

Experiential Programs for Educators:

A Case Study on Coastal Policy Communication in Cebu, Philippines

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Abstract

Optimizing citizen engagement for coastal policy implementation is an ongoing, ubiquitous challenge for local governments. This case study describes a recent project in which project facilitators piloted an experiential learning program for educators as a coastal policy communication tool in the Municipality of Santander, Philippines. The process of program design and implementation allowed over thirty educators to collaborate with local policy makers and fish wardens while learning about salient coastal policy issues in their community. Project outcomes suggest that experiential learning programs for educators could drastically improve the policy communication efforts of local-level governments, leading to an increased awareness of, engagement in, and support for community-based coastal resource management among citizens.

Keywords: experiential, coastal, policy, communication, collaboration

Introduction

Approaches to natural resource management have increasingly acknowledged the need to bridge communication gaps between policy makers and citizens. The term “politics” has been famously defined as “who gets what, when, and how” (Lasswell, 1936), and so it makes sense that, in nations like the Philippines whose governments purportedly espouse democratic ideals, the policies that govern the allocation and management of natural resources should be clearly communicated to any citizens who are affected by such policies. This kind of political transparency and accountability regarding environmental issues is likely to stimulate greater levels of trust between the general public and those in government. In addition, as policy makers communicate more effectively with those they serve, levels of citizen participation in and support for environmental policies and management practices may increase significantly.

Given these benefits of optimizing communication between governments and citizens, our goal is to describe a policy communication tool recently piloted as part of a collaborative conservation project in the coastal community of Santander on Cebu Island, Philippines. The communication tool involves providing experiential learning opportunities for teachers and engaging them with local governments and fish wardens about community coastal issues and policies. Our recommendations are based on the idea that educators are invaluable assets for communities and should be more intentionally involved in bridging the gap between local governments and resource users (Phillips and Pittman, 2009). An experiential learning program has the potential to increase educators’ understanding of environmental issues, to foment their support for environmental policies, and to enhance their ability to engage students in conversations

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about community-based natural resource management projects. Opening opportunities for citizens to participate in addressing local environmental issues is a primary goal of increasing communication between local governments and educators through experiential learning activities.

We present a framework for bridging local governments and citizens through experiential learning programs (Figure 1). This framework emerged from our case study as we applied experiential marine learning programs with citizens or local stakeholders such as educators, fish wardens, local government representatives, and students in Santander. The experiential learning program involved participatory processes for local governments and citizens to engage in and collaboratively discuss coastal issues and policies influencing local livelihoods and coastal resources crucial for the community's well being. Potential outcomes of applying experiential learning programs with local governments and citizens involve transparency of policies, engagement of citizens, awareness of local issues, and mobilization of educators and communities for addressing policy communication on local environmental issues. These outcomes and participatory processes will be addressed as we provide a more in-depth description of our case study.

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Figure 1. *Applying experiential programs for educators as a policy communication tool.*

Background

In the Philippines and around the world, recognizing the importance of transparent governments, informed citizens, and participatory processes in environmental governance is nothing new. Many tools have been proposed and adopted to support local governments' efforts to communicate more openly and effectively with their constituents. Public forums, community or environmental education programs, NGO-led social campaigns, and even experiential or collaborative learning opportunities have all been incorporated into environmental governance projects with varying degrees of success. Current coastal management practices in the Philippines require that local governments utilize participatory approaches in creating marine sanctuaries by educating and consulting with the public as often as possible throughout the planning process (Pietri, 2009; Balgos, 2005).



Figure 2. *Map of the Municipality of Santander in Cebu, Philippines.*

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Philippine government operates at the national, provincial, municipal, and *barangay* (village) levels. The Municipality of Santander can be found on the southernmost tip of Cebu Island and has a population of approximately 17,000 (Municipality of Santander, 2011; Figure 2). Santander consists of 10 barangays – six of them coastal, and four of them inland/mountainous – with an estimated 70% of the population living in coastal barangays. According to Santander's 2010-2014 Integrated Coastal Resource Management Plan (ICRMP), over 50% of the population is employed in agricultural or fishery-related work, demonstrating the importance of Santander's coastal resources for citizen subsistence and livelihoods. Coastal tourism is also a large driver of the economy, with most of the 11 lodges having dive shops catering to a predominantly Japanese clientele.

In 1998, the Philippines passed the Fisheries Act (RA 8550), delegating responsibility for municipal governments to convert a minimum of 15% of their delineated municipal waters to marine protected areas (MPAs). RA 8550 is intended to address unsustainable fisheries and livelihoods through community-based management efforts, including awareness and education campaigns for coastal management. In fact, Section 118 of RA 8550 states that the Department of Education, Culture, and Sports – in partnership with the Department of Agriculture and with the Commission on Higher Education – will promote a nationwide education campaign fostering the conservation, management, and sustainable use of the environment (Republic Act No. 8550, 1998). This legal mandate for environmental education encourages local-governments and non-governmental organizations (NGOs) to develop partnerships in managing the sustainable use of MPAs and municipal waters.

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In response to RA 8550, through the oversight and support of a Cebu-based NGO known as Coastal Conservation and Education Foundation (CCEF), Santander partnered with a cluster of six neighboring municipalities to collectively create and monitor MPAs along their coastlines. An experiential learning program known as *Lakbay Aral* (i.e., travel learning) was established to build the capacity of local government representatives for creating coastal policies and management plans. Currently, the Santander local government has created one MPA protecting 5% of its coastal waters and has mobilized a team of 10 fish wardens responsible for collecting SCUBA/snorkeling users' fees and apprehending illegal fishing operators.

Rationale

One aspect of RA 8550 salient to this case-study is the legal mandate for local governments to communicate with citizens through Information, Education, and Communication (IEC) campaigns. Although there is no specific outline for how these campaigns should be conducted, the process involves some communication between municipal and barangay-level government through public forums. With low turnouts at the public forums, and with many citizens left unaware of the coastal policies being implemented, the effectiveness of IEC campaigns to inform and engage communities about coastal policies is difficult to ascertain.

To foment the level of communication between governments and citizens beyond what these traditional environmental communication tools have allowed, we suggest that exposing teachers to environmental policies through experiential learning opportunities may have benefits for community-based coastal management efforts. Emphasizing information diffusion to citizens through formal and informal community

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education programs is important for achieving MPA success (Pietri et al., 2009). As such, it seems that expanding Santander's current IEC to provide experiential learning opportunities not only for local governments, but also for educators and fish wardens, would be an effective way to communicate with and engage citizens on coastal policies and issues influencing their community.

The potential for such a program to positively impact learning, citizen engagement, and coastal policy communication would depend on the nature of program activities. If "learning is the process whereby knowledge is created through the transformation of experience" (Kolb, 1984, p. 38), then we propose that activities should incorporate site-based experiences allowing teachers to better grasp specific issues that policy makers and coastal law enforcers want to communicate. Such experiences would be invaluable for helping teachers understand and communicate coastal resource management approaches, potentially leading to improved classroom instruction and student learning (Marlow & McClain, 2011).

Program activities should not only be experiential, but should promote collaboration among policy makers, educators, and fish wardens. Numerous learning and cognitive development models have suggested that knowledge is created primarily through people's interactions with other people and with the physical environment in which they are immersed. Piaget and Vygotsky, among other developmental psychologists, have emphasized the importance of social interactions for constructing knowledge (Palincsar, 1998). Within the context of natural resource management communication, it has been suggested that collaborative learning among differing stakeholders can be valuable for supporting conservation and community development

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efforts (Daniels & Walker, 2001). Giving teachers the opportunity to learn with and from local governments and fish wardens through hands-on, site-based and relationship-building activities may enable educators to engage students far more effectively than if the teachers were simply given a politician-drafted list of topics required to share with students.

Of course, it would be utterly quixotic to claim that an experiential learning program for educators would necessarily enable them to effectively communicate environmental policies to their students, and that these students would necessarily feel empowered to support initiatives related to coastal governance as a result of the instruction they received. Clearly, countless factors would influence how well an experiential learning program might generate such positive outcomes. However, given the potential for experiential activities to benefit classroom instruction and student learning, expanding the Lakbay Aral program to include educators may hold tremendous promise for local governments and fish wardens expected to achieve greater levels of transparency, accountability, and trust among the citizens they serve.

Case Study

Lakbay Aral for Educators, Fish Wardens, and Local Governments

The project conducted in June-July of 2012 provides context for how an experiential learning program for educators might optimize coastal management and policy communication through increased citizen engagement. With funding from the Center for Collaborative Conservation (CCC) of Colorado State University, and through the support of CCEF, the project pursued a participatory approach in bringing together local government representatives, fish wardens, and elementary school teachers for the

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purpose of designing, implementing, and evaluating such an experiential learning program.

Entry into the community, an important relationship-building stage for participatory processes (Bopp and Bopp, 2006), began with informal meetings among members of the municipal local government, fish warden, and educators. Among Santander's local government, two individuals— the Municipal Planning and Development Coordinator and the Municipal Agricultural Technician – were most interested in collaborating with educators and fish wardens in expanding IEC efforts to include teachers in Lakbay Aral programs. Early on, these local government representatives recognized a need for the program to focus on their 2010-2014 ICRM plan, since no IEC campaign had yet been conducted to communicate plan details with citizens, particularly local teachers. In a final meeting discussion on Lakbay Aral outcomes, several members of Santander's legislative body, Office of the Mayor, Tourism Development Office, and Municipal Agricultural Office actively discussed positive outcomes and challenges for implementing Lakbay Aral with educators. This participation from various local government representatives highlighted citizen and political interests for increasing communication about coastal management within Santander.

Comprising the fish warden group was a team of 10 individuals who serve the Santander community by protecting the municipality's MPA and enforcing coastal law on a voluntary basis (i.e., without pay). These men were not only fish wardens, but fathers, fishers, farmers, boat operators, motorcycle drivers, etc. who contribute to the Santander community in numerous ways. In other words, being a fish warden was not

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their primary livelihood. In 2010, the local government began allocating dive tourism revenues to support their coastal law enforcement efforts, paying fish wardens an honorarium of approximately 50 USD per month.

Early meetings with fish wardens revealed their commitment to honorably protect Santander's municipal waters (e.g., by not taking bribes from commercial fishing operators) and to collaborate with educators for engaging youth in coastal governance. Under the leadership of their dynamic captain de facto, several men from the fish warden team became a driving force supporting the expansion of the Lakbay Aral program to include educators. It was clear that these fish wardens recognized the value of mobilizing teachers for helping policy makers communicate Santander's 2010-2014 ICRMP with citizens.

For the educator group, the principals of Santander's ten elementary schools, along with one to five teachers from each school, also expressed an interest in expanding the Lakbay Aral program. Through an initial, informal meeting with the principals, followed by a more formal gathering attended by nearly all of Santander's fish wardens and elementary school teachers, the dates and activities for two experiential learning field trips were collaboratively selected and planned. It was decided that the trips would be voluntary and would incorporate collaborative workshops to help teachers and fish wardens brainstorm ideas for expanding the Lakbay Aral program. Fish wardens would serve as "guides" to highlight coastal law enforcement and management practices, as well as Santander's marvelous coastal environments. As a result, over 30 elementary school teachers and principals, 10 fish wardens, and 2 policy makers participated in the Lakbay Aral trips. These two excursions were full-day

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events, free for all participants, and included such activities as responsible snorkeling practice sessions for protecting reefs, a patrol boat ride with the fish wardens through Santander's MPA, a visit to a mangrove-planting site, a glass-bottom boat excursion, and snorkeling in an MPA. Lunch was provided on both trips, and presentations were conducted in which educators were exposed – many of them for the first time – to such topics as:

- 1) the mission of Santander's ICRMP
- 2) national laws and municipal ordinances on coastal resources
- 3) the proposed location for Santander's second MPA
- 4) the lure of Santander's marine ecosystems for tourists generating a yearly revenue of 30-40,000 USD for coastal management initiatives
- 5) fish warden roles in sustaining Santander's coastal resources for future generations
- 6) pros/cons of marine sanctuaries regarding food security and livelihoods issues for local peoples

Providing educators with these opportunities to learn and perhaps partner more purposefully with local government and fish wardens “was just a beginning”, as several participants stated over the course of the project. One teacher was extremely disappointed to find that the 2010-2014 ICRMP had still not been implemented, but he gratefully acknowledged that Lakbay Aral trips were the first time local government had ever communicated or collaborated with teachers in this fashion to engage citizens for optimizing coastal policy implementation.

Participatory Evaluations

During the evaluation sessions held after each trip, participants identified benefits of the expanded Lakbay Aral program. These included making teachers more aware of illegal destructive fishing, building relationships with local government, increasing pride in Santander's rich marine resources, and helping teachers better instruct pupils about preserving coastal ecosystems for future generations. All teachers expressed interest in planning future experiential learning activities, and fish wardens were prepared to continue helping teachers and students learn about coastal management. Local government representatives vocalized an interest in providing teachers with future experiential learning opportunities.

Despite these noticeably positive project outcomes, there were many challenges to the collaborative process. Firstly, the familiar issue of time seemed to affect project aspects, including teachers' and the local government's ability to attend meetings or trips. Brevity of the project hindered efforts to establish a core group for overseeing the continued development, implementation, and evaluation of the expanded Lakbay Aral program. Posing additional challenges to collaboration was the culture-based issue of gender roles and how the different sexes tend to interact in the Philippines. During the experiential learning trips, for example, several members of the all-male fish warden team were hesitant to communicate with the nearly all-female group of educators.

Galvanizing local government interest in, accountability for, and commitment to expanding the Lakbay Aral program without external support was a significant issue in and of itself. Local policy makers have come to appreciate and, to an extent, depend on NGO and researcher involvement over the years to address urgent coastal

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management issues. The uncertainty of minimal or intermittent support from these external groups was only magnified by existing limitations on funding and time. As such, although Santander policy makers agreed that partnering more purposefully with teachers to support IEC efforts was a good idea, few seemed interested and committed enough by project's end to take ownership of the planning and development process on their own. Accountability for coastal management communication and sustained commitment are inevitable challenges in coastal governance, particularly in the case of Santander where coastal policy communication through experiential learning programs is not seen as a priority by accountable local government representatives (Allegretti, 2012).

Lessons Learned: Proposing A Framework For Future Endeavors

The comments and perspectives of project participants suggest that increased collaboration among educators, fish wardens, and policy makers through experiential learning programs can lead to desirable outcomes for coastal policy communication. We now wish to describe in greater detail an emergent conceptual framework that is meant to guide such policy communication efforts (Figure 1). First, we will expound upon the primary stakeholder groups (i.e., government and citizens) identified in the framework. Second, we will describe the participatory processes and anticipated outcomes outlined in the framework that are meant to direct the creation of experiential learning programs in the future. Lastly, we will summarize several key considerations for experiential learning programs that seem especially salient for supporting coastal policy communication.

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We have already alluded to the communication gaps that tend to exist between governments and citizens. Although the extent of these gaps differs with respect to the scale of government under consideration, our framework is meant to be applied in the context of local-level (e.g., municipal or city) government. The ‘government’ category in our framework thus includes any political actor operating at the local level who is involved in coastal management or policy creation efforts. For coastal municipalities in the Philippines, these actors might include the Municipal Planning and Development Coordinator, the Municipal Agricultural Officer, the Fisheries Technician, the Tourism Development Officer, and others. On the other end of the spectrum, any non-governmental actor would fall under the framework’s ‘citizen’ category. Citizens would include students, educators, fishermen, fish wardens, and owners of tourism businesses or other enterprises, among others.

If government representatives and citizens hardly interact under normal circumstances, what might encourage them to collaboratively create an experiential learning program? As was the case in Santander, outside funding and facilitation may be needed to get such a program underway. However, some governments may pursue a course of action without any outside (e.g., NGO) support. Whether driven by an outside facilitator or by some internal and innovative force, experiential learning programs for educators may better support coastal governance efforts by incorporating the participatory processes and anticipated outcomes we propose in our conceptual framework.

There are four participatory processes that we think will drastically increase the potential sustainability and success of a particular experiential learning program geared

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toward coastal policy communication. Conveniently, each of the terms representing these processes in our framework begins with the letter ‘p’. Given the contextual factors that will inevitably affect how these processes play out in a given coastal community, we will not go into great lengths here to describe them. Instead, we will simply provide a brief explanation of each term as it relates to the process of designing, implementing, and evaluating an experiential learning program.

We propose that the first aspect of this participatory process involves establishing healthy *partnerships* with and between local governments and citizens. Specifically, this would entail forming a core group of government representatives, educators, and fish wardens who will seek to collaboratively address the second step in the participatory process: *planning*. Here, members of the core group consider specific educational/curricular and coastal management strengths and weaknesses, develop shared vision and goals for the experiential learning program, and decide on specific experiential learning activities that will help teachers learn about coastal governance. In an effort to involve additional stakeholders, decisions and information may then be shared with government representatives, educators, and fish wardens who aren’t members of the core group. The planning process also entails educators considering how they will bring their experiences back into the classroom to promote student learning about coastal issues. The third participatory process in our framework involves educators engaging students through *pedagogy*, which will occur primarily after the experiential learning activities take place. As pedagogy refers to the art of teaching or classroom instruction, this process may involve bringing students on field trips to the same locations teachers experienced; it may involve government representatives or fish

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wardens speaking with or presenting to students; or it may simply involve teachers engaging students in discussions about coastal management or policy through traditional classroom instruction. At this point, the fourth participatory process of *personalization* may already be happening to a large degree among experiential learning program participants. Personalization refers to the process of ongoing reflection and evaluation on how well the experiential learning program meets the specified educational/curricular and coastal management goals. This process is considered participatory in the sense that it would ostensibly involve conversations among students and teachers, among program participants, and among core group members. The personalization process thus feeds into the formation and strengthening of new or old partnerships, alluding to the cyclical nature of these four participatory processes.

As a result of these processes, we propose that four anticipated outcomes may be attained. The outcomes could apply to numerous aspects of socio-political communication, and they are especially salient in the context of coastal governance in the Philippines. We refer to these four outcomes using the acronym T.E.A.M., standing for transparency, engagement, awareness, and mobilization. *Transparency* refers to how an experiential learning program may impact citizen perceptions of the clarity, legitimacy, and context-specificity of the Coastal Management Plan in their municipality over time. It is expected that the government's purposeful interactions with fish wardens and educators (and, indirectly, with students) may positively influence citizen views of government through the increased transparency of coastal policies.

Engagement refers to the potentially heightened involvement of citizens in issues of

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coastal governance. This is related to *awareness*, which basically refers to the ways in which experiential learning programs may increase educator appreciation for the value and beauty of their coastal areas, significantly impacting their classroom instruction and student appreciation for the same. The fourth and final anticipated outcome refers to *mobilizing* educators more effectively for coastal policy communication through classroom instruction and through more egalitarian democratic processes (Wright, 2010).

While we have suggested that experiential learning programs can effectively support coastal policy communication efforts, we have not yet specified our view of what these programs might look like. Clearly, if such programs are to be collaboratively created through interactions between members of State and Society at the local level, then the programs may look very different depending on the socio-political (e.g., educational, associational, institutional) contexts of respective coastal communities. Economic factors, also, will play a major role in determining the kinds of activities a particular municipality may implement as part of their experiential learning program. This being said, the comments and suggestions of those who helped design, implement, and evaluate the experiential learning activities in Santander provided key considerations for creating experiential learning programs integrated with policy communication schemes. Based on these considerations, Table 1 lists potential characteristics of experiential learning programs for educators that may lead to more effective coastal policy communication.

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Table 1.

Potential Characteristics Of Experiential Learning Programs For Educators To Support Coastal Policy Communication.

Programs should...

- Be based on both curricular/educational *and* coastal management goals
 - Provide a fun, unintimidating space for collaborative learning and interaction among educators, fish wardens, government representatives, and other groups as desired, such as fishermen or tourism business employees
 - Start small and expand with time; for example, involving teachers from just one school, or one grade level, or one subject area to begin; or, selecting just one day during the summer in which the experiential learning activities take place before expanding to multi-day excursions
 - Allow for rich, hands-on learning opportunities in which teachers can increase their understanding of and appreciation for coastal resources and policies
 - Involve participatory processes that encourage program sustainability through effective partnerships, planning, pedagogy, and personalization
 - Pursue T.E.A.M.-based outcomes, including greater governmental transparency, increased citizen engagement, raised citizen awareness, and mobilized educators and egalitarian democratic processes
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Concluding Thoughts

The Santander case study provides us with lessons in applying the collaborative process for engaging educators, fish wardens, and local governments through experiential programs such as Lakbay Aral. Through these programs, conversations about local coastal issues occur among engaged citizens and local governments.

Experiential learning programs among local governments in the Philippines are not novel. However, the uniqueness of this project entails two facets crucial for communicating natural resource policies. First, engaging three very different stakeholder groups such as local governments, fish wardens, and educators for the first time in fun, outdoor settings presents unique opportunities for exchanging knowledge, opinions, and experience about local coastal issues. It is not often that you get local government representatives to converse with educators as they experience their

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community's coral reefs in their MPAs. Many of the participants were experiencing their MPA for the first time, having incredible learning opportunities and heightening their pride in their community's resources.

Second, the experiential learning program's participatory processes and outcomes entailed empowering educators to collectively evaluate coastal issues while conversing about the responsibility and accountability of government in a transparent and non-intimidating manner. Through these processes, fish wardens and local government representatives exchanged stories with educators about their experiences in coastal management and the challenges of coastal policy implementation. Increased awareness among educators would contribute to improved classroom instruction and student learning, escalating community support for Santander's ICRMP. Our experience with the Santander case-study depicts the importance of partnerships, collective planning, pedagogy, and personalization in experiential learning programs. These participatory processes organically result in outcomes such as transparency of policies, engagement of citizens, awareness of issues, and mobilization of educators as depicted in our conceptual framework.

We highlight the importance of providing opportunities for very different stakeholder groups to engage in collaborative conversations about salient community resource issues in non-intimidating and fun-filled settings. An expanded *Lakbay Aral* program can provide these opportunities and serve as a policy communication tool for local governments seeking to optimize citizen engagement in coastal management.

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