

COMMUNICATION AND MEDIATION IN THE REVIEW PROCESS OF THE PARTICIPATORY DIRECTOR PLAN PORTO VELHO-RO**COMUNICAÇÃO E MEDIAÇÃO NO PROCESSO DE REVISÃO DO PLANO DIRETOR PARTICIPATIVO DE PORTO VELHO - RO****COMUNICACIÓN Y MEDIACIÓN EN EL PROCESO DE REVISIÓN DEL PLAN DIRECTOR PARTICIPATIVO DE PORTO VELHO - RO**

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ABSTRACT

The purpose of this article is to discuss the ways in which the communities and other social actors have participated in the review process of the Participatory Master Plan of Porto Velho –state of Rondônia (Brazil), and to demonstrate how the communication mechanisms were used by municipal management to convene the population to discuss the public policy inherent to the community's interests, and then to approve the deliberations during its process. For the studies, a brief presentation about the Master Plan and its legal bases is made, then an explanation of the review process and the proposed stages, as well as the methodology used by the team responsible for the invitation and participation of communities. Amongst some initial assumptions about the work, the review process of the Porto Velho Master Plan (2018-2019) was an important exercise for the inhabitants, because it enabled better inter-subjective relations between the subject and the municipal management (City Statute), as well as in the model of Citizen Education (Freire, Gadotti), in order to develop the critical sense of citizens.

Keywords: Communication; Education; Mediation; Master Plan; Popular Participation.

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RESUMO

O objetivo deste artigo é discutir os modos como as comunidades e outros atores sociais participaram do processo de revisão do Plano Diretor Participativo de Porto Velho-RO, e demonstrar os mecanismos de comunicação utilizados pela gestão municipal para convocar a população a discutir a política pública inerente aos interesses da comunidade, e depois aprovar as deliberações durante o processo. Para os estudos foi realizada uma breve apresentação sobre o Plano Diretor e suas bases jurídicas, para em seguida proceder com a explanação sobre o processo de revisão e as etapas propostas, bem como a metodologia utilizada pela equipe responsável pela convocação e participação das comunidades. Dentre algumas premissas iniciais sobre o trabalho, o processo de revisão do Plano Diretor de Porto Velho (2018-2019) foi um exercício importante para os moradores, pois possibilitou melhores relações intersubjetivas entre o sujeito e a gestão municipal conforme previsto no Estatuto da Cidade, bem como no modelo de Educação Cidadã (Freire, Gadotti), para desenvolver o senso crítico dos cidadãos.

Palavras-chave: Comunicação. Educação. Mediação. Plano Diretor. Participação Popular.

RESUMEN

El objetivo de este artículo es discutir cómo se desarrollan las actividades sociales y participar en el proceso de revisión del plano Director Participativo de Porto Velho-RO, y se muestran los mecanismos de comunicación como la administración municipal para convocar a una población para esa A través de la comunidad, depende también de la redacción durante el proceso. Para que los estudiantes hayan realizado una breve presentación sobre el plano Directivo y sus bases jurídicas, se presentará una explicación sobre el proceso de revisión y las etapas, como una metodología para el personal responsable de la comunicación y la participación de las mismas. Las premissas iniciales en el proceso de revisión del plano Director Participativo de Porto Velho-RO (2018-2019) es importante para los moradores, porque posibilitó mejores relaciones intersubjetivas entre el sujeto y la gestión municipal conforme lo previsto en el Estatuto de la Ciudad, así como en el modelo de Educación Ciudadana (Freire, Gadotti), para desarrollar el sentido crítico de los ciudadanos.

Palabras clave: Comunicación. Educación. Mediación. Plan Maestro. Participación Popular.

1. INTRODUCTION

The Master Plan is a federal law established by the Constitution of the Federative Republic of Brazil, in 1988, defined as the "basic instrument" of urban policy (article 182³, §1º), which extends to article 183⁴ Chapter II - Urban Policy, VII - Economic and Financial Order). The City Statute (Law 10,257/01) and the Urban Land Parcels Law (Law 6,766/79, amended by Law 9,785/99) reinforce the constitutional provision, making practically all other urban planning conditioned to the Master Plan's dispositions (BRASIL, 2002).

In the Master Plan, the guidelines for urban and rural planning that integrate municipal public policy are foreseen; it deals with urban policy and its development in order to guarantee the economic, social well-being of the inhabitants and the environment. In §1º of art. 182 of the 1988 Federal Constitution, the Master Plan, approved by the City Council, which is mandatory for cities with more than 20,000 inhabitants, is the basic instrument of development and urban expansion policy (BRASIL 1988: 112).

In addition to the 1988 Federal Constitution, there is also the Statute of the City (Federal Law No. 10.257/2001), which regulates articles 182 and 183 and provides general guidelines for urban and social interest policies, addressing issues such as the use of property, security and well-being in the city. In Chapter III - Of the City Statute, in the Master Plan, articles 39 to 42 provide guidelines on the

³ Art. 182. The urban development policy, executed by the municipal public power, according to general directives established by law, aims to order the full development of the social functions of the city and guarantee the well-being of its inhabitants.

§ 1 - The master plan, approved by the City Council, mandatory for cities with more than twenty thousand inhabitants, is the basic instrument of development and urban expansion policy.

§ 2 - Urban property fulfills its social function when it meets the fundamental demands of city ordination expressed in the master plan.

§ 3 - Expropriations of urban real estate will be made with prior and fair compensation in cash.

§ 4 - The municipal public power, by means of a specific law for an area included in the master plan, is required, under the terms of federal law, to require the owner of urban land not built, underutilized or unused to promote its proper use, under pain, successively, in:

I - Compulsory parcelling or building;

II - Property tax on urban property and land over time;

III - Expropriation with payment of public debt securities issued previously approved by the Federal Senate, with redemption term of up to ten years, in annual installments, equal and successive, secured the real value of the indemnity and legal interest.

⁴ Art. 183. He who possesses as his urban area of up to two hundred and fifty square meters, for five years, uninterruptedly and without opposition, using it for his dwelling or his family, will acquire the dominion to him, as long as he does not own another urban or rural property.

§ 1 - The title of domain and the granting of use shall be conferred on the man or woman, or both, regardless of the marital status.

§ 2 - This right shall not be recognized to the same owner more than once.

§ 3 - The public real estate will not be acquired by usucaption.

Master Plan such as to attend the citizens' needs. In art. 39, "urban property fulfills its social function when it meets the fundamental requirements of city planning expressed in the master plan" (BRASIL, 2001, p. 26), reinforcing that its elaboration must take into account "the quality of life, social justice and the development of economic activities" (BRASIL, 2001, p. 26). In art. 40, the City Statute defines the Master Plan as a "basic instrument of urban development and expansion policy" and the paragraphs and subsections that define important technical aspects such as "prioritizing the promotion of public hearings and debates with the participation of the population and representative associations of the various segments of the community" (BRASIL, 2001, p.27).

According to the 1988 Federal Constitution and the City Statute (Federal Law No. 10,257/2001), a review of the Master Plan must take place every ten years. It is observed that in Porto Velho and its communities, the first Master Plan dates from 1987, denominated Draft Bill of Urbanism and Buildings of Porto Velho; it was replaced by Law Nº. 933 of December 1990, with the current title of Master Plan of Porto Velho. Nowadays, the current Master Plan is represented by Complementary Law Nº. 311, dated June 30, 2008, and is under review, entitled the Porto Velho Participative Master Plan, or PDP.

Upon reaching the ten-year term in 2018, the Porto Velho Municipal Government, through its Planning, Budget and Management Secretariat (Sempog), in a contract with the Brazilian Institute of Municipal Administration - Ibam⁵, elaborated a chronogram of phases to be fulfilled in order for the Master Plan review to be effective within 12 months. Thus, from technical visits for the city recognition and preliminary data collection, in contact with the Municipal Technical Team (ETM⁶), a document called Product 1 - Work Plan was prepared, provided by the Municipal Planning Department, Budget and Management (Sempog), providing guidelines regarding the participatory process. The document presents the methodology used for social mobilization, as well as the description of the proposals for the phases of Mobilization, Integrated Thematic Analysis, Guidelines and Proposals for a Sustainable City and at the end the phase that includes the Plan of Action and Investments (PAI), and Institutionalization of the Participatory Director Plan, which is finalized with the Municipal Conference and the Consolidation Meeting.

⁵ The Brazilian Institute of Municipal Administration - Ibam is a non-profit civil association, created on October 1, 1952, which provides technical and methodological advice for the PDP review process through contract 014/PGM/2018 with the city of Porto Velho.

⁶ Team formed by technicians appointed to articulate the various municipal secretariats involved in the PDP review process and assist in the collection of necessary information.

Among the general objectives described in the Work Plan, what stands out for this article is the participatory aspect of the citizens, which also has a strong presence in the PDP review process in all of its phases. It is through the participation of social actors that one has a clear dimension of the demands and citizen awareness, but this is a point to be analyzed according to the methodology used and which product will develop from this space of speech and communication between society and the public power. It is observed that the matter of popular participation is connected with communicative action, the decision-making power in citizen politics and action. However, how can the claims of common communities and citizens be endowed with meaning and help in the formulation of a final product in the PDP process revision? Does this method of participatory politics contribute to citizens' education?

From these inquiries, it is necessary to understand how the information obtained by the Technical Teams from the social actors' speech are transformed into products that could compose the reviewed Master Plan. It is within these matters that this work develops, bringing theories about communication as a mediation to assist in understanding the discourse presented and the participation of communities acting in the first phases of PDP's review.

For the collection of information regarding the process of Review of the Participative Master Plan of Porto Velho, a documentary research was carried out, aimed at capturing and analyzing the files provided by Sempog. In this article, the products generated during the review process are used, being Product 1 - Work Plan, and Product 2 - Preliminary Diagnosis, both with primordial information for the understanding of the popular participation in this process, besides the description of the methodology used by ETM and Ibam in the appeal to the community during the Mobilization Phase I and the Phase II of Integrated Thematic Analysis. The nature of the research is qualitative and for the foundation and basis of the analyzes the Theories of Communication are used, as well as the bibliographical references that corroborate studies on communication and mediation, being: Paulo Freire, Lucrecia D'Aléssio Ferrara, Jürgen Habermas, Kevin Lynch, to assist in the understanding of communication as mediation for citizen education and communicative action for the city transformation, through the information gathered in the community workshops used in data for the Participatory Master Plan.

2. POPULAR PARTICIPATION IN PHASES I AND II OF THE PDP REVIEW PROCESS

The main factor that makes possible the popular participation in the decision-making and political processes of the city is the sensitization exerted by the municipal management for this

purpose. On this aspect, social participation began, through ConCidade⁷ and its committees, in cooperation with the group of social actors, including public agencies, universities, economic sectors, social movements and others that, together with ETM, deal with the PDP review. Therefore, it is a set of actors and social representatives that has a position in the urban planning public policies and that is directly inserted in the revision of directives that influence in the city development. Each segment of reps and actors involved in this process brings different perspectives on the needs that the new PDP must encompass. This political positioning and the participation of society brings with it the process of education in the city, which in the face of the citizens' permanent formation has great influence, but is also influenced, due to the people's interaction and action on the environment in which they live. Education in the city is treated by Freire (2011)⁸, who defines it as a process in which the being is in permanent education and therefore must be essentially political, and the citizen does not have a neutral position. For Freire (2011, p. 11), "education is permanent in reason, on the one hand, of the human being's finitude, and on the other, of the awareness he has of his own finitude". Thus, the human being never ends educating himself, crossing the limits of the school formation, including the city as space for this formation. This conception of Paulo Freire defines the city as educator and at the same time pupil, where the physical space defined by the school is not the only source of formation, being all its inhabitants part of this formation and transformation of the city from their level of involvement, especially in processes that involve the democratization of urban planning.

The Phase I - Mobilization, was the first phase started with the PDP revision work, beginning in April 2018. During that period, the technical teams of IBAM and City Hall have met, with the formation of ETM (Municipal Technical Team). This phase included the collection of basic information that contributed to the knowledge of the different characteristics of the city, and according to the Product 1 - Work Plan released by Sempog' (2018, p 24), at this stage there was the "first Ibam technical visit to the city, in addition to the public launching of the Master Plan review process , workshops and initial meetings with ETM, the City Council and neighborhood representatives". Also in this stage of work, several events happened, such as: field visit, technical workshop, meetings with district association presidents, meetings with the Municipal Council of the City of Porto Velho with regional administrators and public organs, consolidation of activities and data collection to initiate community

⁷ ConCidade, Municipal Council of the City of Porto Velho, was created in 2009 through Law 365 - 02/12/2009, with the City Council being the most active PDP review process.

⁸ FREIRE, Paulo. *Política e Educação*. 5. ed. São Paulo: Cortez, 2001, p.10-15.

workshops in Phase II, in accordance with the guidelines of art. 2, item II⁹ and paragraph 4¹⁰ of art. 40 of the City Statute, dealing with democratic participation in urban planning, both in its preparation, implementation and monitoring, also ensuring the propagation and debates, workshops, hearings and free access to information about the Master Plan development process.

The second phase, called Integrated Thematic Analysis, brings a series of requirements that must be fulfilled for Product 2 - Preliminary Diagnosis to be elaborated. There are questions about the preparation of clear proposals for the next phase, about discussions with the communities on the most diverse subjects that involve the city planning and urban management, containing the activities that focused in this work. Activities at this stage included: visits, workshops and preparatory technical meetings and a round of community workshops in the districts and, finally, a round of public hearings to consolidate proposals. According to the Work Plan published by Sempog and Ibam (2018, page 29), the round of community workshops held in the districts had the purpose of "mobilizing society, informing the objectives of the importance of social participation, disseminating the phases of the PDP review process and capturing the social demands of representative populations and associations in the various districts". This mobilization takes place throughout Porto Velho, passing through all its districts, and reaches the provisions of art. 43¹¹ of the City Statute, which provides guarantees for a democratic management of the city and for popular participation to take place mechanisms such as debates, hearings, public consultations, conferences, involvement of the popular initiative are needed, bringing in proposals of plans, programs and urban development projects.

Porto Velho is composed by several districts, some of them accessed only by river, and its spatial configuration requires delimitation of regions to facilitate the logistics for the workshops' realization. The intention expressed by ETM and Ibam was to observe the territory as a whole, taking

⁹ II - Democratic management through the participation of the population and representative associations of the various segments of the community in the formulation, execution and monitoring of urban development plans, programs and projects.

¹⁰ Paragraph 4. In the process of drawing up the master plan and supervising its implementation, the municipal Legislative and Executive Branches shall guarantee:

I - the promotion of public hearings and debates with the participation of the population and representative associations of the various segments of the community;

II - the publicity regarding the documents and information produced;

III - the access of any interested party to the documents and information produced.

¹¹ Art. 43. To guarantee the democratic management of the city, the following instruments, among others, shall be used:

I - collegiate bodies of urban policy, at the national, state and municipal levels;

II - debates, hearings and public consultations;

III - conferences on subjects of urban interest, at the national, state and municipal levels;

IV - popular initiative of bill and plans, programs and projects of urban development;

V - (Vetoed).

into account its specificities, the relations between urban and rural environment, making a connection between these different localities, as is the case of the headquarters district, Porto Velho, among the other districts, where difficult access to the communication media can be a problem, making it difficult to understand and collect information and, consequently, to include those communities in the process of the Master Plan's review. It is important that distant communities get involved in this phase of the political process, since the lack of communication between the headquarters and other localities is common, and they are at the mercy of planning that ignores their specificities. Lefebvre (2001, p. 113) argues that urban planning "cannot but rely on the presence and action of the working class, the only one capable of putting an end to segregation directed essentially against it". This statement indicates that planning must take into account the needs of each community, which must be added or re-evaluated, since a standardized Master Plan will not bring urban development for all, unless there is social support in the creation and implementation of public policies.

The Master Plan review consists of a complex process, involving several municipal secretariats through the work of the Municipal Technical Team (ETM), the technical team of Ibam, together with ConCidade, representatives of social movements and professional entities¹², districts of Porto Velho¹³ and the neighborhoods of Porto Velho¹⁴ within the urban perimeter, besides occupation zones in the expansion areas, including the left bank of the Madeira River. In order to have a connection between the information exchanged by those different groups and the teams involved in the process, some mechanisms were adopted so that the dissemination of the workshops and hearings were effective and attracted the greatest number of interested parties, with the intent of favoring the people's

¹² Railway Workers (Ferroviários), kanindé, caripuna, raiz nativa; Pastoral da terra, jocom, Cultural and ethnic associations; Fishermen association, Association of district residents; Uemp, cnp, hip-hop, Popular collective; Mab, asprovel, feder, Neighborhood Association; Cau. Crea, Creci, Oab; Unions: Simerio, Senge, Sintero and Sindeprof.

¹³ Nova Califórnia, Extrema, Vista Alegre do Abunã, Fortaleza do Abunã, Abunã, Mutum Paraná, Jaci Paraná, o distrito sede de Porto Velho, São Carlos, Nazaré, Calama and Demarcação.

¹⁴ Z1: Olaria, Areal, Militar, Nacional, Liberdade, Km-1, Roque, São Cristóvão, Caiari, São João Bosco, N. Sra. Das Graças, Tupi, São Sebastião, Tucumanzal, Costa e Silva, Pedrinhas, Mato Grosso, Triângulo, Arigolândia, Panair, Centro, Baixa União, Mocambo, Santa Bárbara; Z2: Flodoaldo Pontes Pinto, Rio Madeira, Lagoa, Agenor de Carvalho, Embratel, Nova Porto Velho, Industrial; Z3: Floresta, Eletronorte, Cohab, Areia Branca, Novo Horizonte, Nova Floresta, Cidade do Lobo, Cidade Nova, Aeroclube, Conceição, Castanheira, Caladinho, Eldorado; Z4: Lagoinha, Juscelino Kubitschek, Cuniã, Planalto, Cascalheira, Igarapé, Aponiã, Tancredo Neves, Escola de Polícia, Três Marias, Tiradentes, Maringa, Pantanal, Esperança da Comunidade, Teixeira; Zt1: Setor Chacareiro and Occupation in the Expansion Area (Ocupação na Área de Expansão); Zt2: Ocupações na área de expansão e neighborhoods Socialista and Jardim Santana; Enterprises Cristal Calama and Orgulho do Madeira; Zt3: Ocupações na área de expansão and neighborhoods Nova Esperança, Military Area and Aeroporto; Zt4: Bairro Novo; Zt5: Ocupações na Área de expansão; Zt6: Left margin of Madeira River, Neighbourhood Tomé de S. and Lpality; Zt7: Ocupações em Área de expansão; Zt8: São Francisco, Mariana, Ulisses Guimarães, Marcos Freire, Ronaldo Aragão e Cidade Jardim; Vila Princesa (landfill).

integration with the urban planning theme. In the case of Porto Velho, one observes that there is a social and spatial complexity, when at the same time a large part of the urban population has easy access to information, while there is little access in rural areas, beyond the socioeconomic issue that can also become an obstacle. This obstacle in communication means that the lack of information distances the population from their rights, even if they are guaranteed, and it is often their concern that is considered as a conditioning factor for participation, placing in the citizens' hands the responsibility of being present or not. It is important that information is provided and the ways how it can be accessed are guaranteed to the population in a variety of ways, as they don't always have basic technologies such as internet or television. The process of reviewing the Master Plan has the obligation, provided in the City Statute, to inform about the participatory process and ensure that there is effective participation in all of its stages, especially in the hearings and consolidation conference of the Master Plan's final proposal.

Thus, taking into account these specificities and the need to make a participatory process, it was observed that the team responsible for the review process opted for the dissemination of its activities in various media through social networks such as Facebook, Instagram, sending emails to specific groups representative of social segments, on-site visits with the use of posters to convene the community, as well as direct call of social actors through ConCidade, mediated through communication in meetings, talks and debates. This communication strategy demonstrates to facilitate the participation of different social segments, since in meetings of Phase I - Mobilization, the technical workshops held in April 2018 consolidated the social participation through ConCidade and representatives of Associations of the Headquarters District. In the second phase, the use of communication through Facebook and Instagram was essential, since it was the phase of greater contact of technical teams with the population through community workshops and public hearings, requiring a general and far-reaching call. They were also used by the review process team, billboards, posters and folders, directed to reach the population not only by digital means.

The methodology used for the contact with the communities, according to the Preliminary Diagnosis published by Sempog (2018. p. 207), involved an agenda that dealt with topics such as "contextualization of the review of the Master Plan and enlightenment on its content", which updates and makes participants aware of the stages and logistics of the process, also "Recognition of the municipal territory" and "participants' views on Porto Velho today and tomorrow", from where the diverse demands, discussions and visions of the city community depart.

According to the Sempog and Ibam Work Plan (2018, p.29), "the results of those workshops will be systematized by ETM and will serve as a subsidy for the diagnosis and proposals in the Master

Plan review". This way of translating the residents' common thinking into concrete data to join in the new Master Plan goes through a path whose ideal transforms the meaning of a popular thought or claim into a legal document that will serve as a basis for regulating the public policy that involve urban planning.

The territorial division for the workshops and audiences has delimited as Lower Madeira the districts of São Carlos, Nazaré, Calama and Demarcação. The Middle Madeira comprises the districts of Rio Pardo, Jaci Paraná, Nova Mutum Paraná, União Bandeirantes and Abunã. On the other hand, the Upper Madeira covers the districts of Abunã, Vista Alegre do Abunã, Extrema and Nova Califórnia, as well as the headquarters district, Porto Velho. It is understood that this division was made in order to cover more broadly the number of participants and so that no district was left out of the discussion.

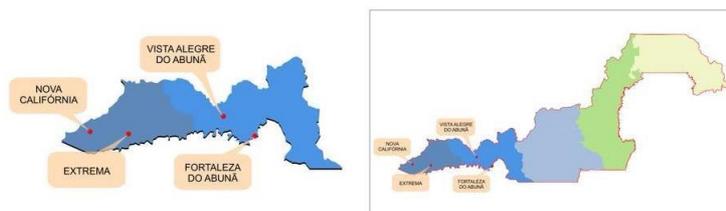
Figure 1 - Map of Porto Velho and workshops dates



Source: Facebook of the Participatory Master Plan of Porto Velho. Accessed in: November 09, 2018

According to Sempog and Ibam (2018, p. 207), residents of the Upper Madeira region pointed out that "water, garbage and drainage are issues that need to be addressed". Beyond that, there is a need for appropriate delimitation of streets, sidewalks, public spaces and provision of basic public services. These claims are accompanied by expectations and suggestions, such as the need for "a medium/long-term reliable development plan, which may meet expectations for immediate improvement". Thereby, it is foreseen that the issues raised by the population involve basic services that should be guaranteed by law to all residents, whether in urban or rural areas.

Figure 2 - Map of Upper Madeira River and workshops dates

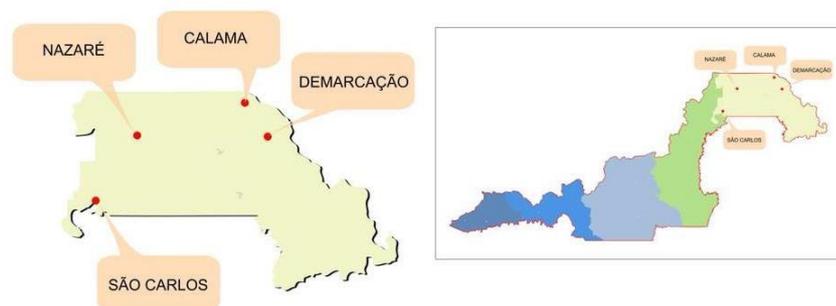


- 06/06/2018 - Distrito de Nova Califórnia
- 07/06/2018 - Distrito de Extrema
- 07/06/2018 - Distrito de Vista Alegre do Abunã
- 08/06/2018 - Distrito de Fortaleza do Abunã

Source: Facebook of the Participatory Master Plan of Porto Velho. Accessed in: November 09, 2018

The workshops located in the Lower Madeira, according to Sempog and Ibam (2018, p. 208), demonstrated that there is a lack of "land access routes, telephone communication, police patrol and drug prevention policy". There is also a need to improve basic services such as health, education, garbage collection and lighting, and demand for more support to agro-industrial production.

Figure 3 - Low Madeira river Map and workshop dates



- 06/06/2018 - Distrito de Demarcação
- 07/06/2018 - Distrito de Calama
- 08/06/2018 - Distrito de Nazaré
- 09/06/2018 - Distrito de São Carlos

Source: Facebook of the Participatory Master Plan of Porto Velho. Access in: November 09, 2018

In the Middle Madeira, the Team mentions in Product 2 - Preliminary Diagnosis of Sempog and Ibam (2018, p. 208), that residents stated that the reach of banking and mobile services are flawed, and would be welcome. In addition, there is a claim for basic services and equipment for general health, dental service, ambulances, street lighting, road maintenance, vocational education, more

support for agricultural production, among others, which through a "feasible local/regional plan could reduce the historic discontent with the headquarters district". Thereby, such claims demonstrate that the city, the way it was executed, is not in accordance with the planning that should guarantee the access to minimum equipment which are essential social rights for a basic life quality in the city.

Figure 4 - Map of the Middle Madeira and workshops dates



Source: Facebook of the Participatory Master Plan of Porto Velho. Access in: November 09, 2018

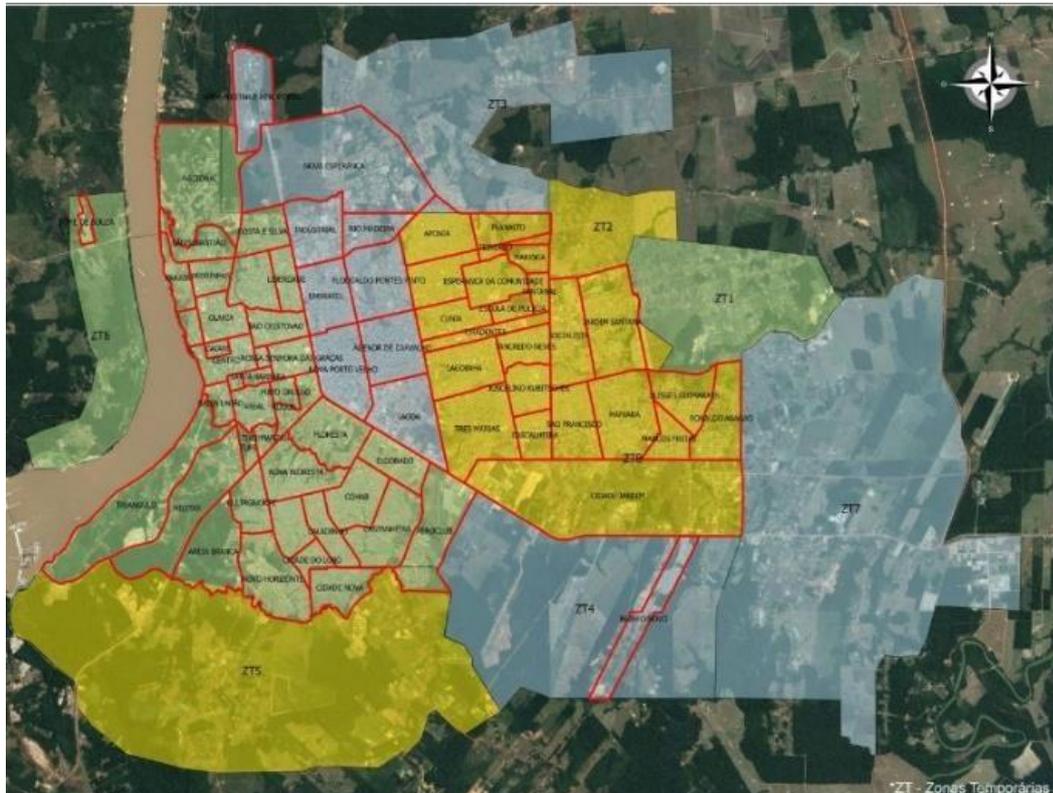
In the headquarters district, community reading workshops held between June 12 and 23, 2018 were organized by sectors containing neighborhood groupings within the limits of the current urban perimeter, but occupations were also convened in areas of urban expansion beyond the urban perimeter, the region of the left bank of the Madeira River, Vila Princesa, Bairro Novo, among others. In the case of the headquarters district, it is important to go beyond the urban perimeter, since the predominant discussion is the containment of the urban dispersion that has caused several problems of segregation. According to Sempog and Ibam (2018, p. 136 and 137), in its Preliminary Diagnosis of the Master Plan's review, the comments referring to land use and guidelines, defined by art. 6¹⁵ of

¹⁵ Art. 6 The following guidelines of land use and occupation are established:

I - review existing land use legislation to contain the excessive dispersion of the urban network;
II - to increase the urban density with a view to the best use of the already established infrastructure, maintaining the cultural patterns of occupation characteristic of the Amazon region;

Porto Velho Master Plan (Complementary Law 311 of June 30, 2008), affirm that there must be a containment of the most effective urban dispersion, since the 2008 Master Plan has as its guideline this containment, but it is not what the technical visits in the neighborhoods verified.

Figure 5 - Headquarters District - Division of community neighborhoods



Source: Sempog, 2019

Due to the number of occupations in expansion areas, the teams affirm that "it will be essential to promote more in-depth reflection on the delimitation of the urban perimeter, and preferably within it, what will be considered an area of urban expansion", reaffirming the conscious use of the urban

III - to use the binomial "land use and transportation" as a factor that induces the structuring and orderly occupation of the urban network;

IV - to stimulate the occupation of urban voids using the legal instruments provided by the Statute of Cities;

V – to stimulate the occupation of urban voids using the legal instruments provided by the Statute of Cities;

VI – to stimulate the consolidation of neighborhood centers, to serve the residents of their area so that they can meet their daily needs without having to go to the city center.

§1º For the purpose of this Complementary Law, urban infrastructure is understood as the urban equipment for the drainage of rainwater, public lighting, sanitary sewage networks and the supply of potable water, public and domiciliary electric power and roadways, paved or unpaved.

§ 2º Urban equipment is considered as public equipment in the terms defined by Federal Law no. 6,766 of December 19, 1979.

land, so that there is a discussion about a sustainable thinking on urban development, with plans to occupy the existing urban voids within the current urban perimeter of Porto Velho.

In addition to this theme concerning the use and occupation of urban land, the discussions propose a greater specification in the guidelines for the next Master Plan, which "must contain guidelines that explain the specific issues of Porto Velho", taking into account the fact that the Master Plan of 2008 does not explain policies involving the territory of districts beyond the headquarters district, noting all the chapters and sections of the PD that deal with the municipal policy of development, urban expansion, land use and occupation, urban mobility, environmental policy, urban circulation, road and waterway systems, preservation of historical and cultural heritage, right of pre-emption, right to build, areas of social interest, land regularization, subdivision, use and occupation of urban land and the system for planning and collecting information on the city.

These are fundamental issues that must be reviewed and analyzed during the 10 years of the PD, taking into account the constant collection of information and the inclusion of the population in those assessments aiming to modify what does not encompass the territory and its various characteristics. In addition, that information must be available to the population and in this process it has been widely demonstrated in community workshops to a better understanding of the Master Plan and how it can affect the citizens' daily life, as well as the importance of their involvement in urban planning and municipal development policy guidelines.

All the community workshops had the same purpose, that is, to get in direct contact with the population in order to establish a discussion about what the city actually is versus the city they wish for the future. That discussion generated data to compose the Preliminary Diagnosis, which in turn will compose the guidelines and proposals for the revised Municipal Master Plan. Such information serves as a basis for understanding the real situation of urban planning and development, facilitating the comparison with the 2008 Master Plan, whose guidelines were actually implemented over 10 years.

2.1. COMMUNICATION AS MEDIATION IN THE PDP REVIEW PROCESS

The PDP review process brings in all of its phases the fundamental characteristic of communication used as a way to promote popular participation, in which the presence of these social actors' speech is essential, however informal they may be. One of the forms used to maintain this communication was manifested in the Community Workshops, whose main agenda was to describe

which city each one wants for the future. This form of participation, according to Lynch (1992, p. 130), "is also useful to train the observer, teaching him to look at his city, to observe its multiple forms and how they blend together". It is this way of looking at the city that is analyzed and translated in a way that is set as a guideline in the new Master Plan.

It is a method that aggregates memory, knowledge, and individual manifestation of how each participant sees the city in a citizen's claim of how they would like it to be, and according to Habermas (2006, p. 165) individual actions accentuate the theme and determine the lack of current mutual understanding that needs to be met through interpretation work", confirming the need for a process of interpretation of individual desires to build a consensus in what generates an expectation of the participants about the city they want for the future, and in a consensus with the collective.

This interpretation process of the way of seeing the city also brings with it everyday life and culture, actions that make up the community's consensus, since according to the claims described in the community workshops, all suffer from the scarcity of public basic services equipment. Both communication and culture go together in this discussion, because the community, in expressing itself, brings with it the daily life experience in the city. Ferrara (2002, p.33) states that "if mediation is an indispensable element of communication and, with it, constitutes an indissoluble pair, culture and communication define another tensioned pair, and both structure the complex picture of contemporary knowledge".

Mediation in the case of the PDP review process brings together several technicians, secretariats, municipal councils and social actors, creating space for communication and debate on urban planning between society and public power. From the organization of phases in the review process, it is possible to understand that spaces of speech, of claiming, spaces for proposal deliberation have been delimited. It is the mediation that is configured in the communicative space, which for Habermas (1997, p. 29), is "a place of communicative acts within social interaction, indicated by the mediations it signifies". It is this place focused on the communicative action that is elaborated in the PDP review phases, since there is a diversity in the types of actors involved who need an equal space of speech.

Communicative action can be understood as a circular process in which the actor is both things simultaneously: he is the initiator, who dominates situations through imputable actions; at the same time, he is also the product of traditions in which he finds himself, of the solidarity groups to which he belongs and of the processes of socialization in which he is created. (HABERMAS, 2003, p.166)

The residents' participation in workshops and meetings brings to the fore citizen awareness, which, when faced with diverse discussions about the city, its planning, what it means and what it

wants to be done or improved in the Master Plan, also produces a review of the urban planning policy reality from the community's point of view. For Freire (1983, p. 52), the "deepening of awareness (...) is not, and could never be, an intellectualist or individualistic effort". Such an effort, as seen in the case of community workshops, occurs through thinking, argumentation in a collective space, where everyone's speech matters and goes beyond understanding what the Master Plan is and what is its use.

Consciousness, as a man-made operation, results, as we have seen, from its confrontation with the world, with concrete reality, which becomes present as an objectification. All objectification implies a perception that, in turn, is conditioned by the ingredients of reality itself. (Freire, 1983, p. 52)

It is the insertion of the discussion focused on reality during the community workshops, stimulating the debate on the way of seeing the city, which brings consciousness to the subject, reformulates his sense of belonging and consequently the interest in public policy. Zuin (2011, p. 7) states that the social needs of communities (places) become strategic motives for generating methods capable of introducing the subject into reality, but with the ability to identify and overcome them. It is the needs that must be identified, with the aim of overcoming the proposals, just as pointed out in the claims described in Product 2 - Preliminary Diagnosis issued by Sempog and Ibam.

The calling, participation, communication, discussion and awareness of the community are stages that occur in the participatory process and that demonstrate a pedagogical political character, since it is the popular discourse used as one of the products for updating urban planning policy guidelines, using informal dialogue as the source for a participatory policy.

Communication is the basis for the relationship of participation and exchange of information that will be valid for this process, and in this case, communication takes place through debates, round tables, workshops and audiences where there is space of speech, questions and answers. Bordenave (1994, p. 69) states that information and communication are essential, since "a democratic government open to participation is one that correctly informs, listens carefully and actively consults the population". Thus, it is fundamental that the exchange of information occurs both on the part of the public power and of the community that participates actively.

According to Bordenave (1994, p. 13), participation is a human need, facilitating people's critical awareness, its claiming and power, also affirming that "when the population participates in the supervision of public services, these tend to improve in quality and opportunity".

Therefore, political participation warrants an improvement in the opportunity for people's control of political issues and decisions that directly affect its life quality, improving and making more

specific the claims, taking into account divergent opinions and not only what most of them impose. Bordenave (1194) points out that participation has also an "educational function of the greatest importance, which consists in preparing the people to assume the government as something proper to their sovereignty, as it is written in the Constitution". So one can state that the communicative and mediative processes in the review process of the Porto Velho Master Plan that lead to greater community participation have an educational function that brings to the fore the political and citizen awareness to guarantee their civil, political and social rights.

Political awareness, according to Freire (1983, p. 36), is a process of problematization through dialogue where new knowledge is not imposed, nor does it fail to consider the prior knowledge of learners or, in this case, the population that communicates with public management.

Dialogue and problematization do not numb anyone. It makes them aware. In dialogicity, in problematization, educator-apprentice and apprentice-educator both are developing a critical posture from which results the perception that this set of knowledge is in interaction. To know that it reflects the world and men, in the world and with it, explaining the world, but above all, having to justify itself in its transformation. (FREIRE, 1983, 36)

With this, it can be applied in the context of the review process of the Porto Velho Master Plan what Paulo Freire stated about the role of the educator-apprentice, being attributed to the municipal technicians who bring to the fore discussions about planning and development to the community that presents itself as an apprentice-educator and which has prior knowledge, interacting with each other based on guidelines that critically discuss their basic needs, either structural, cultural, economic or social, inserting them in the documents that are presented as diagnoses of the realities for all of Porto Velho districts.

3 URBAN PLANNING IN VIEW OF THE EDUCATING CITY AS A PLACE OF FUNDAMENTAL GUARANTEES

The Educating City model here is linked to Law 10.257/2001 - the City Statute. Thus, the discussion about the legal concept is related to reciprocal issues of Public Education Policy, fundamental rights and the administrative exercise provided by the 1988 Federal Constitution. The idea is extended to see the city as a social space of the Citizen Education and Planetary Citizenship, because, although we deal with the Law structure, there is no way of not registering Education in the legal context, especially when it is approached as improving the life quality of citizens and their fundamental rights, with the requirements of educational, legal and urban nature. Therefore, while reuniting and harmonizing the lived world with the systemic world, the city becomes the place for

citizens to fully experience their rights, because education transcends the classroom and extends throughout the city.

That is why the Educating City idea comes to the fore, a movement that wants to contribute to the creation of a new public management architecture. The objective of the Educating City is the best life quality in the city, and for life quality to make sense it is necessary to strengthen its educational spaces, to democratize municipal power and to push local development, based on ethical, aesthetic, communicational, sociological and philosophical relations between the State and civil society.

Educating City is a set of international and national cities that articulated forming a network around the principles of Citizen Education and Planetary Citizenship. What does that mean? It means that this city model focuses on the values of pedagogical, legal, urban, philosophical and communicative values, that is, the city articulated and consolidated for its public actions.

The architecture of this city is aimed to a logistics of favoring the accomplishment of activities that value the conditions for the acquisition of new knowledge, including technological. The implantation of Educating City also aims to create spaces that enable the "communication community", as well as the intention to implement urban programs, in a deliberative policy for local sustainable development, from a social, political and economic point of view. In this sense, while it is presented as a proponent of shared social projects with its citizens, such as the Master Plan discussion, the city is positioned as an administrative power, but focused on the practice of democratic education.

The proposal presented in this paper, starting with the Porto Velho Master Plan updating, is related to the principles contained in the Charter of Educating Cities, as in Brazilian infra-constitutional documents. In this model, the city is seen as a place for participation of the inhabitants in search of a fairer city, and therefore, an immanent interdiscursivization in the instruments of public management, essential to the real needs of contemporary society.

According to the International Association of Educating Cities (AICE) – Educating City is an organization whose members are cities engaged in projects to improve the lives of its citizens. The AICE objectives are:

- To promote compliance with the principles of the Charter of Educating Cities;
- To promote concrete collaborations and actions between cities;
- To participate and cooperate actively in projects and exchanges of experiences with groups and institutions with common interests;
- To deepen the discourse of Educating Cities and promote their concretization;
- To influence the decision-making process of governments and international institutions on issues of interest to the Educating Cities;
- To dialogue and collaborate with different national and international organizations.

According to Machado (2003), despite the diversity of expressions the educating city may present, the centrality in the municipality emerges in the organization, promotion and offer of social, cultural and educational programs and services, or in the support to different initiatives of civil society in those areas, with the aim of establishing a local policy that will implement a global educational project for the city and for the achievement of its rights.

In this wake, cities are assigned specific responsibilities and commitments with the aim of enhancing educational achievement. Thus, the city begins to assume different forms with a range of contextualized roles and in relation to its inhabitants, the territory and the policies it sustains. The educational project of this city model is based on programs and services endowed with senses in the light of the principles of the educating city movement, in favor of urban development policy and social rights: education, health, food, work and habitation, recreation, security, etc.

According to the Charter of Educating Cities, it is an educator who assumes the function of educating with the same intentionality that assumes its traditional functions.

The city will be an educator when it recognizes, exercises and develops, besides its traditional functions (economic, social, political and service provision), an educative function, when it assumes the intentionality and responsibility whose objective is the formation, promotion and development of all of its inhabitants, beginning with children and young people. (MACHADO, 2003, p. 2)

This city conception is not limited to experiencing the pedagogical resources only in schools, as it has been said, but it extends as an educational agent, just as the school environment has generic responsibilities for its space and its citizens, whose objectives are to satisfy all the wishes, such as: equality and freedom, the means of formation, leisure, personal development, political citizenship and potentiation of the urban planning roles that are required of it, that is, the ones included in art. 6 of CF/88.

According to Villar (2001, p. 15), the Educating City is a relational city, that is, "the result that seeks to take advantage of its aesthetic, environmental and coexistence possibilities as a natural environment of encounter, communication and creation, through the various actors' contributions".

Underlying this "relational" conception is the philosophy of the Educating City, which we define as the theoretical frame of reference for starting an action oriented towards understanding the territory as an educational space. According to Trilla Bernet (1990, p. 5), "the educating city conceives the environment as the agent and content of education; it assumes the complexity of the training process; seeks integrated proposals"; it affirms the open, dynamic and evolutionary nature of the same territorial space and welcomes - or at least does not - all dimensions of the integral education and permanent education concepts.

According to Paulo Freire (2003, p. 43), it is a city endowed with qualities. "It is the city for education and education for the city". In that way, committed and dialogic education in the context of Educating City. For its realization of the socio-environmental function we take from Freire three thematic developments of great importance: *i) Education for Quality; ii) Quality of Education and iii) Education and Life Quality*. There are no "qualities" that can be regarded as absolutely exempt, to the extent that values are viewed from different angles, depending on class or group interests. In this context, education turns to the whole community, bringing it back and integrating it into the space, didactic-pedagogical structure and city management.

Another objective of the Educating City conception that we seek to relate to the context of the Porto Velho Master Plan is to give the population the right to access public policies, at the same time it would enable a "space of intertwining of training activities implied in the exchange of knowledge referring to the world of work and culture" (FREIRE, GADOTTI, 2003, p.44). Thus, community action is integrated with the actions of the public power, as stated in the legal guidelines of the 1988 Federal Constitution, more specifically the Federal Law No. 10.257/2001 - the City Statute. From this perspective, it is said that all cities are a source of education. According to the Educating Cities document¹⁶, the city educates not only through its traditional educational institutions, its cultural proposals, but also through its urban planning, its environmental policies, its means of communication, its productive fabric, its companies, etc.

Within this scope, the participative democratic management conferred in the debates, audiences for the updating of the Master Plan is "one that is promoted together", because it has in its core the field of the communicative sphere. With this process, the field of participative democratic management starts to contemplate the daily life of people and social groups, as well as the use of information tools in educational processes in the community or in the city.

Thus, the Educating City ideal is in accordance with the law contained in article 43, Chapter IV - of the Democratic City Management - Statute of Cities, because as it appears in this chapter must break with the exercise administrative orientation cities from only by the Government. Thus, based on managerial, urban, educational and legal grounds, the city through public management will use resources for social and environmental control, as mentioned in Article 43, such as collective actions aimed protection in defense of the artificial environment ecologically balanced, that can be managed by the population.

¹⁶ More information: Best Cities for a better world. AICE. INTERNATIONAL ASSOCIATION OF EDUCATIONAL CITIES. C/Avinyó 15, 2a tel. +34 93 342 77 20 08002 Barcelona, Spain fax +34 93 342 77 29 e-mail: edcities@mail.bcn.es <http://www.edcities.org>.

4 RESULTS

Based on the studies carried out, it is understood that in addition to the issue involving community meetings and workshops, the communication process that occurs within this Master Plan review is something to be considered, it is also a way of educating citizens and creating connections between them and the public power, making their needs heard and having a more effective participation in the decisions, that before this process it had a certain tendency to generalize the urban planning questions, even with all the geographic, socioeconomic and cultural specificities.

The review that occurs every 10 years should not be seen as an obligation independent of the opinion of all those who live daily with the structural difficulties in basic services, often even lacking them. Thus, the logistics of the review process presented by the municipal administration aim to enable everyone's speech to be heard, to avoid that the proposed guidelines are generalized and ignoring the specific issues of each district, as well as the analysis of what was executed or not during the past 10 years.

It is also important to consider the other side of the process, those who for some reason did not make themselves present and who had this right as citizens. When analyzing the documents provided by the city of Porto Velho, it was observed that the groups that did not participate in these two phases of Mobilization and Integrated Thematic Analysis were not mentioned. The important issue in this case is the representativeness of the claims to a general consensus of the population, which are not always best captured in the formulation of public policy guidelines, especially on urban planning.

However, in the case of the PDP Review process, meetings with trade unions, professional segments and neighborhood representatives, community workshops and public hearings in phase II of the integrated thematic analysis, the communication made through calling the communities for meetings, thematic and community workshops and public hearings, was present through discussions on themes dealt by the Master Plan, mainly observing the issue of each district as independent, not just an annex of the Headquarters District, creating a connection between the other districts and a conscious dialogue between the population and the public managers, thus raising all the specific issues, but classifying them according to general priorities.

An analysis of the reasons behind the interest -- or lack of it -- in urban development policy issues is needed. The main task of the teams involved is to capture the maximum possible interest of the citizens who were willing to know the Master Plan, to know its function and the possibilities that it allows from its guidelines.

The power of participation creates a greater interest in the population that can still have a voice in the decisions of this process, either in the next workshops and debates, or in the final hearings, favoring a growing popular action within political decisions. However, what has the deepest mark in this process is the awareness that is being created little by little, favoring critical citizen education, with capacity to transform the city not only in moments where the population is called to claim their rights, but a political position that is reflected daily.

It is clear that the position taken in this work is the possibility of judging the democratic management of the city aiming at, among the actions, the effective participation of the population in the political, economic and administrative decisions in their geographic space. Following this line, Fiorillo asserts that the artificial environment is highlighted as a result of what Article 54 of Law 10,257/2001 informs, because here the City Statute applies not only the norms described in Law 7.347/1985, but also the devices foreseen in the material and instrumental sphere of Law 8.078/1990, specifically mentioning the author in Articles 81 to 90.

The realization of the right to the city depends on the observance of the full principle of the jurisdiction and its social functions, which in turn can also be carried out together with the population that recognizes its history and that resides in it. It is in this way that the development of democracy in face of the effects of production and the re-signifying of spaces depends on historicity, culture, economic factors and facts, etc., which can also be exalted in Urban Law, City Law and the Right to the City to the effective reach of the fundamental guarantees, or even of the Social Rights - art. 6º CF/88. Because urban development depends on the legal framework that confers its orderly dynamics, but must be thought of and correlated with the fulfillment of the social functions of the city and the participation of citizens in the urban public sphere.

According to Rogério Gesta Leal (2011, pp. 22-23), the "City Statute, as a normative reference to the urban space ordering, also presents itself as a political vector that informs the objectives and purposes of the city itself", already determined in constitutional terms.

For Bonizzato (2005, p.118), "in a first constitutional examination, it seems clear the intention of the legislator to bring States, Federal District and Union together with the competence to legislate on Urban Law". This is clear from art. 24, item I of CF/88. However, it is also necessary to identify that the aforementioned article does not exempt the municipality from publishing norms that concern the pertinent matter, as foreseen in art. 30, item II, of the Magna Carta.

Through the 1988 Federal Constitution and the City Statute, which did not break away from Social Rights and its principles and rules, the Educating Cities, although they belong to the public political sphere, have in themselves principles of deep intimacy with what is sought by modern society,

because in their social function and the supremacy of the public interest that emerge from them, as well as the forms of urban intervention that maintain different approaches to participatory democratic management, while discursive procedures to acquire validity in space and/or territory must, can and do relegate to the field of the "lived world" of its citizens and its cultural, social and economic subsystems.

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Trabalho enviado em 27 de setembro de 2019

Aceito em 17 de setembro de 2020