Observações: Porque a referência aos tamanhos mínimos? Não são a medida de gestão mais importante.</p>

"TEMA 4" - Licenciamento (entradas, saídas e transmissões)										
										<p>LPN Observações: É uma opção a discutir no âmbito destas propostas de retirar a obrigatoriedade das 100 idas à lota.</p>
4	G] Punir os incumprimentos por parte de embarcações incluídas em "regimes de exceção", que no limite possam levar à perda de licença de pesca (no caso de várias infrações graves ao regulamento do PMLS). O PMLS pode adotar um Sistema de semáforo para as infrações e respetivas punições (LPN)			S		N		N		<p>AAPCS Observações: A perda de licença só por meses e nunca definitivamente. Esta proposta deve ser discutida.</p> <p>APECATE Observações: Deve prever-se em 1º lugar a perda do regime de-exceção e depois a perda da licença de pesca, sendo a 1ª mais "fácil" de perder.</p> <p>DGRM Observações: Creio que na maior parte das vezes quem aplica a sanção é o comandante de Porto. Na legislação europeia já existe um sistema de pontos para diversos tipos de infração que terminam com suspensão da licença de pesca.</p> <p>ICNF Obs.: Falta enquadramento desta proposta</p> <p>Yorgos Observações: Ver comentários sobre 100 idas</p> <p>DGRM Observações: A formulação tem muitas incorreções. As 100 idas estão no PO. Pretendo-se, na altura, assegurar que se mantinha a possibilidade de pesca dentro do Parque para</p>
4	14. Terminar com a exigência das 100 idas à lota para a renovação das licenças de pesca anuais (AAPCS, CMS)			S		S		S		<p>O ICNF não deveria preocupar-se em definir este mínimo. Isto não prejudica os objetivos do ICNF, pelo contrário: menos pesca, mais preservação. Quem tem</p>

Comentário [FF1]: Concordou-se que a F) e G) (esta) deveriam ser vistas juntas. Mas também se disse que esta é mais um comentário que alimenta a Proposta 14 (seguinte).

NOTA MINHA: Originalmente é uma observação da LPN ao Tema 4 antigo - Obrigatoriedade de 100 idas ao mar para efeito de renovação de licença (agora também Tema 4)

<p>licença tem direito a querer mantê-la, quer pesque ou não (AAPCS)</p> <p>A justificação dos valores de vendas já é um requisito exigido pela DGRM. Pelo que não há necessidade de qualquer justificação de idas ao mar para renovação das licenças do PNA (CMS)</p> <p>Discriminar positivamente as aiolas (maior dificuldade em cumprir este limite segundo LPN), mas garantindo que não se limita a entrada de novos pescadores por outros que não operam (ICNF)</p>										<p>quem, de facto al pescava. Atualmente 100 idas pode ser exagerado e pode ser apenas verificado, como é em qualquer lado, se existe um valor mínimo de vendas que "certifica" que a embarcação opera de modo profissional.</p> <p>ICNF</p> <p>Observações: Deve ser substituído por outro sistema que, não causando os problemas do atual, permita continuar a acompanhar esta frota que tem uma licença especial de pesca para uma zona especial.</p> <p>Sim, pelo menos na parte de ser menos exigente com as aiolas</p> <p>LPN</p> <p>Observações: Tem que haver um sistema de controlo. É um Parque Natural. Podem ser propostos outros meios de controlo. Pensamos que se alguém não precisa de usar a licença então também não faz sentido mantê-la. Poderia eventualmente criar-se um sistema de congelamento de licenças (não perder a licença para sempre, mas informar quando a quer utilizar...)</p> <p>Poderemos ser a favor, mas depende das alternativas apresentadas e da sua justificação.</p> <p>Yergos</p> <p>Observações: Concordo com a modificação da medida, mas</p>
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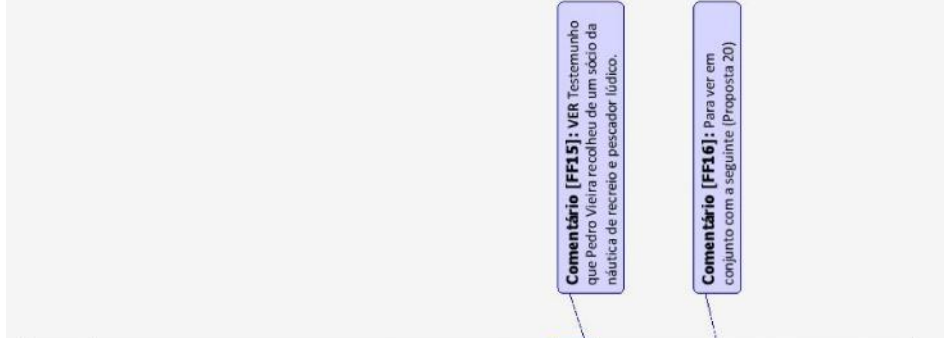
4	<p>16. Permitir a passagem da licença a qualquer pessoa natural, ou residente há mais de 10 anos, em Sesimbra ou Setúbal (AAPCS)</p> <p>Pressupostos:</p> <p>1. Transmite com as mesmas licenças que tem agora (AAPCS)</p> <p>Não pode acrescentar novas licenças</p> <p>2. Pode mudar para outra embarcação com melhores condições (mesmo que seja maior) desde que mantenha as mesmas artes (AAPCS)</p> <p>3. Garantir a formação cívica às pessoas a quem se passou a licença (CMS)</p>	<p>Em ambos os pressupostos mantem-se o número de licenças atuais sem aumentar o esforço de pesca (AAPCS)</p> <p>Não tem de haver mais regras, apenas a possibilidade do proprietário vender o seu barco e passar a sua licença a quem quiser.</p> <p>Se se garantir que as licenças são sempre as mesmas, não existe nada mais a zelar.</p> <p>Assumem-se as atuais 186 licenças (AAPCS)</p> <p>3. Assegurar que são guardiães do PM e conhecedoras das suas regras (CMS)</p>	S	S	S	N	S	N	<p>AAPCS</p> <p>Observações: (S) Parágrafo geral. (Sem voto) 1. Perderam-se muitas licenças desde o início do parque. A atribuição de novas licenças deve ser discutida.</p> <p>APECATE</p> <p>Observações: Concorde com tudo, exceto que o ponto 2 seja aplicado a atóis.</p> <p>DGRM</p> <p>Observações: Em Sesimbra concorde em Setúbal não. Recentemente a DGRM deixou de admitir o aumento do nº de licenças para as embarcações atualmente licenciadas.</p> <p>ICNF</p> <p>Observações: Depois de a frota estar fechada a Sesimbra falta justificar porque agora seria</p>	<p>não com a argumentação associada. Acho que o direito de pescar no parque tem de ser anualmente validado, baseado em alguns simples critérios social-ecológicos locais (e consensuais que incentivem o comportamento compatível com os objetivos do parque), para além dos critérios genéricos da licença de pesca. Mas necessita também uma decisão sobre a não renovação: temporária (sem substituição) ou permanente (com substituição, implica também sistema de pontuação para escolher substituto)</p>	<p>Comentário [FF12]: Para ver em conjunto com a seguinte (Proposta 17)</p>
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4	17. Estabelecer um número máximo de licenças do PM (dever-se-á ter em conta as licenças que existiam no ano de 2005, aquando da implementação do POPNA) Pressupostos: 1. Para colmatar as desistências deverá existir a atribuição de novas licenças (CMS)							<p>aberto a Serúbal. Para considerar um sistema aberto de entradas e saídas há que desenvolver um conjunto de condicionantes por forma a manter a frota com as características mais apropriadas no contexto do PM e não só a morada do pescador.</p> <p>LPN Observações: Desde que não se aumente o esforço de pesca no parque. A formação "ambiental" faz sentido e poderia ser uma condição a implementar para qualquer licença na área protegida....</p> <p>Yorgos Observações: É uma alternativa de mercado para a proposta de saídas e entradas controladas. Com 186 licenças ainda disponíveis, o potencial para aumento de esforço de pesca e conflitos é substancial.</p> <p>AAPCS Apresenta esta "proposta" como um tópico geral (Licenças no PM) Separa numa proposta aparte "dever-se-á ... POPNA" – Observações: Deve existir algumas reentradas. Mas tem de ser discutido. Separa numa proposta aparte "para colmatar... novas licenças" – Observações: Que desistências? Depende do que se aprove para a passagem para novos proprietário.</p>							
	Para evitar o fim da pesca artesanal (CMS)														

Comentário [FF13]: Para ver em conjunto com a anterior. (Proposta 16)

4	18. Definir regras para garantir a discriminação positiva de quem cumpre o regulamento (Ata 4)	N	S	N	N	N	?	N	S	<p>AAPCS Observações: Aqueles que nunca são apanhados a transgredir podem ser primeiros a beneficiar de discriminação positiva.</p> <p>DGRM Observações: Que regras? Quem cumpre não faz mais do que deve. Há é que garantir sanções dissuasoras para quem não cumpre.</p> <p>ICNF Obs.: Falta enquadramento desta proposta</p> <p>LPN Observações: Quem cumpre está a cumprir o seu dever. Quem não cumpre deve ser devidamente penalizado.</p> <p>Yorgos Observações: Compatível com sistema de pontos e substituições</p>
Observações LPN Tema 4 – Licenciamento (entradas, saídas e transmissões)										
4	I) Deve haver uma formação especial aos detentores destas licenças "especiais" de modo a que os operadores conheçam boas práticas ambientais e procedimentos que podem minimizar impactos (LPN)	S	S	S	S	S	S	S	S	<p>DGRM Observações: Não creio que seja indispensável. Pescadores sabem mas nem sempre aplicam.</p> <p>LPN Observações: A LPN está disponível para colaborar na implementação deste tipo de formação/ sensibilização. Seria muito interessante implementar</p>

Comentário [FF1 4]: NOTA MINHA: Referindo-se inicialmente à discriminação positiva das aiolas (Tema 1)



Comentário [FF15]: VER Testemunho que Pedro Vieira recolheu de um sócio da náutica de recreio e pescador lúdico.

Comentário [FF16]: Para ver em conjunto com a seguinte [Proposta 20]

													também noutros contextos das atividades desenvolvidas no parque marinho.
													<p>AAPCS</p> <p><u>Observações:</u> Esta proposta precisa de mais esclarecimentos.</p> <p>APEcate</p> <p><u>Observações:</u> Esta ação a médio longo prazo pode resultar na descaracterização cultural da região</p> <p>DGRM</p> <p><u>Observações:</u> A embarcação pode pescar à mesma mas não no PM pelo que não há razão para pagamento de uma mais-valia da embarcação que foi criada com o PM</p> <p>LPN</p> <p><u>Observações:</u> O que se discute? Já está referido! A licença é uma concessão estatal.</p>
4													
"TEMA 5" - Regras de pesca lúdica no PM													
													<p>AAPCS</p> <p><u>Reformula:</u> Limitar os dias autorizados para a realização da atividade lúdica (2 dias por semana mais domingo)</p> <p>DGRM</p> <p><u>Observações:</u> Acho adequados e houver razões científicas que demonstrem essa necessidade.</p> <p>LPN</p> <p><u>Observações:</u> Se se cumprirem os limites de captura da lúdica, tamanhos mínimos, zonas, etc...</p>
5													<p>19. Limitar os dias autorizados para a realização da pesca de toneira na atividade lúdica (2 dias por semana mais domingo) (Ata 4)</p>

																	<p>Não se pescar com mais que uma linha (se pesca com toneira não pesca com anzol no mesmo dia...)</p> <p>Yorgos Observações: Isto pode acontecer com o atual PO</p> <p>AAPCS Observações: Atualmente em todos os parques marinhos é proibido 3ª e 4ª feira de Outubro a Abril (apenas 2 dias por semana, 7 meses no ano)</p> <p>APECATE Observações: Tem que se conseguir fazer cumprir e os pescadores profissionais não podem aceitar trazer-peixe-dos-lúdicos para terra, ou fazer compra do mesmo no mar.</p> <p>ICNF Obs.: Falta enquadramento desta proposta</p> <p>LPN Observações: Não nos opomos, desde que no global não se verifique aumento do esforço de pesca, nem se aumentem as áreas para pesca lúdica (semelhante ao anterior).</p> <p>Yorgos Observações: Isto pode acontecer com o atual PO</p> <p>AAPCS Observações: Não faz sentido. Em períodos de defeso de espécies já é proibido pescar.</p>
5																	
5																	

Comentário [FF17]: Para ver em conjunto com a anterior (Proposta 19)

										<p>DGRM Observações: Está suspensa se houver um defeso para a pesca profissional.</p> <p>ICNF Observações: E para a comercial também?</p> <p>LPN Observações: Em todos os que sejam aplicados à pesca profissional. Períodos de defeso deviam ser tratados à parte, seria importante definir alguns...</p> <p>Yorgos Observações: Se existe um defeso biológico para a pesca comercial, a lúdica é obrigada a seguir os mesmos pela lei geral</p> <p>Clube da Arrábida Observações: Qual a razão para não permitir pesca lúdica desde que controlado, em que seja por licença diária, tirada no parque por exemplo com reserva do local para onde se vai?</p>
5	23. Limitar qualquer tipo de pesca lúdica incluindo a prática de pesca à cana de forma controlada e sazonal. (Clube)			S	S	N	S	S	?	<p>DGRM Observações: Questão mais ou menos repetida.</p> <p>ICNF Obs.: Falta enquadramento.</p> <p>LPN Observações: Todas as atividades no parque devem obedecer a limites e estar bem fundamentadas por informação científica.</p>

"TEMA 6" - Náutica de recreio

6	24. Criar porto de abrigo do Portinho da Arrábida (cais de embarque/ desembarque) (Ata 5)				S	S				N	LPN Observações: Não achamos essencial uma vez que há vários portos/marinhas muito próximo. De qualquer modo estamos disponíveis para discutir a proposta.
6	25. Permitir passagem das embarcações dispensadas de registo pela área de proteção total (Ata 6)				S	S			?	N	ICNF Observações: Recifes artificiais???? Passagem em passeios organizados com responsável, mais fácil de gerir. LPN Observações: Somos da opinião de não alterar as regras da zona de proteção total. Aceitamos que possa haver alguma cláusula de exceção para passeios organizados por uma entidade, por exemplo, que possam solicitar autorização especial ao parque para um determinado dia. O Parque decide se sim e se deve acompanhar. A entidade organizadora deve estar sujeita a penalizações por não cumprimento das normas estabelecidas. (Há recifes artificiais na zona de proteção total?). Não concordamos que haja recifes artificiais no parque marinho.
6	26. Criar um corredor de acesso junto à costa 50 metros (Artigo 39º e) (Clube)	A passagem de embarcações a um quarto de milha põe em risco muitas das embarcações que fazem este trajeto, um			S	S			?	N	APECADE Observações: Corredor deve ter um mínimo de velocidade de 3 nós para embarcações a motor

												<p>quarto de milha com a nortada típica da zona é irreal.</p>				<p>Clube da Arrábida <u>Observações:</u> Além da atual norma colocar em risco todo o tipo de embarcações, legalmente as embarcações mais pequenas, nomeadamente à vela, ou remos, não estão autorizadas a deslocarem-se a um quarto de milha.</p> <p>ICNF <u>Observações:</u> Salvaguardadas situações de temporal como atualmente ou reforçar caso haja dúvidas.</p> <p>LPN <u>Observações:</u> Já existe uma exceção para as embarcações poderem passar junto à costa por razões de segurança. Não é clara? Não inclui a situação referida?</p> <p>APECATE <u>Observações:</u> Devem ser avaliadas a força dos poitos</p> <p>Clube da Arrábida <u>Observações:</u> Que diferença faz ter um barco de 8 ou 15 metros garrado a uma boia? Veleiros em norma são superiores a 8 metros. São precisamente estes que quando se deslocam ao longo da costa necessitam de pernoitar no local, mesmo que sejam a motor o que é que o tamanho tem a ver? Quanto aos motores de 4 ou 2 tempos hoje há motores a 2 tempos menos poluidores do que a 4 tempos.</p>																			
												<p>O limite de embarcações de recreio até 8 metros não faz sentido nenhum, não há razão para este limite. O mesmo se aplica para os motores a 4 tempos, porque não a 2 tempos?</p>	<p>27. Eliminar o limite para instalação de boias (Artigo 48º -e) Instalação de boias) (Clube)</p>																						
6																																			

Comentário [FF18]: Para ver em conjunto com as quatro seguintes (Proposta 28-30 - Artigo 48º, e 31 - Também boias)

										Das boias diurnas há 10 em galapos deveriam passar a 20, em Alportuche há 3 deveriam passar a 5. Nestes dois locais deverá haver ainda boias específicas para turístico Marítimos para evitar casos do Vertigem Azul.
										ICNF <u>Observações:</u> Sim, rever quantitativos por zonas mas incluir num cenário de concessão para a gestão.
										LPN <u>Observações:</u> Não consideramos que seja essencial. Não dispomos de informação sobre o impacto que teria esta medida. Só se a informação científica suportar que este aumento não traz prejuízo aos objetivos do parque marinho.
										LPN <u>Observações:</u> Onde? Sem mais elementos não podemos tomar posição concreta.
										Clube da Arrábida <u>Observações:</u> Desta forma acaba-se com a caça à multa por vezes indiscriminada e deixa de haver dúvida sobre "uma linha imaginária".
										ICNF <u>Observações:</u> Situação atual é ainda assim mais clara do que regra geral (300 mts da praia). Considerar boias de marcação
6										
6										
6										

		auxiliares num pacote de concessão e gestão da zona													
		LPN													
		Observações: Porquê? Não achamos importante.													
		Nova proposta APECATE													
		Nova proposta APECATE													
6	32. Aumentar o número de boias dedicadas ao mergulho	Existem apenas 8 spots de mergulho na área de parcial.	S												
6	33. Permitir um número limitado de mergulho recreativo dentro da proteção parcial, mediante pagamento de taxa e exclusivo para empresas sediadas ou com representação, por via de instalações físicas em Setúbal, Sesimbra ou Palmela.	Permitir mergulho limitado na área de proteção total, vai garantir uma maior monitorização desta área, na qual é sabido que tem quase permanentemente artes de pesca ilegal e que não é perceptível à superfície. O PMPLS deve servir como motor de desenvolvimento local e deve nessa medida privilegiar a economia local	S												
"TEMA 7" - Outros															
7	34. Incluir pesca do cerco no PMPLS - proposta da Artesanal Pesca (Ata 6) Necessário definir: 1) Quem decide que há excesso de cavala (espécie-alvo da proposta); 2) Quem faz o convite e a quem; 3) Quem controla nº de capturas dentro do PM e qual o seu limite; 4) Se convite é fechado aos barcos do cerco de Sesimbra, ou na indisponibilidade dos	Dificuldades acrescidas às embarcações associadas da Artesanal Pesca que exercem pesca de cerco Esta arte não interfere com a fauna porque não pode tocar no fundo "Epidemia" da cavala para as embarcações que praticam outras artes de pesca	N	S	S	N	N	N	N	N	N	N	N	N	N
DGRM Observações: Viola a regra do tamanho das embarcações; as espécies existentes distribuem-se igualmente fora do Parque; ao contrário dos locais existem pesqueiros alternativos.															
ICNF Observações: Para um parque natural este excesso de cavala terá que ser caracterizado para se avaliar eventuais efeitos negativos nem que seja pelo menos pela afetação muito negativa de outras atividades.															

	<p>mesmos se se abre o convite a barcos de fora;</p> <p>5) Qual o limite máximo do nº de barcos de cerco dentro do PM (para este caso específico);</p> <p>6) Convite não limitado ao pesqueiro identificado pelos armadores do cerco, mas mediante necessidade;</p> <p>7) Como controlar espécie/s capturadas</p>						<p>LPN Observações: Só qualquer exceção muito pontual e com base científica muito forte. Cerco não deve ser permitido (pelos motivos que têm sido discutidos). Não concordamos que haja "epidemia de cavalos no parque". As cavalas não são animais territoriais e dificilmente ficam na área do parque muito tempo sem sair dos seus limites. A pesca de cavala fora do parque contribui para o controlo de toda a área (inclusive dentro do parque). De qualquer modo, a existir excesso de cavalas, talvez um dos fatores responsáveis seja a pesca excessiva dos seus predadores (entre muitos outros fatores, inclusive naturais).</p> <p>Yargos Observações: PO pode prever possibilidade de entradas ad-hoc com consentimento das instituições de gestão do parque e dos representantes dos pescadores profissionais licenciados</p> <p>"Nova" proposta AAPCS AAPCS Observações: O problema destas embarcações deve ser discutido.</p>
7	35. Embarcações locais dos 7 aos 9 m	S					

Nota: As propostas 10 e 22 foram retiradas desta versão por acordo alcançado na penúltima reunião (30Jul15) e a 15 por acordo na última reunião (22Out15). A 9 foi reposta.

The next attachments is a

Summary of Grupo do Mar results developed between July 2014 and October 2015

Alterações ao regulamento do POPNA

Síntese dos resultados desenvolvidos entre Julho 2014 e Outubro 2015

Este é o documento síntese resultante do trabalho desenvolvido entre Julho 2014 e Outubro 2015, na primeira fase de funcionamento do Grupo do Mar. Essencialmente focado no regulamento do POPNA, identifica os artigos a alterar, as alterações propostas pelo(s) parceiro(s), as respetivas propostas constantes da última versão da Tabela enviada (v7) e considerações avançadas para cada alteração sugerida.

Como acordado na última reunião (22Out15), ficou definido que as várias entidades que formam o Grupo do Mar deverão reunir-se em subgrupos para definirem/fecharem alguns dos pontos ainda em aberto, trabalharem-nos mais especificamente, e posteriormente apresentarem os resultados ao Grupo do Mar alargado. A formação destes subgrupos será feita autonomamente pelos próprios parceiros, notificando-se o restante grupo por email. Foi também debatido e aceite incluir nestes subgrupos de trabalho, sempre que necessário, outras entidades relacionadas com o tema em discussão.

Legenda de cores:

- A **verde** o que está concordado (ainda que possa precisar de maior definição);
- A **azul** o que ainda precisa de acordo.

Artigo 4º (Definições) OU Artigo 39.º alínea e) e Artigo 41.º, número 1, alínea b)

Alteração¹: utilização apenas das unidades do Sistema Internacional de Unidades (SI).

Considerações: no que diz respeito às unidades relativas a distâncias, tanto é utilizado o metro como a milha (designadamente um quarto de milha – artigos 39.º e 41.º). A manter o termo incluir a sua definição no regulamento (com a equivalência em metros). No entanto, esta unidade não integra o SI e não deve ser utilizado em simultâneo com unidades do SI.

Artigo 4º (Definições)

Alteração: introduzir/distinguir as definições de aiola e bote.

Propostas na tabela: Proposta 1

Considerações: decidir os critérios que permitam distinguir a definição de aiola e bote (sugestões feitas: comprimento, material – madeira).

Alteração: introduzir a definição de piteira.

Propostas na tabela: Proposta 11

De acordo com a Portaria n.º 1102-C/2000 que define o Regulamento da Pesca à Linha: *a piteira é constituída por uma pequena vara de madeira, geralmente com espessura de 1 cm e comprimento de 25 cm, tendo na extremidade inferior cinco a sete anzóis, com barbela, e que na extremidade superior está ligada a uma linha, destinando-se, geralmente, à captura de polvo* (Artigo 8.º, número 2).

Artigo 33.º - Objetivos prioritários (Disposições comuns da Área Marinha – PMPLS)

Alteração: partindo das propostas concretas de alteração, reescrever os objetivos – nomeadamente, ao nível da discriminação positiva das aiolas e da pesca tradicional com linha.

Propostas na tabela: Proposta 4

Propostas na tabela que preconizam este princípio:

- **Proposta 2, Proposta 7** (Gestão)
- **Proposta 3, Proposta 5, Proposta 6** (Relacionadas com a transmissão da licença - Artigo 46.º, número 1, alínea c) – ver em baixo)
- **Proposta 8, Proposta 9** (Alteração concordada – ver em baixo)
- **Proposta 11** (Alteração concordada – ver em baixo)

Considerações: a Proposta 7 (Gestão) será trabalhada pela DGRM e CMS ².

¹ Esta questão foi apresentada no testemunho que Pedro Vieira recolheu de um sócio da náutica de recreio e pescador lúdico sobre a pesca lúdica (encontra-se na pasta distribuída na reunião de 22Out15).

² A CMS enviou considerações acerca desta proposta (encontra-se na pasta distribuída na reunião de 22Out15).

Artigo 39.º, alíneas d)/e)

Alteração: permitir passagem pontual de canoas pela área de proteção total.

Propostas na tabela: Proposta 25

Considerações: o Grupo concorda que o atravessamento por canoas na área de proteção total deve ser permitido, não se tendo ainda concordado com a solução a apresentar. Por um lado, sugeriu-se a passagem pontual de canoas que pertençam a grupos organizados mediante autorização dada pelo PNA. Por outro lado, sugeriu-se a definição de um corredor que permita a passagem de canoas (permitindo que outras embarcações utilizem este corredor em dias de intempérie – esta parte da questão funde-se com a alteração seguinte, e com a **Proposta 26**).

Alteração³: salvaguardar as condições meteorológicas (especificar p.ex. índices de vento, ondulações, etc.) que permitam a passagem pontual de outras embarcações em casos de intempérie pela área de proteção total.

Propostas na tabela: Proposta 26

Considerações: para que se encontrem bem definidas as “situações de risco ou calamidade” e para que o regulamento não fique sujeito a interpretações que podem pôr em causa a segurança das embarcações.

Proposta 26 reescrita (depois da penúltima reunião – 30Jul15) pelo Clube da Arrábida:

Passar as 3 boias entre Alportuche e Sesimbra atualmente a um quarto de milha da costa para um oitavo de milha desta. Ainda assim, sempre que as condições meteorológicas o aconselharem, permitir a passagem de barcos até 5m de comprimento por dentro destas, independentemente de serem a remos ou a motor.

Artigo 41.º, número 1, alínea f)

Alteração: identificar a piteira como arte passível de usar nas áreas de proteção parcial – prever tratamento idêntico à toneira em todas as regras do PM.

Propostas na tabela: Proposta 11

Alteração: permitir a pesca à lula nas áreas de proteção parcial, mesmo <200m de distância à costa, num determinado horário (2h antes do nascer do sol até o sol nascer e do pôr do sol até 2h depois do sol se pôr).

Propostas na tabela: Proposta 9

Considerações: ainda não foi decidido para que embarcações (**Proposta 8**).

³ Como avançado na reunião de 22Out15, prevê-se a inclusão do Capitão do Porto no subgrupo que trabalhar este tema.

Artigo 46.º, número 1, alínea c) – Transmissão da licença/ Artigo 46.º, número 3

Alteração: redefinir as condições de transmissão de licença. Por despacho conjunto das tutelas, ouvida a **comissão de acompanhamento**⁴ (composição e competências a serem definidas), os critérios (p.ex. concelho, tempo de residência, tipo de embarcação) seriam definidos e publicados.

Propostas na tabela:

- **Proposta 16** (Mecanismo de venda) *Permitir a passagem da licença a qualquer pessoa natural, ou residente há mais de 10 anos, em Sesimbra.*

Considerações: avaliar a transmissão das licenças através de um sistema de pontos. A **Proposta 5** e a **Proposta 6** destacam o caso das aiolas.

- **Proposta 17** (Mecanismo de entrada – criação de uma bolsa de licenças) *Estabelecer um número máximo de licenças do PM.*

Considerações: a partir do momento em que a redefinição das condições da transmissão de licenças possibilita que operem mais do que as que atualmente operam (podendo aumentar significativamente o esforço de pesca) é também importante perceber qual o número máximo de licenças que poderiam estar efetivamente ativas. Esta análise é também importante para a alteração proposta ao Artigo 46.º, número 1, alínea d) – Renovação das licenças. A **Proposta 12** define de algum modo a metodologia para atingir este objetivo. A **Proposta 3** destaca o caso das aiolas.

Artigo 46.º, número 1, alínea d) – Renovação das licenças (100 idas à lota)

Alteração: Terminar com a exigência das 100 idas à lota para a renovação das licenças de pesca anuais. Por despacho conjunto das tutelas, ouvida a **comissão de acompanhamento** (composição e competências a serem definidas), os critérios para atribuição das licenças (baseados num sistema de discriminação positiva) seriam definidos e publicados. A lista de renovação de licenças seria publicada anualmente.

Propostas na tabela:

- **Proposta 14** *Terminar com a exigência das 100 idas à lota para a renovação das licenças de pesca anuais.*

Considerações: Para acabar com este limite há que definir um sistema alternativo para a renovação das licenças. Combinámos na penúltima reunião (30Jul2015) que todos os parceiros⁵ descreveriam brevemente três cenários relativos à

⁴ Foi pedido na reunião de 30Jul15 que nos enviassem contributos acerca da proposta avançada em reunião para a formação do então referido órgão de gestão das pescas. A LPN e CMS enviaram-nos considerações acerca desta proposta (encontram-se na pasta distribuída na reunião de 22Out15). Na última reunião de 22Out15 passou-se a referir este órgão como comissão de acompanhamento.

⁵ A LPN e CMS enviaram-nos considerações acerca desta proposta (encontram-se na pasta distribuída na reunião de 22Out15). Na reunião de 30Jul15 foi avançada a ideia de se desenvolver o conceito do sistema de pontos (terceira opção) que se enviaria a todos, para debate.

renovação de licenças identificando as consequências de cada uma das opções (num horizonte temporal de 10 anos): A. Como está agora | B. Só ação do mercado | C. **Sistema de pontos** (instrumento para definir um sistema de avaliação que identifique quem pode renovar e que possibilita a não renovação da licença dos que não cumprem os requisitos). Este seria um sistema baseado na discriminação positiva das melhores práticas, o que se coaduna com o sugerido na **Proposta 18**.

Artigo 48.º, alínea e) – instalação de boias de amarração⁶

Alteração: mudar o texto do regulamento: “As zonas para instalação de boias de amarração **devem** funcionar em regime de concessão, ...”.

Considerações: condição necessária para que se realizem as alterações propostas de seguida pelo Clube da Arrábida.

Alteração: suprimir o limite referente à dimensão das embarcações, permitir no Portinho a utilização de boias durante a noite e aumentar o número de boias permitidas.

Propostas na tabela:

- **Proposta 27 – Artigo 48.º - e)** *Eliminar o limite para instalação de boias a embarcações até 8m de comprimento*
- **Proposta 28 – Artigo 48.º - e) i)** *Permitir a utilização de 15 boias durante a noite por embarcações que queiram pernoitar no Portinho*
- **Proposta 29 – Artigo 48.º - e) ii)** *Aumentar, o número de boias permitidas (10) para amarração do tipo poitas para no mínimo 20, incluindo neste ponto as boias de Alportuche (que oficialmente não estão incluídas e devem ser no mínimo 5 nesta zona), a serem concessionadas pelo parque mediante uma taxa de utilização diária.*

Propostas 27+28+29 reescritas (depois da penúltima reunião – 30Jul15) pelo Clube da Arrábida:

Todas as boias amarelas, independentemente de estarem no Portinho (15), Galápos (10) ou Alportuche (3) podem ser para barcos com comprimento superior a 8m durante o dia. A utilização destas boias deverá ser feita mediante uma taxa diária que reverterá a favor da sua manutenção.

Poder-se sempre pernoitar em cerca de 50% das boias amarelas, sejam no Portinho, Galápos ou Alportuche, mediante taxa noturna. Aumentar as boias em Galápos de 10 para 20, e em Alportuche de 3 para 5. Sendo as 20 de Galápos distribuídas entre Galápos, Galapinhos e Coelhoos. Permitir que das boias encarnadas do Portinho (50), 20 a 30% possam ser utilizadas por barcos com comprimento superior a 8m. Todas estas boias deverão ser concessionadas por período a definir mediante concurso do PNA.

⁶ Como avançado na reunião de 22Out15, prevê-se a inclusão da APA (anterior ARH) no subgrupo que trabalhar este tema.

Outras propostas debatidas

Propostas na tabela: Proposta 34

O Grupo do Mar não concordou com a Proposta apresentada pela Artesanal Pesca acerca da inclusão da pesca de cerco no PMPLS.

Outras propostas não debatidas/consensualizadas (trabalho a desenvolver futuramente pelos parceiros)

Propostas na tabela: Proposta 13 (concordada por todos enquanto princípio) – **Fiscalização**⁷ (Gestão, não Alteração)

Propostas na tabela: Proposta 19 à Proposta 23 – Regras da Pesca Lúdica no PMLS⁸

Propostas na tabela: Proposta 30, Proposta 31 – Propostas do Clube da Arrábida

Propostas na tabela: Proposta 32, Proposta 33 – Novas propostas da APECATE

Nova proposta (APECATE) enviada por email depois da penúltima reunião (30Jul15): inclusão no Artigo 35.º (que define as atividades condicionadas no PMLS) de uma alínea para “a colocação de recifes artificiais” e consequente exclusão da alínea d) do número 1 do Artigo 41.º que interdita, nas áreas de proteção parcial, “a colocação de recifes artificiais”.

Propostas na tabela: Proposta 35 – Proposta da AAPCS

⁷ Foi pedido na reunião de 30Jul15 que nos enviassem contributos acerca da problemática da fiscalização. A LPN e CMS enviaram-nos considerações acerca desta questão (encontram-se na pasta distribuída na reunião de 22Out15).

⁸ O testemunho de um sócio da náutica de recreio e pescador lúdico sobre a pesca lúdica recolhido por Pedro Vieira (encontra-se na pasta distribuída na reunião de 22Out15).

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Abstract

The thesis argues that while many planning theories have focused the sight on the social differences, multiculturalism and conflicts resolution, there is not yet sufficient acknowledgement on how these differences can be deeply unsolved and how this weakness could be strongly linked with conflicting rationalities and with a 'cognitive slipping' planes of meaning (Bourdieu & Wacquant, 1992). Especially in terms of inexplicit urban conflicts, generated by not opposite economic interests or political will, but by simply and natural differences of the cultural and behavioral baggage, the cognitive level of understanding between people involved plays a fundamental role in terms of awareness and choices efficacy.

So this works wants underlines that the link between planning, governance, institutional adjustments and community engagement is, first of all, a matter of mutual deep and real understanding, rather than new form of tools and policies.

Starting from the persuasion that conflicts are an incredible source of unexpected creative solution for urban contexts, planning systems and sharing values, this paper aims to probe how a 'cognitive mobilization' (Dalton, 1984) of a community, for the care and the protection of a common good, can be able to "fight for a right" in terms of acquiring political resource and skills to reach own decisions, and constructing new form of genuine power through education (Dolci, 1974) and culture against a 'dominant discourse' (Gramsci, 2007).

Using quantitative and qualitative methods, the author presents two field experiences of insurgent practices in the southern Europe: (1) a traditional Case-Study of a Marine Protected Area in Arrábida, Portugal, to illustrate how a community mobilization, that aims to understand really every form of instance and claim, can realize forms of participation that, first of all, sight problems in term of resources, and then allowed people to work democratically together building new and shared solutions able to modify deeply an institutional plan that, due to a displacement between powers and values, generated forms of conflicts between stakeholders, especially in terms of economic and decision making point of view; (2) a case of Participatory Action Research in the Simeto river valley, Italy, where local communities through a strong mobilization were able to defend and took care the river, the biggest in terms of basin in a scarcity water territory, threatened by the institutional choice to collocated an incinerator in a valley strongly based on agriculture, for its economic sustenance, and deeply linked with the landscape, for its recognition and sense of belonging to . This understanding, it is suggested, has important implications for both planning theory and practice. Choosing a multi-disciplinary approach, this work attempts to explore if and how it is possible to transform the antagonism between enemies in competitive spirit among subjects, different for nature and culture, focusing on respect and mutual learning and on the building up of processes really inclusive and choices really shared.